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A SURVEY OF SOCIAL SERVICES

in the

CITY OF EDMONTON

ALBERTA

August, 1929

Survey Committee

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PREFACE.

The Survey was suggested and agreed upon as a result of an address on the "co-ordination of social work" delivered to a mass meeting in May, 1929, under the auspices of the Kiwanis Club and the Chamber of Commerce.

For some time the business interests in the City had felt that there was need for co-ordination of the voluntary and public social services of the City. It was felt that before any plan was formed to bring about the desired co-ordination, a survey of social services should be made upon which to base the type of organization best suited to the particular needs of the City of Edmonton.

INTRODUCTION

.....

The large increase in expenditures upon social services through public and private agencies in Canada during the last ten years justifies the contention that clearly defined fundamental principles should be adhered to in the expenditure of this money.

With such principles clearly in mind, those people, whether they be responsible Provincial Government Cabinet ministers or officials, municipal authorities, or the officers and executives of private agencies who must bear the responsibility of guiding the development of social service in a community, will approach the conclusions of a survey of social services with an open mind ready to divorce themselves from the prejudices which are apt to exist in the minds of those who have devoted themselves unselfishly to a single phase of social service without due consideration of the needs of the community as a whole.

Some Fundamental Principles Defined.

1. The help given to a dependent family or individual, whether in the form of material assistance or in the form of service, should be of a character to help people out of their poverty back to a condition of self support. Alms-giving as a rule maintains people in their poverty and acts as an opiate dulling their ambition, desire for, and ability to attain, independence.
 2. The family is the basic unit of society. Children should not be removed from their own family homes if insufficiency of income for the maintenance of the family is the sole cause of the parents' inability to give their children proper and sufficient care.
- When in the interests of the child, society assumes responsibility for its care, society should in its own interests as well as in the interests of the child, give it the type of care which will most nearly approximate the care and training for life which he should have received in his own home. It follows

2.

that the responsibility of providing food, clothing and shelter for the dependent or delinquent child removed from his own family is entirely secondary and incidental to the responsibility of preparing him for the day when he will have to go out into the world and stand on his own feet. With this in view, his physical and mental health, education, character training, and ability to live as a social being must be given every consideration.

3. Social service is not "Charity" in the commonly accepted sense of the word; social service aims at the adjustment of the individual to society and the adjustment of society to meet the needs of the individual. Out of the accumulated experience of helping individuals to adjust themselves to society and a careful examination of the causes of social maladjustment, the need for adjustment and means by which society may be adjusted to the needs of the individual will be revealed.
 4. The machinery of social work is for the most part as strong as its weakest link. No single social agency has it within its power to perform all the services necessary to the rehabilitation of a maladjusted family or individual, from which it follows that co-ordination and co-operation between existing services are essential.
 5. The social service needs of a community are not static. A type of activity which may be necessary today may be quite unnecessary ten years from now. Likewise methods and technique must change to meet the changing demands resulting from the ever-changing conditions of the social, business and commercial life of the community.
- Few, if any, Canadian cities at a similar period in their growth have set themselves as Edmonton is now doing, to the task of putting their social services on a sound basis.
- Edmonton is believed to be facing a future of great development.

As the capital City of the Province it may well be expected to serve as a model in its social service programme. Its social services are of recent origin, they have not developed an antipathy to newer methods which is so frequently found in agencies where tradition or antiquated charters or constitutions seem to block the way to progress. By the expenditure now of a few thousand dollars many thousands of dollars may be saved to the taxpayers in years to come.

The fundamental principles already enunciated may well be taken as the basis for constructive planning for the future. In the experience of other and larger Canadian cities, and in the wealth of experience of cities in the United States, Edmonton can find much material which will help her to avoid their mistakes.

The future of a City is to no small extent dependent upon the health and happiness of its wage earning class and the social services of a City are in a strategic position to interpret their needs.

THE DEPENDENT FAMILY

"To make others happy except through liberating their powers and engaging them in activities that enlarge the meaning of life is to harm them and to indulge ourselves under cover of exercising a special virtue --- To foster conditions that widen the horizon of others and give them command of their own powers, so that they can find their own happiness in their own fashion is the way of 'social' action."

John Dewey.

Agencies whose activities were considered in respect to this problem.

Dominion Government, Department of Immigration and Colonisation.
 Provincial Department of Public Health
 Civic Relief Department
 Edmonton Journal Sunshine Society
 The Salvation Army
 The Canteen Fund
 The Canadian Legion
 The Canadian Red Cross Society
 Edmonton Bulletin (Not Forgotten Fund & other special relief funds)
 Fourteen City Churches
 The Catholic Women's League
 La Verandrye Knights of Columbus Council
 Royal Society of St. George
 Northumberland and Durham Association
 Order of the Royal Purple
 King Albert Society
 Elks Lodge
 Imperial Order Daughters of the Empire
 All Peoples' Churches

In the foregoing list are found thirty-two organisations or churches all engaged to a greater or lesser degree in the business of helping poor families.

The need for some machinery for co-ordination of effort suggests itself at once and that is dealt with in a separate section on co-ordination and co-operation. The list is not complete. Within the time at disposal it was impossible to get in touch with all the services of this character.

At the outset it is well to remind ourselves of the fundamental principle upon which all service to dependent families should be based, namely that the help given should be of a character to help people out of their poverty and not a dole of relief, which does little more than maintain them for the time being in their poverty.

During the survey the opinion was expressed more than once that what was needed most was the centralisation of all services to dependent families, the substitution of one for thirty or forty services, a central fund for relief purposes. Such centralisation, however, is hardly possible nor is it desirable and it would not be universally popular.

Such centralisation would tend to dry up the sources of material support and personal service, and would seriously reduce the number of people who, through personal contact with family dependency, develop a real understanding of the social problem with which it is associated.

In 1867 in London, England, Edward Denison led a small group of thoughtful and able men and women to form the first "Charity Organisation Society". At that time Poor Law Relief administered by the Poor Law Guardians was almost universally a dole which kept people in their poverty, administered on the principle of "less eligibility" that is to say, that the relief given was not to be sufficient to discourage the recipient from making an effort to reach the more "eligible" condition of self support. In practice as is well known, this negative method of instilling a desire for self support was of little use.

Poor families, already under-nourished, frequently in need of medical care, to whom nothing was given but a dole of the bare necessities of life, enough to keep them from starving, were not likely to rehabilitate themselves.

Denison and his associates, however, realised that as in Edmonton today, so in London, there were many voluntary services endeavouring to help "worthy" families to rehabilitate themselves. They recognised the need for more intelligent service than many of these services were able to give, handicapped as they were by lack of experience and time.

The Charity Organisation Society was organised not as a new relief organisation but as a society which would give the necessary service and organise the existing sources of "charity" or relief in support of the family's needs.

That is exactly what Edmonton needs today. The most crucial point in the history of a family's dependency is at the outset when it first becomes dependent. If at that time through intelligent service it can be made to realise that society has come to its help to enable it to regain its independence as soon as possible, the chances of rehabilitation are infinitely greater than they are at a later date after some well meaning but ill advised person or organisation has been giving doles of relief which have done nothing but keep the wolf from the door.

In the initial stages of dependency it is essential to discover the strength and the weakness of the family's own resources, to discover the part that ill-health may be playing, to surround it with the religious and moral influences which will help to remove the harmful influences to bring to its aid when necessary all the legal resources to which it is entitled, to make use of the educational and recreational resources of the community. This is the kind of service that with the best of intentions the ordinary well meaning volunteer is not equipped to give and which necessitates the service of a trained social worker.

The need for this trained social worker service was felt and expressed many times during the survey. Asked as to their opinion on the need for such service one agency wrote, "Yes, as the average citizen can give advice and help in a haphazard way and not with the best possible results." Another wrote, "Such a trained worker would save a great deal of time spent by private citizens at great inconvenience, while better results would be achieved by reason of experience and the correct "modus operandi", in investigating cases and ascertaining facts."

It is suggested that the need for trained social workers engaged in "family case work" should be met as soon as possible by the development of a service which will be at the disposal of any of the private services listed at the beginning of this section. The suggested organisation of this service is outlined in the final recommendations of the survey.

In Edmonton, as in other cities, the main division of responsibility in the relief of dependent families is as between the private services and the public agency, the City Relief Department.

Even if the City authorities were willing to assume the full burden which is unlikely, that would not be desirable.

It is probable, in fact it is reasonably certain, that the family which has come to the point where it must depend upon public relief, has lost something which it may never regain.

Dr. Thomas Chalmers, the famous Scottish Divine, who as minister of St. Johns Parish, Glasgow (a very poor parish) fought against the introduction of the English Poor Law system into Scotland, testified in the most eloquent terms to the demoralising effect of public relief. He believed and acted on the belief that the first source of help should be the family's own close relations, next its neighbours and friends, and lastly the Church.

It would be most unfortunate therefore, if it were to be inferred from this survey that it was advisable to discontinue any of the

existing private services. They should continue, strengthened by the development of a family case work service which could be called upon in the initial stages of a family's dependency.

The Churches and the other organisations should continue to supply relief and voluntary service in co-operation with this case work service.

What part then should a City Relief Department play in the field of family relief?

The division of responsibility between the public relief department and the private services has been much discussed on this Continent and the practice which is most commonly accepted is for the private services to assume responsibility in the initial stages until it is quite evident that re-establishment on a self-supporting basis cannot be effected under a period of several months and perhaps years.

By the time this decision has been reached the plans for the family's care should have been carefully worked out and the assumption of the full or major portion of the cost of material relief by the City Relief Department will be merely a part of the plan. There is no reason why the Church or other private organisation should not continue to supply the voluntary service in co-operation with the City Relief Department which will be necessary in following up the family so long as it remains in receipt of relief.

The Journal Sunshine Society.

There seems to be much more care exercised in the administration of the funds of this society than is usually found in similar societies. The power of the press in appealing for help for distressed families is enormous and provided that the identity of the family for which an appeal is made is not revealed by a too accurate description of its troubles, this medium both of securing funds, clothes and other necessaries and of educating public opinion as to the nature of the problems connected with family dependency can be utilised to good advantage.

This society has at the present time a close working relationship with other social services in Edmonton such as the Victorian Order of Nurses and University Clinic and a considerable portion of its relief is given on the recommendation of these other services.

Sunshine is essentially different from most of the other private services in that it has no membership from which it can recruit volunteer service.

It is suggested that applications for relief made direct to Sunshine from residents of Edmonton and its suburbs might well be referred to the appropriate church or private organisation. In the event of the latter requiring material relief for the family referred beyond its own capacity to supply, Sunshine should be requested to use its columns for the purpose of securing the relief necessary.

It will not infrequently happen that applications for assistance will come both to Sunshine and to the family case work service - if that service should be instituted - which could not be referred to any appropriate organisation or church for relief. In such cases Sunshine and the case work service could work in co-operation, Sunshine supplying the material relief necessary.

It will also happen that applications will be made direct to the City Relief Department by people who have no claim on any particular private organisation. These also might be taken care of by the family case work service and Sunshine.

In respect to relief to families outside of Edmonton, the present practice of carefully investigating the bona fides of applications received, through the services of local clergy and others and of never sending relief until a satisfactory report has been received is most commendable. Sunshine is rendering a real service to the Province of Alberta in this work and it is a work which no other private agency is likely to undertake.

Sunshine collects much cast-off clothing and many discarded articles of household use. Some of this is not fit for use in the condition in which it is received.

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The practice of giving out old clothing to applicants without any investigation or knowledge of their circumstances is a dangerous one. The intrinsic value of the clothing may be negligible but it may develop in the recipients begging habits, which will be harmful and in some cases it is more than probable that the clothing is promptly sold. It would be much better if Sunshine would either sell this practically useless material or develop some means of putting it in repair. This also applies to articles of household use which are not fit to be used in the state in which they are received.

The problem of dependent families coming into Edmonton from rural towns and districts is evidently a serious one. It is dealt with further in the section dealing with the City Relief Department. Suffice it to say here that Sunshine should be very careful not to tide families over the three month period after their arrival/which they will have established legal residence and be eligible for City relief. This difficulty would be overcome if all such applications could be referred to a family case work service for investigation.

City Relief Department.

The organisation of the Department is complicated. The relief officer was originally the officer charged with the responsibility of administering the Children's Protection Act within the City.

When the Edmonton Board of Public Welfare ceased to function he was made City Relief Officer and inspector for the City of Edmonton under the Mothers' Allowance Act. To this has been added the responsibility of investigations on behalf of the city in connection with applications under the Old Age Pensions Act. The staff is divided as to its responsibilities and in all consists of the Superintendent, two male assistants, one in children's work and one in city relief and old age pensions, two women assistants for children's work and mothers' allowances, one office assistant, in charge of supply desk in the Relief Department and two stenographers, eight persons in all.

In 1928 this staff was responsible for the work involved in the

following services:

Children's Work

329 neglected and dependent under supervision
127 in the Juvenile Court

Mothers' Allowances

187 mothers under allowance

City Relief

557 cases (10 months only)

Old Age Pensions

Since August 1929 investigations under the Old Age Pensions Act have been added to the above responsibilities and 150 cases have been investigated.

These figures do not by any means convey an adequate idea of the responsibilities of this hopelessly understaffed department.

In this section of the report we are concerned only with family dependency and in consequence refer only to the work of the department as it concerns Relief and Mothers' Allowances. Nearly \$90,000 was spent in 1928 on the mothers under allowance and another \$45,000 was spent by the Relief Department. In both cases the services of trained women workers are necessary.

The average number of cases under supervision each month by one worker should never exceed 75. It is an altogether penny wise and pound foolish policy to understaff any department which has the responsibility of expending large sums in relief.

In suggesting therefore that certain things are not being done which should be done there is no reflection on the Department which is not equipped to do them.

The need for more adequate investigation was revealed during the Survey. The record system was inadequate. The understaffing is probably responsible for certain policies to which exception was taken by other agencies.

Applicants are required as a rule to make personal application

at the office of the department even when a responsible social worker connected with some other agency has referred the case.

There is no particular purpose in getting applicants to come to the office. Applicants should in any case be visited in their own homes. If there are able bodied men in the family they should be seen and in such cases it may be preferable to ask them to call at the office, but in no case should an application for assistance be neglected until the applicant has appeared in person at the City Relief office.

It would appear that the City Council as a whole are not in close touch with the work of this department. Reports on the work of the department are made at irregular intervals at the request of the Commissioners. It is suggested that a department of civic government which touches the social life of the community so intimately will benefit if the elected representatives of the people are closely in touch with its problems. For this purpose the Department might be made responsible to the commissioners sitting with a committee of the City Council and holding regular monthly meetings at which reports of all phases of its activities could be presented.

Mothers Allowance.

Though the Mothers' Allowance Act is administered under the Department of the Superintendent of Neglected Children, it may be considered as a family service.

Allowances were first paid on this continent to mothers in Cook County, Illinois, which is practically the City of Chicago, under the Funds to Parents Act and were administered by the Juvenile Court. The origin of this legislation was in the fact that child delinquency had been found by the Juvenile Court to occur most frequently in homes where the mother was both home-maker and wage-earner.

Manitoba in 1916 and the other Western Provinces in quick succession passed Mothers' Allowance Acts and the allowance was considered a salary paid to the mother to enable her to perform a service to the Province and Dominion in bringing up her children to be healthy

good citizens. That was the sole purpose of the legislation and it should never be forgotten. Being so the responsibility most definitely devolves upon the Government to ensure:

1. That the mother is in receipt of an income which will enable her to perform this duty; and
2. That she actually does perform it whilst paid for her services.

Within the scope of this report it is impossible to say more than that it is utterly impossible for the one worker assigned to investigation and supervision of Mothers' Allowances in the City of Edmonton to investigate new applications and to supervise the 187 mothers under allowance. There should be at least two full-time trained social workers employed for this purpose. It has already been suggested that it is a penny wise and pound foolish policy to expend \$90,000. on allowances to mothers without adequate trained service to ensure that the mothers in receipt of the allowance are actually giving the service for which it is granted; this is particularly true in a City where many of the mothers are likely to be of immigrant stock and not quite ready to accept the Canadian standards of health, social education and behaviour which should be insisted upon for their children's sake.

One feature of the Mothers' Allowance administration is most regrettable. It appears that a number of mothers under allowance are in the habit of depending upon the Journal Sunshine and other societies for the clothing of the children.

Quite apart from the fact that the mother is thereby depending upon a charitable source for a bare necessity of existence, there is loss of the invaluable experience to herself and to her older children of having to help in the making and selection of clothes and of having to do it within a fixed budget.

The Problem of Out-of-town Cases

This problem has already been referred to in discussing the

Sunshine Society. The law definitely states that a family from one municipality becoming dependent within three months in another may be relieved by the latter at the expense of the former, but the law makes no provision for enforcing the payment other than the usual recourse to the courts by the municipality which has taken the responsibility of giving relief.

A case was revealed by the survey moreover in which an outside municipality to get rid of a dependent family gave it a sum of money on condition that it would not return and insisted on an agreement to this effect being signed.

Adequate investigation of all applications for assistance will make it possible to detect such cases and repatriation should be resorted to at once.

In some cases where for good reason a family should not be returned to the municipality from which it came an agreement as to relief as between the City of Edmon on and the outside municipality might be arrived at in the hope and expectation that the family might soon become self-supporting in Edmonton.

The Provincial Government should certainly provide the machinery by which outside municipalities, without cost of money or time to the City of Edmonton could be made to pay for relief given to any family which has become dependent within three months of its arrival in the City.

The Churches

Owing to the fact that the survey was made in the month of August when many of the Clergy were away on holiday, and to the short time at disposal, it was impossible to interview the Clergy of all the churches.

A questionnaire was prepared and sent to the clergy of all denominations. Replies were received from fourteen representing denominations as follows: Anglicans 5, United 3, Presbyterian 2, Baptist 2, Lutheran 1, Roman Catholic 1. Eleven of the fourteen churches reported special funds available for relief purposes.

Assistance given was in many cases not confined to members or adherents of the Church. Relief was for the most part in kind and of a temporary character to meet the emergency until, if necessary, the problem could be dealt with by a regular relief agency. Nine ministers expressed themselves as feeling the need for trained social service in connection with the relief of families and for co-ordination of relief work in the city.

In any developments which may take place in the way of the establishment of a Social Service Exchange and trained social work service the part played by the churches in the past should not be forgotten. In the membership of the City churches will be found a very large percentage of the men and women who give generously of their time and money to social service. The churches supply the inspiration to social service and though the time may have been reached when the churches cannot themselves undertake to deal with all the individual problems owing to the growth of the city and the presence of many families which have no particular church affiliation, it would be unfortunate indeed if, as has too often happened elsewhere, the growth of lay organisations for social service were to result in lessening the interest of the churches in the social problem of the city.

The social services of a city should be the practical expression of the Christian spirit and as such they need the support of the churches and the churches need the vitalising influence which results from the connection of their members with the social service work of the community.

Christmas Charity.

Edmonton is no exception to the rule in respect to Christmas Charity. Well-to-do people cannot tolerate the idea of allowing the poor to suffer at this festive season. In consequence there is at Christmas time a flow of generosity which if uncontrolled is apt to demoralise some families whilst leaving others uncared for who have been too proud to make their needs known.

Many people fail to recognise the fact that families are poor not only on Christmas day but sometimes for 365 days in the year. For this reason it has become the practice in some cities to capitalize the Christmas spirit of benevolence by securing support for families which are certain to be dependent for many^{months}/day is past and forgotten.

For example the New York Times "Opportunity Fund" secured in December of this year over \$250,000 for the year round support of families under the care of the New York and Brooklyn Family Welfare Societies.

... suggested that all agencies in Edmonton which make special efforts to care for the poor at Christmas time might come together during 1930 to discuss ways and means of utilising the Christmas spirit of benevolence to the best advantage.

In any case the services of the Social Service Exchange should be utilised as they are in all cities where an exchange exists, for the purpose of preventing unnecessary overlapping.

The Social Service Exchange usually conducts a Christmas clearing, using special forms which are destroyed as soon as the work is completed. The first organisation reporting a family to the Christmas clearing is given the privilege of providing that family with Christmas cheer. Organisations reporting the same family later are notified by the Exchange that the family will be cared for by the first agency.

In Montreal in 1928 111 organisations or churches cleared the names of 3624 families to whom they wished to send Christmas cheer. Of these 3624 families 650 or 18% were reported by two or more organisations, and if the services of the Exchange had not been utilised would have received from more than one source.

The Exchange at this time is enabled to secure Christmas Cheer for families which would otherwise be overlooked by connecting organisations which have not sufficient funds to care for families known to them with clubs and associations and private individuals who wish to do this special work at Christmas time.

Care needs to be exercised in selecting gifts for Christmas Charity. A social worker in Edmonton reported during the survey a case of a tubercular child who received no less than twenty dolls last Christmas and who was not getting anything like an adequate amount of milk. How much better it would have been if some of the dolls could have been turned into milk and eggs.

Much thought and study has been given to the question of Christmas Charity by social workers with the result that in November 1926, the American Association for Organising Family Social Work published the following "Ten Golden Rules for Christmas Giving."

TEN GOLDEN RULES FOR CHRISTMAS GIVING

1. Share your abundance - not only on Christmas Day
There are 364 other days to be provided for.
2. Share Wisely.- Bounty on Christmas Day that mocks the needs of many morrows cannot ring true.
3. Aid Family Giving - Remember that nothing takes the place at Christmas if you wish to create real happiness, of the family Christmas giving, parents to children and children to parents and one another.
4. Trust Mother Love.- Mother better than anyone else can choose gifts for each of the children that will bring the greatest joy.
5. Avoid Intrusion. - Home, however humble, is a sacred place where utter strangers cannot enter without intruding even at Christmas.
6. Sustain Self-Respect. - Things alone do not make amends in any home where lack of consideration and thoughtless intrusion destroy self-respect.
7. Be Considerate. - Give families the chance to open your package in private, otherwise your generosity is spoiled.
8. Consider First Real Needs.- Remember that in families where necessities are wanted nothing is so welcome as milk, shoes, clothes and food.
9. Be Judicious. - Plan your giving early to insure the wisest

provision for all families.

10. Seek Counsel. - Prevent duplication and doubts by clearing your Christmas giving through those who have learned from close acquaintance with the families their needs and wishes.

THE HOMELESS MAN

"I gave a beggar from my little store of well earned gold. He spent the shining ore and came again, and yet again still cold and hungry as before.

I gave a thought and through that thought of mine he found himself, the man, supreme, divine, fed, clothed and crowned with blessings manifold, and now he begs no more."

Ella Wheeler Wilcox.

Agencies whose activities were considered in respect to this problem.

The Provincial Government - Department of Labour.

The Salvation Army.

City Churches

The Young Men's Christian Association

The Canadian Legion

La Ve randrye Knights of Columbus Council

The Canteen Fund.

Seasonal occupations and climatic conditions are responsible for the fact that Edmonton in common with other western cities, suggests a Winter home to many men, who during eight or nine months in the year are employed elsewhere.

Some of these men become destitute through no fault of their own, others through their thoughtlessness or anti-social behaviour some are able-bodied, able to work; others are sick. Each individual case must be dealt with on its merits. They present a problem in dependency, the solution of which cannot be left to the individual citizen appealed to on the street, at his office or at his home. If so left, over-lapping and duplication is inevitable, laziness is encouraged and the seeds of vagrancy sown. Wholesale relief without work, even when centralized, is demoralizing - attracts attention and draws men from outlying districts. It fosters the feeling that the

community must provide food and shelter and provide for the individual to provide for himself.

If labour conditions are such that large numbers of men are out of employment through no fault of their own, society for its own protection and in justice to the men out of employment may well utilise their labour at some useful occupation which will benefit the taxpayers, but even then the work should not be made sufficiently attractive to prevent men from exerting themselves to find other work on their own account, nor should it be continued when the normal demand for labour is sufficient to absorb the excessive surplus of labour which has created the situation. The tendency of the unemployed single man to make for a city is natural.

His work on the farms or at construction camps or even in small towns is finished. He sees no prospect of employment; there is always the hope that the big city will offer something in the way of work even if it is only an odd job now and then. At least it will offer social attractions from which he has been separated for many months. If he has money to spend he prefers to spend it in a city; and finally there is the feeling based on his own previous experience or the experience of others that there will be others destitute besides himself if his funds run out before anything turns up and that a city will not let them starve and freeze.

The problem is at least a Provincial one, if not a Dominion one and a City such as Edmonton cannot be expected to solve it or relieve it.

The Provincial Department of Labour expended in 1928 - 1929 \$1,659 on the relief of 295 different men or an average of over \$24.00 per man which represented approximately thirty-two days board and lodging. Experience in other cities in Canada and in other countries suggests that if work tickets had been offered to each able-bodied applicant instead of free beds and meals the number of men and the average length of stay on relief would have been very substantially reduced.

A similar example in support of this contention was

experienced in Winnipeg in the early Spring of 1915. Several thousand men, mostly foreigners without families, were without work. They paraded the streets, went to the City Hall and to the Parliament Buildings and after a few days the city authorities instructed their Social Welfare Commission to issue tickets for meals and beds. The applicants lined up with police in control, occupied the side walk of a whole city block for several hours. The official in charge, on the third day being satisfied that many did not need the relief and could adjust their own temporary difficulties, succeeded in persuading the authorities to offer work tickets (the work was digging some government land for a potato crop) On the fifth day less than a hundred men were at work and the new applicants were less than ten in number!

The Provincial Government deserves great credit for its foresight in surveying the whole situation this Summer of 1929. Its proposals in respect to work in the gravel pits, clearing of brush land &c. seem eminently sound.

The importance of providing work away from the City cannot be over emphasized. Any city work, even of a casual nature which is offering, should be made available for out of work married men with permanent residence in the City of whom there will nearly always be a sufficient number in Winter to fill such positions. A warning note however, should be sounded. In the course of this survey it was ascertained that in spite of the generous provision made by the Government for the relief of homeless men, city clergymen and other private agencies were constantly appealed to and much relief was given. If the problem is being met adequately by the Provincial Government or by any other agency steps should be taken to ensure that the clergy and all other citizens understand that it is not necessary for them to give relief and that in doing so they will encourage men to refuse work.

For the sick man more intensive treatment is necessary and in view of the fact that the Salvation Army has already shown its willingness to co-operate with the Provincial Government in the care of

homeless men it would seem desirable that they should be invited to assume the responsibility of caring for sick men, sending them to hospital or clinics when required and caring for them until fit to be turned back to the Department of Labour for work.

The Provincial Government could assume the cost of this service to sick men and pay the Salvation Army the actual cost in each case.

All other agencies - churches - business houses and private individuals should be discouraged from giving any help to either the sick or able-bodied homeless man. To grapple with the problem successfully concentration is absolutely essential. There should be only one place to which they can apply or be referred for assistance. Men who by reason of age or by physical handicap are unfitted for the relief work offered should be dealt with by the Salvation Army at the expense of the Province or city and a more permanent solution of their problem should be sought.

The City authorities should not take advantage of the willingness of the Provincial authorities to grapple with the problem of the unemployed single man, to unload on the Province the cost of caring for single men who have been resident in the city for a long time, particularly when such men are well on in years or sick. Such men in need of relief are legitimately a charge upon the municipality and even if one central office receives their applications in the first instance, the cost of their care and treatment should be borne by the city.

DEPENDENT, NEGLECTED AND DELINQUENT CHILDREN.

A G E N C I E S

Provincial Government, Department of Neglected and Dependent Children

- A. Children's Protection Act.
- B. Juvenile Delinquent's Act.
- C. Children of Unmarried Parent's Act.
- D. Mother's Allowance Act.

City of Edmonton, Local Officers administering

- A. B. C. and D.

The Juvenile Court.

The O'Connell Home.

St. Mary's Home.

Children's Aid Home.

Home of the Good Shepherd.

The Good Shepherd Auxiliary Aid.

Misericordia Creche.

Grace Maternity Hospital.

Beulah Home.

Ruthenian Home and School.

More than twenty years ago President Roosevelt brought together in Washington, D.C., a group of men and women who were qualified by training and experience to outline the broad principles upon which the work of caring for dependent, neglected and delinquent children should be based.

The leaders in child caring work of to-day still adhere to those broad principles, even though the technique of their application may have been changed and improved.

Some of the principles agreed upon were:-

1. Preservation of home ties wherever possible
2. The paramount importance of preventive work.
3. The superiority of the foster home as a substitute for the natural home.
4. The adoption of the cottage plan for institutions.
5. State inspection of the work of child caring agencies.
6. Education in institutions as part of the public educational system.
7. The keeping of adequate records.
8. Adequate physical care.
9. Co-operation among child caring agencies.

When the Province of Alberta passed its Mother's Allowance Act in 1922, recognition was made of the fact that the best place for the normal development of a child is in its own family home.

In 1909 when the Province passed an Act for the protection of dependent and neglected children, in making provision for the care of such children in foster homes it had already recognized the fact that the next best place to a child's own home is a foster home.

At the same time it appointed under the provisions of the act an officer to be known as the Superintendent of Neglected and Dependent Children whose first duty as stated in the Act, is "To encourage and assist in the establishment of Children's Aid Societies.

A children's aid Society according to the Act is "a society which has among its objects the protection of children from cruelty and the care and control of neglected children."

The definition of a "neglected child", embraces besides the usual conditions of neglect a child who is an orphan and destitute or who is deserted by its parents.

This legislation is of the first importance in considering the balance of this section of the survey.

There is no evidence that at any time since 1909 public feeling has been in favour of a change of policy in respect to the administration of the Act, but notwithstanding for some

reason the policy has changed materially. Voluntary Children's Aid Societies have practically ceased to function in their proper capacity and the whole machinery has become centralized in and about the office of the Superintendent of Neglected and Dependent children.

The Superintendent estimates that his department handles about 7000 cases yearly and quite justifiably claims that his staff, which consists of eight outside workers (6 men and 2 women) and six office workers is quite inadequate. He claims that there is lack of apprehension of the need for more workers, a statement which is highly significant in view of the fact that Children's Aid Societies no longer function as part of the machinery through which official and public opinion may be kept informed as to the needs of the Department.

The Children's Institutional population in the City of Edmonton is constantly growing. At the present time it is approximately 300 as follows:-

Neglected and Dependent Children.

St. Mary's Home	45	Boys from 3 to 12 years.
The O'Connell Home	35	Girls from 2½ to 18 years.
Children's Aid Home	<u>48</u>	Boys and girls up to 14 years.

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Wayward and Delinquent

Home of the Good Shepherd 37 girls

Children of Unmarried Parents

Misericordia Hospital and Creche 20 - 25 babies.

Grace Hospital 37 "

Beulah Home 22 - 37 "

Delinquent boys are sent to country homes and occasionally to the Manitoba Government Reformatory at Portage La Prairie.

Protestant girls are sent to the Mount View Home of the United Church at Calgary.

Some of the children in the above institutions were placed there by officials of the Department of the Superintendent of Neglected.

and Dependent Children. The exact number could not be ascertained.

It seems probable that the large majority of the neglected and dependent children in St. Mary's Home, The O'Connell Home and Children's Aid Home were not admitted through the Department.

The Edmonton officers of the Department show that they had during 1928 no less than 329 children under supervision of whom 79 had been made wards.

Need for Investigation and Follow-up

In the work of the Children's Institutions there is evidence a very great need for careful investigation of applications for admission and of follow-up work to bring about an improvement in home conditions to enable children to be returned to their own homes as soon as possible.

In considering the problem of the dependent, neglected and delinquent child it is impossible to ignore the family situation. The extent of the child problem is bound to be affected by the quality of work done with families.

The section of the survey dealing with the dependent family has clearly shown the need for better service and with improved service to the dependent family there would be a marked decrease in the number of cases of dependent, neglected and delinquent children.

All over the American continent within the last twenty years the importance of safeguarding the child's interest in its own home has been given more attention. In many cities the child population in institutions has substantially decreased and the average stay of a child in an institution shortened.

In Toronto, Winnipeg, Montreal, Ottawa and Vancouver of recent years new organizations have been started or old ones strengthened whose responsibility it is to arrange for the admission and discharge of children to the institutions which they serve. In Toronto two Protestant institutions are now doing the work of four.

In the same city a contemplated expenditure of over \$100,000 on new Catholic Orphanages was avoided and in less than eight months from the time that careful investigation of applications was provided through the Catholic Welfare Bureau the number of children in institutions was cut in half. A similar situation has obtained in the other cities mentioned.

Looked at purely from the financial standpoint a city cannot afford to be careless in respect to the admission of children to institutions, but from the standpoint of its effect on family life it is of even greater importance.

In the case of parents who neglect their children it is of the utmost importance that they should if possible be made to realize their legal responsibilities. The broken family i.e. the family from which children have been taken is seldom a stable family and is likely to present other problems to the community. The presence of children in a family is usually a stabilizing factor, and only as a last resource when every effort to safeguard the interests of the child in its own home has been attempted and has failed, should society remove the child.

There are, it is true, some necessary exceptions to this rule as in the case of the children of a widower when none of the children are old enough to take the place of the mother, or as in the case of the family where the mother has to enter hospital for treatment. But in these cases there is generally an opportunity sooner or later to return the children to their own home and the parent or parents should be kept in touch with their children and encouraged to look forward to the time when the family group can be reunited.

In Edmonton, as has been and still is the case in other cities, there is no adequate field service in connection with the admissions to or discharges from the institutions.

The Department of Neglected and Dependent Children itself is placing far too much emphasis on placement in free homes where adoption papers will be given at the end of a year's trial period.

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The placement of boys or girls over ten years of age in a free home is questionable. By the time a child has reached ten years of age its character has been moulded and the foster parents cannot be expected to feel the same degree of affection which it is possible for them to develop in respect to children who have been adopted at an age when the influence of the foster parents will be felt. There is real danger in placing children over ten years of age in free homes - the incentive to the adoption being frequently the utility of the boy or girl to the foster parents in the near future if not at once. This danger is enhanced when supervision of children so placed is inadequate as it is bound to be in Alberta on the statement of the Superintendent that homes cannot be fitted on the average more than twice a year.

Furthermore it is stated that most of the free homes are in the country and by no means every boy or girl, particularly those that are city bred, are happily or advantageously placed in a farm home. Placement in a free home is no doubt the cheapest method of disposing of a dependent or neglected child, who has been made a ward of the department. Too free use however of this method may result in unsuitable placements and may cause the department to lessen its effort towards adjustments which will develop responsibility on the part of the child's own family. If this effort is not made free placement may become a deliberate encouragement to parents and near relatives to shirk their responsibilities.

Moreover there are many children for whom for one reason or another satisfactory free homes cannot be found. This, however, should not deny to these children the privilege of care in a family home and it has been conclusively proved in many communities that satisfactory boarding homes for which the payment is not excessive can be found.

The boarding system, even where highly trained and quite adequate staffs are maintained for home finding, investigation, and supervision, is not as expensive as the cost of keeping children in institutions and it has the additional advantage of being elastic in its capacity.

The care of young children in boarding homes is sound in principle and this service has been well developed, but very little is being done in the provision of temporary boarding homes for older children who can and should be returned to their own homes at an early date. Except in so far as certain children (the number could not be ascertained) are committed by the Province or City to the care of institutions these institutions control their own admissions. They have no trained field service for this purpose and very little attempt is made to keep in touch with the family situation after the admission has been effected. In consequence children remain until they have reached the age limit or until the parents make application for their return. Not infrequently the parent or parents disappear from sight altogether.

The whole situation cries out for a re-organization and the basis of that re-organization suggests itself at once in giving to the Children's Aid Society of the City of Edmonton its function as outlined in the constitution of the Society.

This Society is non-sectarian though at the present time in its operation of the Home which is the special interest of the Kiwanis Club, it is almost wholly Protestant. Regulation 8 of the Home reads, "The Residence of a child in the Home is temporary only and should not, except under unusual circumstances, be more than six months."

Of its present population

1 child	has been in the home	12 years
2 children	have been	" " 7 "
3 "	" " "	" " 4½ "
2 "	" " "	" " 3 "
4 "	" " "	" " 2 "
2 "	" " "	" " 1½ "
4 "	" " "	" " 1 "

which clearly indicates how far it has departed from its original policy.

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The building is well adapted for use as a temporary shelter though it is perhaps larger than is necessary for this purpose, but it could probably be used to provide care over longer periods for children who on account of physical or mental defects or behaviour problems were legitimate subjects for institutional observation or training before placement in foster home (free or boarding).

The Children's Aid Society of Edmonton should also function as a children's Bureau does in other cities, i.e. it should provide all the trained field service necessary to proper investigation of all applications from parents for the admission of their children to any institution in the city and it should give the services necessary in connection with the discharge of children from institutions. At the same time its field workers should maintain contact with the family situation looking forward to the return of children to their own home as soon as possible.

Mr. Robert E. Mills, secretary of the Toronto Children's Aid Society, in a paper read at a meeting of the Canadian Council on Child Welfare in 1925 made a strong argument for utilizing the services of Children's Aid Societies as central child placing bureaus. He pointed out that: "to remove a child from his home requires the powers of a Children's Aid Society. A neglected child can only be committed to the guardianship of a Children's Aid Society. The Children's Aid Society alone is entitled to court orders for maintenance of neglected children. A special penalty is provided by law for interfering with wards of a Children's Aid Society and this society is specially mentioned in the Juvenile Delinquents Act as the agency for the placement of delinquents."

The Unmarried Mother

No social problem requires more delicate handling than the problem of the unmarried mother and her child. In this field inadequate case work, i.e. investigation and after care, are disastrous in their effect. Every single case presents a different problem in which the varying

age, mentality and social status of the mother, the economic and social status of the putative father and the economic status and attitude of the mother's and even of the father's family all play an important part. Robert W. Kelso, an eminent authority in the United States has recently asserted that the state should be the sole arbiter as to whether court action should be taken against the putative father.

In Alberta the Province automatically assumes the responsibility of caring for the child if and when the mother decides to surrender it. Under these circumstances it is of the utmost importance that the matter should be given every opportunity to realize the effect on herself and her child in surrendering it to the Province. The responsibility of advising the mother at this time and the opportunity to do so should occur before the birth of the child wherever possible and should be entrusted to trained workers of much experience. It is not fair to leave it to the superintendent of an institution to do the intensive work necessary in such cases. In Edmonton in the event of the re-organization of the Children's Aid Society all cases might well be referred to a special worker attached to this society.

Delinquent Children

In the event of the re-organization of the Children's Aid Society its committee should be permitted to function as the Juvenile Court Committee. The Juvenile Delinquent's Act specifically states that where a Children's Aid Society exists its committee "shall be the Juvenile Court Committee", and that its duty shall be "to meet as often as may be necessary and consult with the probation officers with regard to the cases of juvenile delinquents coming before the court, to offer, through the probation officers and otherwise, advice to the court as to the best mode of dealing with such cases and to facilitate by every means in its power the reformation of juvenile delinquents." Although the Act provides for the appointment of an Advisory Committee to the Juvenile Court, there is at present no such committee functioning in Edmonton.

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A Juvenile Court needs the support of an informed public opinion which may best be achieved by securing the active interest of private citizens. In this connection mention should be made of a praiseworthy effort of the Optimist Club in the interests of delinquent boys.

All that has been said in respect to safeguarding the interests of the dependent and neglected child by service in the home applies with equal force to the delinquent child, and all that has been said in regard to the placement of children on farms where their services may be the incentive to their acceptance may also be applied.

There seems to be a real need for a correctional institution for boys, perhaps a farm school, in the Province of Alberta. There is a disinclination to send boys to the Portage La Prairie reformatory on account of the cost, and the distance is so considerable that close contact with the boys is impossible. It seems likely that some boys are never sent to the reformatory who would benefit by short periods of detention. In respect to those who are sent the Alberta authorities owing to the distance are handicapped in arriving at decisions as to when a boy should be released, discharges are sometimes effected too soon and at other times long after release on parole might have been arranged.

The physical facilities of the court in Edmonton are at present inadequate owing to crowded quarters and the detention home for boys, an old coal building with cage cells, is not suitable. Daytime care of Children of Working Mothers.

There is at present no creche or Day Nursery at which a mother, who of necessity must work may leave her child or children while at work. During the survey it was ascertained that the need for such an institution had been felt and that some ladies are contemplating its establishment.

The most recent development in this phase of social service would indicate that the trend is in the direction of giving up the

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practice of bringing children into an institution, which frequently involves a long street car ride for the mother with a baby both before and after her day's work is done. Two Day Nurseries in large American cities have recently given up their central buildings and have made arrangements for working mothers to place their children in day foster homes in close proximity to their own home.

The foster homes are very carefully selected and under the supervision of doctors and nurses.

The advantages of this plan are:

1. It saves both mother and child from a long journey every day.

2. It provides pre-schooled children with the "mothering" which we the best of institutions cannot give.

3. It is elastic and adapts itself to the seasonal changes in the demand from working mothers for this kind of service.

It should be noted that a very careful investigation of every application by a mother for this service, whether in a foster home or in an institution, should be made by a trained social worker. A Day Nursery may very easily and unwittingly be aiding and abetting a lazy husband by making it possible for the mother to work.

Experience has proved that Day Nursery service should only be extended to a small fraction of all mothers who apply for it, and that other solutions of their problems are often to be found by the experienced social worker.

Conserving the Health of Dependent Children.

High infant mortality rates and the amazing reduction in the rates effected in recent years by instruction of mothers in the principles of Child Hygiene have put new emphasis on health service as distinct from medical service. Even yet the pre-school child aged two to six receives scant attention.

Social workers and institutional superintendents are becoming more keenly conscious of their responsibilities in respect to the health of children under their care. Institutions as a rule in the past have been satisfied with an examination of children at the

time of admission, primarily to exclude those who were found to be suffering from communicable diseases, and with calling in a doctor to attend specific cases of disease as they occur.

The practice of periodic routine examinations is only of recent origin and by no means universal.

There is no evidence that periodic routine health examinations are now made of children in Edmonton's Children's institutions or in connection with much of the foster home work of the Provincial Department and it is suggested that this matter should be given serious consideration.

If Society is going to assume the responsibility of caring for children away from their own parents it cannot do less for them than it would have liked the parents themselves to do for their children. It is perfectly true that even now only a small number of parents pay a doctor to make periodic routine health examinations of their children, but the reason for their not doing so is partly economic.

Children's agencies and institutions certainly cannot excuse themselves from the obligation which rests upon them to everything in their power to conserve the health of the children under their care.

The Department of the Superintendent of Neglected and Dependent Children should set an example in this respect, and payment for children in private institutions and the giving of grants by public departments should be made conditional upon the practice of periodic and routine health examinations followed up of course by treatment of specific conditions which may be revealed by these examinations.

This form may be used only for the purpose of recording a public health activity. It is not to be used for recording a public health activity which is not a public health activity. It is not to be used for recording a public health activity which is not a public health activity. It is not to be used for recording a public health activity which is not a public health activity. Please credit the City of Edmonton Archives.

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1. Provincial Government Department of Public Health
2. City of Edmonton - Health Department.
3. City of Edmonton - School Health Service.
4. City of Edmonton - Royal Alexandra Hospital.
5. The University Hospital.
 Outpatient Department.
 Social Service Department.
6. Misericordia Hospital.
7. Grace Hospital.
8. Provincial Special Hospital.
9. The Victorian Order of Nurses.
10. The Canadian National Institute for the Blind,
 Alberta Division.
11. The Kinsmen Club.

The Provincial Government Department of Public Health.

The City of Edmonton being the capital city of the Province is fortunate in benefiting greatly from an efficient Provincial Department of Health. This Department operates through nine divisions as follows:-

1. Communicable Disease.
2. Hospital Inspection.
3. Provincial Laboratory.
4. Nursing.
5. Hospitals, Charity and Relief.
6. Social Hygiene.
7. Sanitary Engineering and Sanitation.
8. Provincial Dentist.
9. Institutions.

From all of these services the City of Edmonton benefits directly. In several instances the active co-operation of these departments is essential to the social service programme of the city, offering as they do, services without which the rehabilitation of families and individuals could not be effected.

These services given in the City of Edmonton are, -

1. The free provision of vaccines and sera.
2. Child Welfare Clinic.
3. Health Education.
4. Laboratory Examinations.
5. Venereal Disease Clinic.
6. Mental Hygiene Clinic.
7. Chest Clinic.
8. Vital Statistics.

Under the supervision of the department are the following institutions to which Edmonton patients are admitted:

The Central Alberta Sanatorium at Bowness .

The Mental Hospital at Ponoka.

The Mental Institute at Oliver.

The Training School at Red Deer.

A Commission appointed by the Government made an exhaustive study of the last three institutions early in 1929 and extensive additions are being made as a result of this study, which also recommended the establishment of the Mental Hygiene Clinic. A social worker has been appointed with certain responsibilities in connection with the clinic, with discharges from Mental Hospitals and the Training School and administration of the Sterilization Act.

City of Edmonton

Health Department.

The services of this Department which have a direct relationship to the social problems of the city are -

1. The Child Welfare Clinic which is staffed and financed jointly by the City and the Provincial Department of Public Health.
2. The Department of Communicable Diseases providing free vaccination and diphtheria immunization.

School Health Service.

This service includes medical inspection with follow-up by home visits of school nurses, dental service and provision of glasses free of charge for children whose parents cannot pay.

Victorian Order of Nurses

The Edmonton branch of this Dominion wide service employs three nurses on full time and has one student nurse in training.

Its main work is bedside nursing of the sick, maternity nursing and child welfare; it co-operates closely with the Child Welfare Clinic and the City Department of Health, the Chest Clinic at the University Hospital and the Out-patient Department of the University Hospital.

Class instruction is given to girls and women in home nursing and mother-craft. The Florence Nightingale Auxilliary provides layettes and other necessaries for poor patients and has paid for the services of a housekeeper in families where the mother was sick.

The Kinsmen Club.

This service club has made itself responsible for the salary of the nurse attached to the Chest Clinic operated by the Provincial Government in the University Clinic Building. The Club also puts at the disposal of the nurse a small fund for the provision of milk to needy families under her supervision.

The Club has also assisted the Junior Red Cross with provision of equipment for their wing in the University Hospital.

Hospitals.

<u>Name</u>	<u>Bed Total</u>	<u>Free</u>	<u>Children</u>	<u>Maternity</u>	<u>Under</u>
	<u>Capacity</u>	<u>Beds.</u>			<u>Construc-</u>
					<u>tion.</u>
University Hospital (General, except for maternity work and communicable diseases other than T.B.)	195	75	25		115
Royal Alexandra Hospital (General)	250	150	40	24	
" " (Isolation)					
Misericordia Hospital (General and Maternity)	175	79			Not Fixed
Grace Hospital (Maternity)	18				18
Provincial Special Hospital (Infantile Paralysis)	60				

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Clinics at University Hospital.

Under the auspices of University Hospital.

Daily - medical and surgical

Five days each week - skin diseases

Two days each week - eye, ear, nose and throat;

obstetrics and women's diseases

One day each week - nervous diseases

Under the auspices of the Provincial Department of Health

Twice monthly all day - Tuberculosis

One half day weekly - Mental Hygiene

Under the auspices of the Social Hygiene Board of the Provincial Department of Health

Daily - Venereal Diseases

Under the auspices of the Provincial Special Hospital

Two days each week - orthopaedic

Social Service Departments

University Hospital

The one worker employed is responsible for financial investigations as well as social work in connection with out-door patients, chiefly in the matter of securing supplementary relief, e.g. extra nourishment necessary for patient's recovery. There are no social service departments in any of the other hospitals.

The General Hospital Situation

It is not within the scope of this survey of social services, and it would be presumptuous on our part, to discuss the technical aspects of hospitalization, public health work or nursing service.

It is however, suggested that in the field of hospitalization a city requires at intervals in its growth to survey the hospital needs of the community. It would seem from the experience of other Canadian Cities that a city ought to develop its hospital facilities in conformity with a carefully thought out plan without which attempts to meet emergent situations sometimes result in serious overlapping and waste of effort. The formation of a hospital council representative of all existing hospitals is suggested as a possible means of securing the needed consideration of the field of hospitalization.

The above suggestions are submitted for the information of the other members of the Board and are not intended to be any of the other members of the

Edmonton Hospital Board

It is not within the scope of this survey of social services, and it would be presumptuous on our part, to discuss the technical aspects of hospitalization, public health work or nursing service.

Some Social Problems Connected with
the care of the Sick.

Tuberculosis

The survey revealed the fact that the Central Alberta Sanatorium was quite unable to take care of all the incipient cases of tuberculosis. It seems almost unnecessary to say that tuberculosis is a preventable disease and that it can be checked and the mortality rate greatly reduced if there are adequate facilities for hospitalization of both advanced and incipient cases.

By isolation of advanced cases the spread of the disease is checked and by affording sanatorium treatment in the early stages lives can be saved and patients returned to their homes, sometimes to their previous occupations.

The need for more beds at the sanatorium and for more beds for advanced cases is recognized and additions under construction at the sanatorium and the University Hospital, at the time of the survey will provide considerably increased facilities to meet this need.

Convalescent Care

Opportunity for convalescence under favourable conditions is an essential part of the treatment of a sick person. The well to-do with homes of their own, members of their family and domestic help to attend them, can convalesce after hospital treatment, but for many people home convalescence is impossible.

The survey revealed the fact that patients in Edmonton hospitals are frequently being kept in hospital beds after they have reached the convalescent stage because there is no convalescent home to which they can be discharged.

In as much as it costs approximately twice as much to care for a patient in a Hospital as it does in a Convalescent Home, it is suggested that serious consideration should be given to the possibility of providing facilities for convalescent care. Such facilities would immediately have the effect of increasing the capacity of the hospitals which are overcrowded at the present time and some of which either

have under way or in contemplation a building programme to increase their bed capacity.

Hospital Social Service

Contrary to popular opinion, Hospital Social Service is not a recent development. Hospital almoners in English Hospitals for many years have undertaken the essential features of the modern hospital social service department. Social service has come to be recognized as an essential department of a hospital and its recognition is based on two facts:

1. That the Doctor treating a patient for the first time, as a rule can be helped greatly if he has presented to him the social, economic and environmental background of his patient's life.
 2. That where the social and economic environment of the patient has been a contributing factor in causing ill health it is of the utmost importance that this environment should be improved when the patient leaves the hospital to avoid a recurrence of the disease.
- Unfortunately hospital superintendents, largely through force of circumstances, have come to utilise the services of hospital social workers to investigate the financial circumstances of patients. This is not a hospital social service function and it should be divorced entirely from the Social Service Department or at least the Department should be given special investigators for this purpose.

The cases cited in the report of the social worker attached to the University Hospital indicate that real service is being rendered in improving the patient's home conditions, but little is being done to present to the doctors the background of the patient's life, which is perhaps in part due to the fact that the doctors attached to the clinics have not as yet learned to appreciate the real purpose of hospital social service and in part to the fact that no one worker could possibly handle efficiently all the duties which have been assigned to this worker.

There was evidence moreover that owing to lack of trained social service in the family and children's field the Hospital social worker is often obliged to undertake cases which should have been the responsibility of other agencies.

Relief in the form of medical supplies, surgical appliances, dentures, glasses

It is just as essential a part of treatment to a bed patient or to an out-door patient that he should have the appliances, medicines or dentures etc., as that he should receive doctor or nursing care.

The provision of such necessities should not be left to the chance that an already overworked social worker may be able to interest some individual or society sufficiently to pay for them. The supplying of such necessities is very often undertaken by a ladies' Auxiliary to the Hospital. It is suggested that the University Hospital Board should endeavour to organize a Ladies' Auxiliary which might undertake this as one of its activities.

Mental Hygiene

Reference has already been made in listing the Public Health Activities of the Province to the recent development of a Mental Hygiene clinic in the city of Edmonton. The survey revealed that some of the juvenile court officials were interesting themselves in this service which has proved elsewhere so essential to a proper understanding of the juvenile offender.

It is to be hoped that the service will be strengthened as the demand for it increases. The service of a psychiatrist are necessary for all social workers who have children under their care and particularly for those who are responsible for placing children in institutions and foster homes. Behaviour problems which may or may not have relation to the mental age of the child and which to the social worker or institutional attendant seem "naughtiness" may often be explained in the light of the psychiatrist's study of the

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conditions surrounding the child's earlier years or present life, and under instruction from the psychiatrist the social worker or institutional attendant may be successful in adjusting the child's difficulties.

The attitude of parents and school teachers to children so vitally affects the behaviour of children it is hoped that in the near future the mental hygiene work of the Province will make provision for Parent Education classes.

For the school child whose mental age has been established by tests as well below his chronological age there have already been established in the Public School system two special classes. A recent survey revealed the fact that there were two to three hundred children in the primary grades, whose mental age or capacity to learn required that they should be in special classes. It is to be hoped that as a result of that survey the numbers of such classes will be rapidly increased.

RECREATION, SUMMER CAMPS AND COMMUNITY CENTRES.

City of Edmonton - Engineer's Department,

Parks

Playgrounds

Swimming Pools

Skating Rinks

Municipal Golf Course

The Rotary Club,

The Gyro Club,

Young Men's Christian Association,

Young Women's Christian Association,

Girl Guides,

Federation of Community Leagues,

All Peoples Churches,

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Playgrounds.

The Gyro Club deserve high praise for its excellent work in equipping and supervising three publicly owned playgrounds. Open from May 15th to September 15th and from 11.00 A.M. until 9.00 P.M., these grounds supply the essential needs for boys and girls for supervised recreation under healthy conditions. Their equipment is first class and in advance of the average found in the larger cities of Canada. It often happens in a city where there is plenty of vacant land that public opinion is opposed to expenditures on supervised recreation or the score that children can play by themselves. This is an entirely wrong attitude and it has often been said by experienced play leaders that an unsupervised playground is worse than nothing. Edmonton citizens are to be congratulated on giving support to the leadership of the Gyro Club in providing such an up-to-date recreation programme on these municipal grounds.

It is inevitable, however, that the time will come when the Gyro Club will be unable to finance the equipment and supervision of all the grounds which the growing population of the city will require.

For this reason the city authorities should be encouraged to assume complete responsibility for some of the work at an early date. It is suggested that the Gyro Club should continue indefinitely to supervise at least one demonstration ground to set a standard for municipal grounds and to keep alive public interest in supervised recreation, which is apt to flag when the entire cost is borne from the taxes.

In the absence of any voluntary playground association and any recreation division of a Council of Social Agencies it is to be hoped that the Gyro Club or Federation of Community Leagues or both, will make it their business to see that land is preserved in all sections of the City for small playground centers in anticipation of the City's growth. Failure to make provision in the early history of some of the larger cities on this continent has cost the taxpayers millions

of dollars, where space has had to be acquired from private owners at very high cost.

Swimming Pools.

With three excellent out-door pools owned and operated by the city and the two indoor pools of the Young Men's Christian Association and the Young Women's Christian Association Edmonton is fairly well equipped in this respect. In as much however, as charges are made at all five pools, the needs for the under-privileged boys and girls, who cannot afford to pay, should be given consideration, and some scheme worked out for the use of existing pools by such boys and girls or the provision of at least one free pool.

Skating Rinks.

With three municipal and 16 Community League rinks in operation the needs of the community are well met in this respect.

Young Men's Christian Association.

In the absence of the General Secretary and without any annual report it was impossible to form a very clear idea of the part this organization is playing in the community.

The major activities are;

1. Religious Education,
2. Physical Education, gymnasium, and swimming pool, etc.,
3. Hostel for permanents or transients,
4. Adult Summer camp -- Boys' Summer camp,

Young Women's Christian Association.

This organization would seem to be conscious of the demands made upon it for an all round service to various classes and ages of girls and young women.

The major activities are;

1. Religious education and character building,
2. Physical education,
3. Hostel and cafeteria,
4. Travellers' Aid,
5. Summer Camp,

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6. Club Works

7. Employment service.

Much of its work is of a non-revenue bearing type, notably the Travellers' Aid and Public service departments. While the association is not in any sense a charity, the public should remember, first that women and girls are as a rule paid less than men and boys and that though it may be unwise to subsidize the living cost (i.e., room and meals) of working girls, it may be wise to subsidize the cost of recreational facilities such as the Young Women's Christian Association can supply and without which many working women and girls must necessarily live very drab lives in lonely lodging houses; secondly, that women travelling alone all over the world look upon the Young Women's Christian Association as an organization to which they can go for information and for safe lodging. Undoubtedly Edmonton women avail themselves of the Y. W. C. A. services in other cities. Edmonton citizens therefore in supporting their own Y. W. C. A. are only making possible a service in their own city which they expect to find when visiting elsewhere.

This comment has been made because the auditor's report seems to suggest that the Y. W. C. A. should be nearly self-supporting, which is impossible if the Association is to meet the needs of the community at all adequately.

Federation of Community Leagues.

This unique movement originated in the circumstances by which certain outlying districts found themselves without any improvements and little prospect of getting them when the land boom broke. The movement has since spread throughout the whole city. Each community league makes provision for the social and recreational needs of its people, using school buildings in many instances and in others erecting Community Halls. The Federation acts through four representatives from each of the 23 city leagues. Among other activities in the public welfare, this body nominates representatives for appointment

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to certain public bodies such as Civic Hospital Board, the Exhibition Board, the Library Board and Advisory Committee on Town Planning.

Recreation activities of the Leagues include inter-league competitions in junior and senior and married men's hockey and baseball, football, volley ball, and the sixteen skating rinks to which reference has already been made.

The Federation has taken an active interest in securing necessary local improvements for outlying districts, has encouraged horticultural exhibitions, tree planting and any movement which helped to make Edmonton a clean and beautiful city.

Representing as it does through its 23 units, the entire city of Edmonton, it is suggested that the Federation should be given representation on any Council which may be formed for the purpose of co-ordinating the social service activities of the city. Organized on a thoroughly democratic business basis, non-partizan and representative of all elements in the community, no organization in Edmonton is likely to be in a better position to interpret the social needs of its citizens.

All People's Churches.

The work of All People's Churches, conducted from three centres or Institutes where a large proportion of the population is "New Canadian", is meeting a very real need in the Community. The work which is broad in its scope and activated throughout by the Christian spirit, ministers to the social, economic and religious needs of the people.

Its activities embrace two kindergarten, boys and girls clubs or groups, four Canadian Standard of Efficiency Training Groups, six Canadian Girls in Training Groups, baseball and hockey teams, a young people's society, a mothers' club, three Sunday Schools, Church services, a Daily Vacation Bible School Centre in Summer, a Fresh Air Camp.

From this list of activities it will be seen how thoroughly the organization is attempting to meet all the needs of its people. A certain amount of material relief is given to poor families and in-

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dividuals and it cooperates with the other social services of the city.

The Girl Guides and Boy Scouts follow the usual programme of these international organizations.

Summer Camps.

In addition to the camps already mentioned which are operated by the Young Women's Christian Association, Young Men's Christian Association and All People's Churches, the Rotary Club operates a Boys' Camp for four weeks at Edmonton Beach -- one period of two weeks for older boys and one for younger boys. This is a free camp.

Before concluding this section it seems expedient to emphasize the importance of the use of the Social Service Exchange by services mentioned in this section. It should be remembered that the contacts made with people through these services are more normal than the contacts made by the services in the fields of health, child and family dependency. Therefore, it is of the utmost importance that the specialized service which has to help at a time of the crisis should have the benefit of the advice which these and other services can give out of their knowledge of the family and individual under normal conditions. Without the service of an Exchange it is highly probable that the specialized services will never know that their client is known already to some of the community activities of the city.

In many respects the services rendered by the organizations covered by this section of the report are the most important of all social services. They are essentially the preventive services which do so much to prevent the breakdown in human life. They represent charity in its true sense, but not the 'charity' which through our misuse of the word has come to connote the giving of alms without service.

It is to be hoped that the citizens of Edmonton will continue to develop these services, both public and private, as opportunity and necessity occur.

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MISCELLANEOUS.

The following Institutions co-operated in the survey but call for no special comment beyond a statement of their purpose.

The Catholic Women's Hostel.

A temporary hostel recently opened for Catholic working girls managed by the Sisters of Service working in conjunction with the Dominion Government Immigration Department in providing a Hostel for immigrant girls. A free employment bureau is operated in connection with the hostel.

The House of Providence.

Shortly to be opened by the Sisters of Charity as a permanent home for the destitute and infirm and especially the aged. There will be no restrictions as to nationality, age, religion or type other than to exclude persons suffering from serious mental disorders, -- capacity about 94.

Rosary Hall.

Operated by the Sisters of Providence as a home for working girls, school girls and strangers to the city. No restrictions as to age, nationality, or religious faith. Population 42.

St. Catherine's Hostel.

A residential hostel for girls, with some beds for transients. Operated under the auspices of the Church of England.

Church of England Boys' Hostel.

A Hostel for the reception of British boys pending placement or replacement on farms in the Province of Alberta, financed by the Council for Social Service of the Church of England in Canada.

Other Organizations which co-operated.

The following organizations not engaged in specific social work activities, but interested in the social services of the City, and in some cases assisting financially through their membership, co-operated in the survey;

The Local Council of Women,

The Federated Women's Christian Temperance Unions of Edmonton,
The Women's Canadian Labour Council,
The Catholic Business Girls' Club,
The Lions' Club

CO-ORDINATION AND CO-OPERATION

Even those who have been closely associated with some one or more phases of social service in the City of Edmonton will probably be surprised both at the number of different organizations and the amount of money expended in this city of less than a hundred thousand inhabitants.

With so many organizations at work, with so many different problems which may require the services of several different organizations, the need for co-ordination and co-operation should be very clear.

A Social Service Exchange.

A social service exchange is a very simple piece of machinery, which has come to be recognized as essential to the proper conduct of social work as the clearing house is to the banks, or grain exchange.

It is nothing but a central index of names of families or individuals which have received service from one or more of the public or private social services of the city. The cards in the index carry no information about the family or individual other than essentials such as name, address, age, etc., which enable a family of a given surname to be identified from any other family of the same surname, together with the names of organizations using the Exchange which have inquired whether the family is already known to another organization.

The Exchange's service to the social service organizations is to put them in touch with each other as soon as inquiries reveal that two or more are interested in the same family. The use of the Exchange is limited to the organizations which constitute its member-

ship, and only those which have a bona fide interest in helping people are admitted to membership.

The Exchange should, wherever possible, be operated by a Council of Social Agencies and not by any organizations or public department active in one special phase of social service. It is essentially a co-operative service and as such should be managed by an organization in which all agencies having a direct interest will have representation.

The positive values of this service are;

1. It prevents unnecessary re-investigation of facts which have already been ascertained by another organization.
2. It puts the inquiring organization into touch with other organizations which have had previous experience of the family and enables it to serve the family more intelligently in the light of the information which it can secure from these other organizations.
3. It prevents overlapping of service and relief.

The Social Service Exchange has no information on the index cards as to a family's character or behaviour. It gives out no information other than that such and such an organization or organizations have inquired previously. To explain this more clearly let us suppose that on January 1st of each of the years 1926, 1927, 1928, 1929, four different organizations which we will call A.B.C.D. inquired of the Exchange about Mary Jones and her husband John. Let us assume that when A. inquired there had been no previous inquiry so that the Exchange merely registered the inquiry with A's name against it. When B. inquired a year later the Exchange told A. that B. was inquiring and told B that A had inquired a year previously.

A. is not under any obligation to give B any information at all, but let us suppose that A happens to have been the minister of a Church, who is very much interested in the Jones family and wants to help them and protect them in every way possible, and that B happens to be the Juvenile Court before which Bobby, the Jones' son has been

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brought. The Juvenile Court wants to deal intelligently with Bobby's case. The clergymen of the Church A. knows Bobby, though it may have happened that the Jones have moved from A's parish in the meantime. At once through the Exchange, the Court and Bobby's former pastor are put in touch with each other, and it is unlikely that the clergyman will withhold information from the Court which will enable it to deal more wisely with Bobby.

Similarly a year later C. would be told that A. and B. had inquired and a year later D. that A. B. C. had inquired.

The importance of putting the knowledge that health agencies have of families in the hands of relief agencies and vice versa through the Exchange cannot be over-stressed.

A prominent clergyman in one city wrote, "I used to inquire of the Exchange when I felt there was some special reason for doing so, I have learnt now to inquire unless there is some special reason for not doing so."

A social worker caring for unmarried mothers, the most delicate of all social problems, wrote, "I owe it to my girls to give them the most intelligent service possible. I have found that I cannot do that unless I use the Exchange."

The most common excuse given for not using the Social Service Exchange is that it is an injustice to the family or person whose name is registered. In actual fact it will be seen that if Mary and John Jones had never become known to B. C. and D. their name would have remained in the index and nothing would have happened. A. would have remained the one and only person who knew that the Jones name was in the files of the Exchange. The Jones card only became alive again when B., the Juvenile Court, inquired and then A. through having inquired was able to use his knowledge and influence to protect the interests of the Jones family at a very crucial point in their boy's life.

The need for a social service exchange in Edmonton revealed

itself time and again in the course of the survey.

The social service exchange supplies the machinery for co-operation in service to families and individuals.

There is another kind of co-operation in social service which is quite as important.

A Council of Social Agencies.

Here again we may use an analogy from business life. In spite of the fact that business is conducted on a competitive basis we find that business has created the machinery for co-operation because even competitive businesses have certain common interests. For this reason we find such organizations as the Retail Merchants Association, the Grain Exchange, the Lumber Dealers' Association, and finally the super-organization, the Chamber of Commerce or the Board of Trade.

In social service there should be no such thing as competition. Social Service aims at helping people to adjust their difficulties and at adjusting social conditions to meet the needs of the people. There is no room for competition -- co-operation is the keynote to success in attaining these objectives.

A Council of Social Agencies is the Board of Trade of social work. The natural divisions of such a Council such as by work for children, work for dependent families, health work, and constructive services along the lines of education and recreation are the equivalent of the trade associations in the business analogy.

In considering the need for a Council of Social Agencies, it should be borne in mind that there comes a time in the history of any community when it ceases to be a community of families all more or less acquainted with each other, and when this time comes the necessity for organized social services to care for people who are comparative strangers to the community becomes apparent.

As the number of these agencies grows, each successive agency being organized to meet a different kind of social problem, they in turn become strangers to each other, busy with their own par-

ticular work, competing for the financial support of the community, and failing to recognize that they are merely cogs in the social work machinery and dependent upon each other for truly effective work.

If, however, these organizations consider their responsibility as being limited to dealing with the effects of social mal-adjustment, then, so long as there is not waste of effort through duplication or overlapping which can be eliminated by a Social Service Exchange, there will be no apparent need for common action. But on the other hand if they recognize that it is their responsibility not only to adjust the individual to society, but also to adjust society to meet the needs of the individual, then they will see the need for co-operation and common action in attempting to remove the causes for social mal-adjustment.

In the organization of a Council of Social Agencies there should be no distinction between public and private services. They have the same objectives, the citizens are paying for both, the need for co-operation is just as necessary for the one as for the other.

The essential purpose of a Council is threefold:-

1. To Plan the development of social work in the community.
2. To facilitate co-operation in meeting problems of common interest, in developing plans for social betterment, and in creating an intelligent public opinion as to social problems.
3. To engage in such specific activities as may be better done by a co-operative body than by any single social agency,

e.g., a social service exchange.

FINANCE.

As a preliminary to a discussion of some aspects of the financing of the Private Social Services of the City, it seems important to form some idea of the amount of money involved in the maintenance of the Public and Private Social Services.

Provincial Government Services.

The figures given hereunder show that the net cost to the Province of maintaining its share of the Public and Private Social Services for the year ending March 31st, 1930, will be \$1,380,038. The gross cost will be about \$2,275,188. As the difference between the gross and net cost is for the most part the share which is paid by the citizens through taxes paid to the Dominion Government (Old Age Pensions) and to the Municipal Government (Mothers' Allowances and Hospitals) the figure which we should have most prominently in mind is \$2,275,188.

It was quite impossible to estimate just what proportion of the Provincial Government expenditure will have been spent on Edmonton citizens.

Province of Alberta Expenditure on Social Services
 as estimated for year ending March 31, 1930.

	<u>Gross</u>	<u>Rebates</u>	<u>Net</u>
Old Age Pensions,	660,000.00	330,000.00	330,000.00
Mothers' Allowance,	378,500.00	170,000.00	208,500.00
Hospitals,	413,310.00	---	413,310.00
Mental Hospitals and Training School,	433,057.00	240,750.00	192,307.00
Central Alberta Sanatorium,	207,831.00	127,000.00	80,831.00
Children's Protection Act,	106,550.00	12,000.00	94,550.00
Charitable Purposes and Care of Incurables,	39,450.00	4,500.00	34,950.00
Social Hygiene,	17,440.00	10,900.00	6,540.00
Grants in Aid of blind and Orphans,	8,500.00	---	8,500.00
Committal of Insane,	<u>10,550.00</u>	<u>---</u>	<u>10,550.00</u>
	<u>\$2,275,188.00</u>	<u>\$895,150.00</u>	<u>\$1,380,038.00</u>

Note.

All expenditures on Public Health and Public Health Nursing are omitted from this total, also all expenditures in connection with the arrest, trial and custody of offenders against the law, many of

whose offences are distinctly 'social' in kind and whose number is directly affected by the character and extent of the social work carried on in the Province.

City of Edmonton, Social Service Expenditures
Year Ending - December 31st, 1929.

Civic Relief Department,	45,248.20
Mothers Allowances,	43,651.25
Royal Alexandra Hospital,	41,588.13
Grants to Hospitals,	27,351.00
Children's Shelter and Probation,	16,862.89
Tubercular patients at Central Alberta Sanatorium,	8,530.59
Grants to Charitable organizations,	7,939.90
Account of Mentally Defective Children,	<u>3,355.00</u>
Total	<u>\$194,506.96</u>

Note.

All expenditures on Public Health and Public Health Nursing are omitted from this total.

Private Social Services in the City of Edmonton.

Financial statements submitted by the private social services were in many cases inadequate for the purpose of making an accurate estimate of their sources of revenue or even of their gross expenditures. The survey attempted to find out the extent to which the citizens out of their private nurses were supporting the private charities as distinct from the amount they were paying to them through the taxes by way of Government Grants in aid.

As far as could be ascertained from the information supplied the total amount given in this way to the social service organizations and churches for charitable purposes would not exceed \$70,000. This \$70,000, which includes proceeds of tag-days, entertainments, etc., is probably a generous estimate. At the same time there is undoubtedly a considerable amount given in support of particular families and individuals in distress which does not pass through the books of any of the organizations covered by the survey. Adding this \$70,000 to the \$194,506 spent by the city, and estimating the City of Edmonton's share of the Provincial Government's expenditures, on the basis of population, at \$135,494, we have a total expenditure for the City

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of Edmonton of \$400,000 per annum, a figure which seems large enough to justify very serious and able thought being given to its expenditure.

Edmonton Tag Days in 1928

Particulars of fourteen tag-days held under the conditions prescribed by bylaw No. 32, 1922, were furnished by the City Comptroller:

The gross receipts from these fourteen tag-days were \$7,773.67. Expenses were \$329.54, or approximately 5% of the gross receipts.

This is a low percentage of cost and compares very favourably with the experience in other cities.

The cost, however, is of secondary importance as compared with the efficacy of this means of financing, the amount of time and effort consumed by those who take part in it, its effect upon the giving public, and the dangers attached to granting permits without adequate safeguards.

The Efficacy of the Tag-Day as a Means of Financing.

The argument most commonly used in support of the tag-day is that it enables the small contributor to be reached who otherwise would not subscribe at all. In actual practice tagging is usually confined to the business and shopping districts of a city, and the men and women who are tagged are largely the better off people, who are also appealed to for individual subscriptions.

Edmonton has a population of about 75,000 people so that it took the combined efforts of fourteen tag-days to secure through this method an average of ten cents per head of the population.

The employees' canvass of a Federation or Community Chest aims at securing the smaller subscriptions from people, who under the individual system of financing would not be found on the subscription lists of charities. Employees' subscriptions in cities where Federation exists vary from 25¢ to \$1.00 per head of the entire subscribing group.

In Montreal in the recent Campaign the employees of firms, exclusive of Banks and the two big railroads, contributed \$42,000.00.

This report may be used only for the purpose
of the French Catholic Charities, this total is much less than it
would be in a city where the Federation made an appeal to citizens of
all creeds and nationalities.
The time and effort consumed in organizing tag-days is largely
wasted. The tag-day presents little opportunity for the education of
the giver. Generally speaking the taggers have little or no knowledge
of the charity for which they are tagging. The organizers on the
other hand are obliged to spend valuable time in preparation, which
they could spend more profitably in the service of their charities or
in educating individual citizens by personal contact with a view to
securing a promise of yearly subscriptions.
Effect upon Giving Public.

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Moreover in view of the fact that the Montreal Federation embraces none of the French Catholic Charities, this total is much less than it would be in a city where the Federation made an appeal to citizens of all creeds and nationalities.

Time and Effort Largely Wasted.

The time and effort consumed in organizing tag-days is largely wasted. The tag-day presents little opportunity for the education of the giver. Generally speaking the taggers have little or no knowledge of the charity for which they are tagging. The organizers on the other hand are obliged to spend valuable time in preparation, which they could spend more profitably in the service of their charities or in educating individual citizens by personal contact with a view to securing a promise of yearly subscriptions.

Effect upon Giving Public.

It is a well known fact that the public is growing weary of the tag-day. Everywhere the financial returns from tag-days are lessening. With the exception of Poppy Day, the citizen no longer feels any shame in walking past a tagger with eyes straight ahead. Notwithstanding, the psychological effect of holding a large number of tag-days is to leave the average citizen with the impression that he is 'always giving' to charity.

Necessity for safe-guarding conditions under which tag-days are conducted.

Bylaw No. 32, paragraph 7, authorizes the Commissioners to impose such conditions on the conduct of tag-days as they consider necessary to safeguard the public interest.

It is suggested that these conditions should be specific and mentioned in the bylaw itself.

There has been in some cities a considerable amount of juvenile delinquency in the matter of pilfering from boxes during tag-days in which juveniles are permitted to tag and there is some danger in allowing young girls to tag on public streets.

The following conditions are suggested for embodiment in the

bylaw;

1. No person under eighteen years of age shall be allowed to sell tags or solicit contributions.
2. Assurance must be given that an adult shall be appointed to supervise at all times not more than ten collectors in any district.
3. Collectors shall not accept money in any other way than in the proper box or receptacle approved by the commissioners.
4. Full reports of the Receipts and Expenditures shall be made to the Commissioners within ten days.
5. Authorization badges must be worn and conspicuously displayed at all times by each collector. Badges will bear number only of the collector, no name or address of collector must be given publicity.
6. A list of all collectors, their number and address shall be furnished to the Commissioners at least two days prior to any tag-day on which they are to collect.
7. Names of the organizing committee, captains, or other persons assisting in any other way, but not collecting must be forwarded to the Commissioners at least one week prior to the date of collecting funds.
8. Collectors shall pay into the Organization's Headquarters, all monies the same day as received.
9. It shall be necessary for all supervisors or captains to ascertain and declare that each and all collectors under their supervision are over the age of eighteen.
10. Proper accounts shall be kept of all tags or emblems, etc., issued to collectors.
11. The penalty for any organization disregarding or neglecting the above requirements or other instructions issued by the Commissioners will be the cancellation of its authorization, and will prevent such authorization being granted for the following year.

Competitive Individual Financing.

The innumerable letter and pamphlet appeals, as well as the personal calls which come to the business man at his office or house under the individual competitive system of financing have much the same effect upon him as tag-days. Actually the number of people who give subscriptions to any large number of charities in a city where there is no Federation is very small. In 1919 a study was made of the subscription lists of 34 Montreal Charities and it was found that the average number of charities supported by individual citizens was 2.21. Of 5,082 subscribers, 3,125 supported only one charity and only 400 supported more than five.

When Federation came into existence in 1922 in Montreal the number of subscribers was multiplied seven times because the Federation plan makes it possible to reach nearly everyone and many individual subscribers gave much more than they had been giving in the aggregate because they had been giving in the past much less than they thought.

Let a man be tagged fourteen times and asked to buy a few dozen concert tickets or attend a few bazaars, on all of which he may spend say \$20.00 and he will have the impression that he is 'always giving to Charity'.

Ask the same man once a year to give^{to} the needs of twenty charities for a whole year and tell him he will not be asked again and he will think he is getting off very easily at \$20.00 and is a good prospect for an increase next year.

It is not suggested at the present time that Edmonton should consider the Federation plan. The time will be ripe for Federation when the individual agencies, which are making annual appeals to the public, are themselves anxious to do away with competition in their own interests.

Nevertheless the charities should make a determined effort to put their financing on a sound basis. Every worthy charity can, with a little effort build up for itself a list of permanent annual sub-

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scribers. Initial subscriptions will have to be obtained by personal canvassing, but experience has proved that 75% of all subscriptions so obtained will be renewed if the subscribers receive proper reports and audited financial statements and a suitable notice when the renewal is due.

The financing of a charity on this basis becomes an interesting experiment in educating public opinion and offers scope for real ability.

Large societies in the United States cities such as Boston, New York and Chicago, where there are no Federations employ high salaried financial and publicity secretaries, but that is not necessary in Edmonton. If Edmonton's existing charities are able to build up lists of regular subscribers within the next few years and will give up all the unintelligent indirect methods of financing such as tag-days, bazaars, balls, concerts, etc., the way will be prepared for a Federation because the citizen will have learned to give regularly and directly and the combined lists of subscribers will form the basis of the first federated appeal to the citizens.

The names of some few citizens because of their wealth or interest in social service will be found on the lists of many charities, but as is proved by the analysis of Montreal's subscribers to charities before Federation the majority will be found to support only one or two. Each charity under the individual competitive system must of necessity make a limited appeal of rather a personal character to a few hundred citizens, which it cannot do except at great expense of time and money to all the citizens who have the ability to give.

The survey revealed an example of how futile it is for any one charity by itself to try to interest an entire city. One Edmonton organization recently sent appeal letters to 5,000 people. The appeal brought in only \$2,253.35 at a cost of \$470. or 20.8% of the amount raised.

Federated Finance.

For information of those citizens who have already taken a considerable interest in the Federation idea for Edmonton, the following fundamental principles usually observed by nearly all Federations or Community Chests are given;

1. Membership is limited to organizations whose clientele (i.e. persons served) is not restricted to persons of a particular religion or denomination, though this does not exclude organizations whose management is restricted in this respect.
2. Member Organizations;
 - A. must have a responsible board of management
 - B. members of a Council of Social Agencies if such a Council exists
 - C. make full use of the Social Service Exchange
 - D. give monthly financial and service reports to the Budget Committee of Financial Federation
 - E. have their accounts audited by a responsible firm of accountants.
 - F. co-operate with the Campaign Committee at the time of the Annual Campaign.
3. The Budget Committee consisting of an equal number of representatives appointed by the member organizations and by the Board of Directors has full power in the allotment of funds made available through the Annual Campaign.
4. Member organizations agree;
 - A. To abide by decisions of the Budget Committee
 - B. To return to Federation such portion of their Budget as they may not require to use in any year
 - C. Not to exceed their budgetted expenditures without permission from the Budget Committee.
 - D. Not to solicit subscriptions or attempt to raise money by any method whatsoever for their operating expenses throughout the year
 - E. To submit details of plans for any building fund campaign to the Budget Committee and only to engage in such campaigns with the permission of the Budget Committee.

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5. The Budget Committee acts as a Trustee to the public which subscribes to the Campaign and it is its duty to see that the funds are used to the best advantage. The Budget Committee should avail itself of the considered opinion of a Council of Social Agencies, if such exists, in arriving at decisions as to the utility of services rendered by Federated organizations and should refer to the Council all questions involving co-operation between organizations as well as all requests for the development of new services or expansion of existing ones, if they have not already been passed upon and recommended by the Council of Social Agencies.
6. The net cost of raising the Budget through the campaign and of administering the funds should not exceed 5%. The net cost equals gross expenditure less interest earned on invested funds not in use.

The Bylaws and rules of the Budget Committee of the Montreal Federation are attached as an appendix to this report.

R E C O M M E N D A T I O N S

Throughout the different sections of this survey report suggestions have been made in respect to activities of agencies co-operating in the survey.

Few of these suggestions need be recapitulated in this final section.

It is well to remember that the purpose of the survey was to review the whole field of social service activity in Edmonton in order that machinery for co-ordinating these services might be created which would be suitable to the particular needs of the community.

Certain facts stand out pre-eminently in the light of the survey.

1. The cost of social service is very largely borne by the citizen through taxes paid to the municipal and provincial governments for the support of public services.
2. The total cost of social services even at this early stage in the history of the Province and City has reached a figure which demands that able and experienced people should be in control of the expenditures.
3. With such a large number of different public and private social services at work, co-ordination of effort and co-operation both in the matter of assisting individual people and in the matter of developing the machinery of social work to meet the needs of the Province and City as they grow are essential if the best results are to be obtained.

With these three facts in mind, which it is hoped will be accepted as indisputable, certain major recommendations are made as follows:-

1. That there be established as soon as possible;-
 - A. A social service exchange,
 - B. A family case work service
 - C. A Council representative of Public and Private Social Services and clubs or associations interested in social service, A. and B. to be departments of C.
2. That a citizen's committee be appointed to consider the suggestions made in the section of this survey report which deals with the dependent, neglected and delinquent child.
3. That the Canadian Council on Child and Family Welfare be asked by the Provincial Government to study the whole field of children's work in the Province before but with a view to putting into operation at an early date the 'Child Welfare Act' of 1925 which has never been proc. aimed.

In the event of Recommendation 1, section A. B. and C. being endorsed by the Survey Committee, it is suggested that the necessary

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machinery be brought into being in this manner;

That the survey committee submit the survey report to the private organizations, responsible ministers of Provincial Departments (Health and Attorney General's), and the Edmonton City Council and in due course call them to a meeting to discuss these recommendations. That a meeting be held at a later date, after each organization and public department has had time to consider the recommendations, to which they would be invited to send official delegates instructed to vote for or against the adoption of the recommendations A. B. and C. as outlined.

General Plan of Suggested Council

1. That the Council consist of two representatives of each member organization.
2. That each separate department of the Provincial or Municipal Government engaged in social service, each denomination of the Protestant Church, the Roman Catholic Church, and each separate Social Service organization, club or other body interested in social service be considered as a unit eligible for membership in the Council.
3. That the membership fee be put at a nominal figure \$5.00.
4. That the Council elect from the citizens at large or from the representatives of member units the necessary officers, a President, one or more vice-Presidents, Hon-Treasurer, Hon-Secretary.
5. That the Council elect from the citizens at large or from the representatives of member units a Finance Committee.
6. That the Council appoint the following standing committees from the number of representatives of member units;
 - A. Committee on Family Case Work Service,
 - B. Committee on Social Service Exchange,
 - C. Committee on Child Welfare,

Suggested Basis for Financing.

That inasmuch as the Provincial and Municipal Governments and

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the Private Social Services have a common interest in the establishment of the Council and the Social Service Exchange, the expenses of the Council and the Social Service Exchange be divided equally among these three groups of interests;

That inasmuch as the citizens of Edmonton and the Private Social Services will be the direct beneficiaries of the Family case work service, the entire cost of this service be borne out of funds secured by the Finance Committee, -- from the citizens through private subscriptions or grants from clubs and associations.

Estimated Initial Budget for the above Services

Office rental \$75.00 per month,	\$ 900.00
General Secretary,	3,000.00
Social case worker,	1,500.00
Stenographer,	900.00
Assistant Stenographer and Social Service Exchange Clerk,	720.00
Supplies, Printing, Stationery, Postage, Telephone,	<u>980.00</u>
	<u>\$8,000.00</u>

Of this expenditure;

The Social Case worker's salary,	\$1,500.00
1/4 of the General Secretary's Salary,	750.00
1/2 of the Stenographer's salary,	450.00
1/3rd of the Rent,	300.00
Supplies, etc.,	<u>500.00</u>
	<u>\$3,500.00</u>

would be chargeable to the citizens of Edmonton alone for the Family Case work service, leaving the Provincial and Municipal Governments and the citizens to pay each \$1,500, i.e., one-third of the balance.

It must be expected that the suggested expenditures will be criticized by some people on the score that none of the money will be spent on 'relieving the poor' or 'healing the sick'.

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Social service has higher aims, it is no longer content to 'relieve the poor' and 'heal the sick'. If a family case work service and the use of the Social Service Exchange will enable social services to give that degree of intelligent constructive service which will re-establish families and individuals as quickly as possible, then they are worth having.

If a Council can in its deliberations see what must be done to adjust society to meet the needs of its citizens to prevent social maladjustment then it is worth having.

It has been often said that a city can have as much poverty as it is willing to pay for and as little as it is willing to work for.

There is literally no end to the amount a country can spend on 'helping the poor' and 'healing the sick'. We have only to look back fifteen years in the history of Canada to find that at that time we were spending not one cent on Mothers' Allowances or Old Age Pensions and comparatively small sums on the care of the insane, feeble-minded, tubercular and epileptic and delinquent. Now we are spending millions and millions of dollars on these services. We in Canada have very early in our history copied the social legislation of the Mother Country. That legislation was necessary in the Mother Country to offset the effects of Poor Law administration, which for over three hundred years had demoralized a great many of its people. Must we in this young and virile nation, at this early stage in our history act on the assumption that poverty and sickness cannot be checked? We know that they cannot be eliminated -- but we know full well that just as we have reduced the infant mortality rate and the tuberculosis death rate, so we can keep in check delinquency, mental defect, and poverty., if we apply ourselves to the task and create the necessary machinery.

This survey suggests the expenditure of \$8,000 to create the machinery necessary to bring about the application of some measure

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of intelligence in dealing with problems of sickness, delinquency and poverty. That sum is a mere pittance compared with the amount which is now being expended on relief, and it is safe to estimate that it will be saved many times in checking the growth of relief expenditures.

It is a truism which has been proved time and time again in relief work and work with dependent, neglected and delinquent children that the less you spend on service the more you spend on relief.

The Province of Alberta with its magnificent natural resources, with a future for agricultural development second to none, with its favourable climatic conditions, has before it a wonderful future. But its future and its power to attract the population which it will require to develop those resources depend almost wholly on your ability to make it possible for its common people to live more happily in it than in other countries or in other provinces. That is a social and an economic problem. It is a problem which requires statesmanship of a very high order. One cannot fail to recognize the fact that the expenditure of two to three million dollars a year on social services in a province with a population of less than 700,000 people is a challenge to the very best brains which can be employed.

You have to remember not only that you are losing the wealth which every sick or dependent adult in your institutions might be producing and the wealth which all those hundreds and hundreds of people who attend to them might be producing, but also that the three million dollars which it costs you to maintain them is taken from the wealth which you produce.

Humanity demands that we should be wise in our social services because it is kinder to prevent poverty and sickness than to cure or relieve it. But what humanity demands is demanded just as

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insistently in the name of economic prosperity, for as Lloyd George
so aptly phrased it, 'you cannot have an A 1 nation with a C 3 pop-
ulation.

Respectfully submitted;

Signed;

Marjorie Bradford,

J.Howard T. Falk,