

Canadian Welfare Council

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THE CANADIAN WELFARE COUNCIL

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LOOKING AHEAD

Twice before, in 1923 and again in 1932, the Annual Meeting of the Canadian Welfare Council has been held in the City of Winnipeg,- first of all in the waning aftermath of World War I, and next in the dismal throes of the depression; but never has this Council gathered its friends together in a moment of history so breathtaking, so tremendous in import for the future as today.

Our thoughts turn back inevitably to the Canadian Conference and the Council's Annual Meeting held in Toronto four years ago this month. Then, on May 20, 1940, though we knew it not, all civilization was hanging poised on the brink of disaster. We stood in the very shadow of the Flanders breakthrough, on the threshold of that glorious retreat which the imperishable name of Dunkirk will ever bring back to our memories. Soon after that the whispered threat of invasion was on the lips of everyone. Today that self-same word "INVASION" fills again the hearts and thoughts of all,- but with how different a meaning! Each passing hour heightens the tension as we wait with bated breath for the eager flashing word from across the sea that British, American, yes, and Canadian troops too, have set foot once again on the soil of France,- perhaps on those self-same blood-stained sands of Dunkirk from which the shattered British Army struggled back just four short years ago.

How strange the contrast between the dark shadows of that awe-inspiring nightmare of defeat and the brightening light of victory, the dawn of which hangs trembling on the edge of our impatient horizons! How far we have advanced! How great the progress we have made in four short years from the yawning chasm of defeat to the broadening plains of a victorious peace!

But the battlefields of far away are not the only ones on which it behooves us to measure the progress of the turning years. We here at home, who represent the organized forces of social betterment in our own country and in our own communities, have been through a struggle too: a struggle to maintain the social fabric of our family and community life in the face of the disrupting strains which war has brought; a struggle to lay the groundwork for a better social organization of those forces and resources upon which the peacetime security, wellbeing and livelihood of our fighting men and those they leave behind will depend. This is a struggle in which we will never know the thrill of final or conclusive victory. Success or failure can be measured only in terms of progress towards those ever-receding, ever-changing goals of social betterment which man has set for the community in which he lives.

The year just past has given on this peacetime front convincing and encouraging evidence of progress in the achievement of these our social

objectives. It opened on the dominant note of wide-spread current interest in the recently published Beveridge Report for England and the Marsh Report for Canada, both of which documents served to focus our attention on the need for comprehensive over-all plans for social security to meet the post-war requirements and aspirations of our respective peoples. For Canada the Marsh Report completed in a sense the job which the National Employment Commission Report of 1936, the Rowell-Sirois Commission Reports of 1937 to 1939, and the passage of the Unemployment Insurance Act of 1940 had effectively begun. It focussed attention on the need for thinking through the most effective plans for our developing social services in terms of the nation as a whole rather than its sectional interests. Other Canadian studies such as those of Dr. Cassidy and Dr. Whitton underscored the importance of this emerging conviction that from now on Canada must work to a national pattern in developing its social welfare measures of the future. Whatever the differences in the main proposals which have been presented for public discussion in the year just past, they have at least this important characteristic in common: they all proceed on the assumption that we must take a complete and comprehensive look at our Canadian social service structure and integrate our measures, both provincial and Federal, more completely than we have heretofore attempted to do, if we are to achieve a truly Canadian pattern of social security.

The interest that has developed in these national plans, however, has not meant simply a shifting of attention in plans for public welfare development and extension from the provincial to the Federal level of government. It has resulted instead in a heightened interest and activity on both levels of government. Provincial authorities, under the stimulus of the discussion which has centred around these national social security proposals, have, within the past year, applied themselves more intensively than ever before in any single year to the study and appraisal of their own provincial welfare services, in order that they might be in a better position to appraise the implications of these large-scale national proposals and the effect they are likely to have, if implemented, on existing provincial welfare structures.

Two Provinces, Ontario and Nova Scotia, have completed, within the year just past, an over-all survey of their provincial public welfare programs. A third, the Province of Manitoba, has a similar study scheduled for the very near future. Four Provinces, Alberta, Saskatchewan, Quebec, and Nova Scotia, have, during the Spring Sessions of their Legislatures just concluded, passed legislation providing for the establishment of Ministries of Public Welfare. Two Provinces, Quebec and Alberta, have had Provincial Commissions of Inquiry into their child care and protection services. Both these Commissions have completed their reports, with the result that Alberta has already moved to strengthen its provincial child care program along the lines recommended in the report for that Province; while the Quebec Legislature, as this report is read, has under consideration, for almost certain action, plans and legislation which would establish a province-wide child protection service for the first time in the history of Quebec.

In British Columbia and New Brunswick, too, developments of a less dramatic nature indicate that these Provinces, along with their sisters in the Canadian Federation, realize that proper co-ordination of the entire network of provincial welfare services is an indispensable prerequisite to a clear understanding of how these are to be geared into the more comprehensive national programs currently under consideration. British Columbia recorded in 1943 two important steps forward, in the passage of a completely revised Children's Protection Act, and the transfer of unemployment relief and old age pension services to the same department which administers all the other health and welfare programs of the Province. New Brunswick proclaimed and put into operation its Mothers' Allowances Act in August, 1943, thus bringing to fruition plans initially begun thirteen years before when the Act was placed upon the statute books in 1930. It has also moved to strengthen substantially its provincial network of Children's Aid Societies in preparation for the anticipated proclamation of the 1930 Children's Protection Act, which has likewise remained dormant on the statute books of the Province for all this interim period.

It is not enough to dismiss these unmistakable evidences of provincial activity on the mere ground that 1943 and 1944 are election years for many of the Canadian Provinces. These developments are not merely coincidences. Never in any single previous year has there been such abundant evidence of the fact that the Provinces have determined to face up to the proper organization of their provincial welfare services in a planned and co-ordinated fashion, so that they will be ready, when the time comes, to deal wisely and intelligently with the vital problem of gearing their provincial programs to the emerging pattern of Federal social welfare measures.

The Federal plans, too, have begun to develop during the year just past in the form of concrete proposals out of the tentative blueprints of a year ago. The four-point program announced in the Speech from the Throne, at the opening of the House of Commons in January of this present year, indicated the areas in which early action on the Marsh Proposals for Social Security may be expected. The announcement of the intention to create a Department of Social Welfare, to inaugurate a system of Children's Allowances for low income groups, and to develop, co-operatively with the Provinces, a system of Health Insurance and Old Age Insurance, provides convincing evidence that the Federal Government is preparing to accept responsibility for national leadership and stimulation in the development of an over-all social security program for Canadians as a whole.

We shall be disappointed, however, if we jump to the conclusion that reference to these four measures in the Speech from the Throne automatically means that all four pledges will be implemented by legislation before the end of the current Parliamentary Session. If one may judge the

situation on the basis of current indications noted at Ottawa at the time this report is written, we may expect to see almost certainly a Federal Department of Social Welfare come into existence before our next Annual Meeting rolls around. We may also see a system of Children's Allowances inaugurated by that time. Some form of Health Insurance legislation may even be passed before the end of the present Parliamentary Session, but whether it is passed or not, it remains a fact that we cannot expect early action on either Health Insurance or Old Age Insurance until many of the present unsettled questions have been resolved in Dominion-provincial conference. The Dominion-Provincial Conference, which has been announced by the Prime Minister and which now seems to be scheduled for the early fall of 1944, will undoubtedly be the most important conference on purely domestic affairs since the break-up of the Rowell-Sirois Conference in 1941. On the measure of its success will depend the extent to which we can expect to achieve in the future a properly integrated Federal-provincial system of social welfare measures, or, in the event of the Conference's failure, settle back to a continuation of the disjointed, patch-work, piecemeal policies of the past, with each of the Provinces and the Federal Authority groping their way along the pathway of progress alone.

It is not intended to suggest, in reporting on these manifold developments on both the provincial and Federal level, that this Council played an important or decisive part in all of them. It has, however, clearly made a contribution of significance in a number of areas. Your Executive Director was released for two full months, from mid-October to mid-December, on request of the Nova Scotia Government, to undertake a study of that Province's welfare services. Since the turn of the year a great deal of the Director's time has been devoted to the preparation of this report which has already been submitted in preliminary draft form and is now in the final stages of revision.

The encouraging developments in the child welfare field in the Province of Quebec reflect also the stamp of the Council's contribution. A memorandum on the need for the development of adequate child protection services in this Province was presented to the Commission of Inquiry in early February of this year, together with a sketchy outline as to how this program should be organized. Later in the month your Executive Director was asked to sit in conference with the members of the Commission and spent an afternoon on the witness stand, giving evidence in support of the Council's brief, and dealing with questions raised by members of the Commission. Further consultations have taken place since that time and supplementary memoranda have been submitted in regard to matters where the Commission desired to have fuller information.

The passage of a Child Protection Act in the Province of Quebec, which is expected any time within the next month, will represent the successful culmination of a long series of co-operative campaigns conducted by the French and English, Catholic, Protestant and Jewish social agencies of that Province. Seldom in the history of Canadian social work has there been

such a convincing demonstration of the fact that welfare agencies, representative of all religious beliefs and of our two main racial strains, could speak with such complete unanimity on the principles of sound provincial child welfare organization.

The Council notes with pride too the part which has been played in the long campaign to achieve a measure of progress in this field by Mme. Pierre Casgrain, Chairman of the French-speaking Services Division of this Council, who, in her official, and even more in her individual capacity, has campaigned more persistently and faithfully than any other single person for the enactment of adequate child protection laws that would place Quebec's children on an equal footing of security with their brothers and sisters in the other Canadian Provinces.

These, then, may be said to represent the main points of progress in our developing public welfare services during the months just past, as well as the main fields in which the Council can properly claim to have made a major contribution. Assistance of a less formal nature was given in connection with the work of the Alberta Commission of Inquiry into the field of child care and protection through consultations with the original Chairman of this Commission and a memorandum submitted at his request, as well as through informal assistance and advice given to a number of Calgary and Edmonton groups in the preparation of their respective briefs.

The Council has been in constant touch with Federal developments in a wide range of fields through service of the Executive Director on the National Employment Committee, through consultation with the Special Committee on the Financial Aspects of Health Insurance which, within the last few months, submitted a revised formula for Federal financial participation in provincial Health Insurance plans, and through frequent meetings with Federal officials charged with the duty of drawing up administrative proposals in connection with Children's Allowances and the establishment of a Federal Department of Social Welfare.

This section of the Annual Report, on the growth and development of public welfare services, would not be complete without reference to the changes which have taken place in the fields of Mothers' Allowances and Old Age Pensions. Within the past year the Federal Government agreed to share, as a temporary wartime measure, 75 per cent of the additional cost involved in raising the maximum Old Age Pension payable from \$20 to \$25 per month. This increase is now in effect in all Provinces of Canada and is regarded as having provided a considerable, though still inadequate, measure of relief for most Old Age Pensioners from the steady, grinding pressure of wartime living costs. The Federal Government also revised its regulations on the calculation of outside income of pension recipients to provide that any supplementary bonuses paid by the Provinces themselves, and any assignments of pay received by Old Age Pensioners from members of the Armed Services, would be left out of account in the calculation of the

total income which the Pensioner is permitted to have, and of the pension payable. The consequence of this is that at least four Provinces are paying a provincial cost-of-living bonus in addition to the extra Federal grant. British Columbia, Alberta and Nova Scotia have set this at \$5, so that the maximum pension payable in these Provinces, including special supplements, is really \$30 a month at the present time. In Ontario the provincial supplement is \$3 per month, and the maximum therefore, in reality, \$28.

It will be seen from this that the last year or so has witnessed a substantial measure of success towards achievement of the objective of a \$30 maximum Old Age Pension, instead of \$20 as formerly, for those wholly without resources of their own. While it is true that these increases have been granted solely on the basis of temporary wartime conditions, it is also very much to be doubted whether any government will run the risk which would be involved in cancelling these increases when normal conditions return.

Developments in the Mothers' Allowances field are on the whole less substantial than they were a year ago, when five of the seven Provinces having Mothers' Allowance legislation extended or enlarged the scope of their Acts. Since the time of our last report, Ontario, Alberta and Nova Scotia have made upward adjustments in their allowances; while New Brunswick, through proclamation of its 1930 Mothers' Allowances Act in August, 1943, became the eighth Province of Canada to introduce this system of social legislation.

The Executive Director of the Council was called down to New Brunswick for consultation and advice in connection with the proclamation of this legislation and the drafting of regulations under it, and has been in touch with developments since that time. Because of the fact that this Act was already considerably out of date when finally proclaimed, it was necessary almost immediately to consider substantial amendments to the legislation in order to bring it into line with standards of other Provinces. This has just been done through the passage of a substantially re-cast Mothers' Allowances Act on May 1st of this year. There is every reason to anticipate that with the body of experience available through other provincial administrations and through the Council itself, the legislative and administrative pattern of Mothers' Allowances in New Brunswick will develop along sound lines and at a faster rate of progress than might otherwise have been possible.

Special Wartime Problems

The Council report a year ago dealt with the progress that had been made in the establishment of wartime day nurseries for certain congested areas in Quebec and Ontario to meet the needs of mothers working in war industries. There has been a steady though unspectacular expansion of this program during the past year, and the initial restrictions in the Dominion-Provincial Agreement on the percentage of children which might be admitted

to day nursery care from homes where the mother was working in non-war industries have been relaxed to some extent. This is a change in line with the Council's original stand that in a period of wartime labour shortage there should be no discrimination between the children of mothers in war industry and those of mothers in other essential industries, so far as eligibility for day nursery care was concerned.

This program has now been well established on sound lines, with adequate standards of care and service, and it is gratifying to note that the report of the Quebec Commission of Inquiry, which arose out of the tragic death of a number of children in commercial boarding homes in Montreal, stressed the high standard of care prevailing in day nurseries operating under the terms of the Dominion-Provincial Agreement.

The latest figures indicate that twenty-seven day nurseries are now in operation under the wartime agreement, contrasted with eleven a year ago. Of these, fifteen are in the Greater Toronto area, six in Montreal, two in Hamilton, and one each in Brantford, St. Catharines, Oshawa, and Galt.

The development of day-school centres has taken place even more rapidly in the past year, with thirty-three now in operation, contrasted with only six a year ago. No less than twenty-nine of these are in the Greater Toronto area, with two in Hamilton, one in Windsor, and one just out of Hamilton at Lakeview Branch. Consultations between the Council and National Selective Service authorities on matters arising in connection with this program have been necessary on only two or three occasions in the entire year.

The progress in connection with the development of industrial recreation programs which were referred to in the Council's Annual Report a year ago has been much less encouraging. In plain words there has been, for all practical purposes, no progress whatsoever, except that which has been achieved by local communities as a result of their own efforts. The situation a year ago seemed promising, following a conference called in April, 1943, by National Selective Service on the subject of Wartime Industrial Recreation, which resulted in the passage of a Federal Order-in-Council setting aside an initial sum of \$40,000 to assist in the financing of industrial recreation projects sponsored by provincial government authorities. It seemed probable at that time that the Province of Ontario would undertake such a program, and that possibly the Province of Quebec might follow suit. As it has turned out, however, neither provincial government has taken action in this field, and since, under the terms of the proposed Dominion-Provincial Wartime Agreement on Industrial Recreation, action must be initiated by the Province, no program has been developed, and no provincial or Federal funds have been made available to assist those communities which find themselves hard pressed to devise an adequate program of recreation for their congested wartime industrial populations.

There is nothing new to report on the programs carried on under the auspices of the Dependents' Allowance Board and the Dependents' Board of Trustees. The administrative lines of these governmental undertakings have ~~now been well established and consolidated.~~ These services may now be expected to carry on with little change to the end of the war and as long afterwards as occasion warrants. The organization pattern of the Women's Voluntary Services program, operating under the Department of National War Services, has likewise by this time been well established, and except for some increase in the number of centres operating, there is little need to comment further in this annual review of significant developments.

One problem in this field, however, should be of increasing concern to all of us who are interested in the continuation of citizen interest in our community welfare programs. The end of the war will bring with it the release of thousands of volunteers from the special wartime duties they have undertaken and will make them available, if we can but attract their interest, for service in connection with our continuing peacetime programs. There is a challenge here for all of us who are interested in the development of a widespread citizen interest and activity in welfare services of all kinds, whether they be public or private. How can we devise the means to interest these thousands of active volunteers in the social welfare undertakings that will have to continue in the years of peace? The answer to this question may have to be found sooner than we think, and if we fail to find the answer, or to seize the opportunity presented, we will do so in the knowledge that the chance to capture and convert such a large measure of citizen interest and participation in our welfare program will not soon recur again.

We turn our attention next from these now familiar patterns of special wartime services to some new and interesting opportunities which have this year come to the Council in slightly different fields. One of the most interesting of these new developments has been the twofold use of social workers in the Armed Services, first of all as part of the procedure in screening recruits for the Army, and, secondly, in connection with the development of welfare services within the Army itself, and within the Canadian Women's Army Corps.

In the early part of the year under review the Council was able to give some help to the Royal Canadian Army Medical Corps in the development of a plan for recruiting social workers for service in the reception depots of a number of the Military Districts. These workers serve in liaison capacity between the recruiting and examination authorities at the reception depot and the community social agencies. Their main task is to obtain supplementary social information, through available organized channels, on any prospective recruits which are referred to them for further data by the medical screening authorities.

The role of the social worker in the Army Welfare Services and in the C.W.A.C. is potentially, at least, much more extensive in its ramifications. Plans have been slowly developed within the past year for the organization of a Welfare Section attached, at the present time, to the

Directorate of Auxiliary Services. In the course of the past few months this Welfare Section has been gathering together a number of persons, both male and female, some with and some without formal training in social work; and the plan is to post these officers as District Welfare Officers, for the regular Army and for the C.W.A.C., in the various Military District Headquarters. It will be the duty of these Officers to act as consultants on any welfare problem which may arise affecting individual members of the Army or of the C.W.A.C. Experience of the past few years has shown that these problems are many and varied, with ramifications back into the civilian communities where the families of the servicemen or servicewomen reside. The solution of these problems is, in most cases, dependent on the obtaining of effective advice and service from civilian welfare agencies, and it is consequently of the greatest importance that the Welfare Officers appointed have a knowledge of the civilian social legislation and community welfare resources which may be available to help in the solution of individual problems.

The Council has throughout the year been called into frequent consultation on the development of plans to organize such a service effectively within the framework of the Army and of the C.W.A.C. One part of this total problem is, of course, as mentioned a year ago, the question of suitable discharge and re-establishment arrangements for those members of the C.W.A.C. who are being discharged because of pregnancy. During the early months of the past year, the Council carried forward to conclusion the service it had begun to give to the Department of Pensions and National Health, and to the C.W.A.C. in connection with these arrangements. Suitable working relationships have been developed between the C.W.A.C. and the Women's Division of the Air Force, together with the Department of Pensions and National Health on the one hand, and those civilian agencies, on the other, which deal with the problem of the unmarried mother and her child. These arrangements which were worked out by the Military and Pensions Authorities in close co-operation with this Council have now stood the test of the year's trial and can be said to have worked on the whole satisfactorily, at least so far as the prescribed procedures are concerned. The quality of the service available in such cases from civilian agencies varies greatly however from one Province and from one community to another; and in a number of our major centres throughout Canada, the standard of service available has fallen far short of what could be considered desirable or adequate.

This section of the Annual Report on the part which the Council has played in regard to special wartime public welfare problems can perhaps be concluded by a reference to the service of the Executive Director of the Council on the Royal Commission of Inquiry into welfare conditions in the Japanese settlements under the Relocation Scheme in British Columbia. This Commission, under the chairmanship of Dr. F. W. Jackson, Deputy Minister of Health and Welfare for the Province of Manitoba, spent some three weeks at the end of 1943 and the beginning of 1944 visiting these Japanese settlements and investigating conditions there. The report of this Commission

has already been tabled before Parliament and speaks for itself. The selection of your Executive Director as one of the members of the Royal Commission may perhaps be taken as an indication of the place which this Council is recognized as holding in the field of Canadian welfare work.

It may be noted in passing that the work of this Commission and the Nova Scotia welfare survey mentioned above took the Executive Director completely away from the regular work of the Council for three full months during the year, a diversion of time and effort that certainly would not have been possible had the Council not, in 1943, been foresighted enough to provide itself with a very capable Assistant Director in the person of Miss Nora Lea. Most of the responsibilities in the public welfare field have fallen upon the shoulders of the Executive Director himself. These have been extremely heavy during the year just past, with the result that during his frequent long absences from the office on special assignments, the real load of day-to-day routine Council service has been carried by the Assistant Director and the rest of the Council staff.

Community Organization

We turn now from the broader, over-all, national phases of planning our Canadian social service structure to the mosaic of local community welfare services which the Council is concerned in fashioning through its Division on Community Organization. Here the number and variety of the Council's contacts is infinite. The merest listing of the centres which Council staff members have visited in the year under review would constitute a directory of the principal communities of Canada. Field visits by Council staff members (for a variety of purposes, but mostly for the purpose of studying and giving assistance in the proper integration of all the community's welfare services) have been made to Sydney, Halifax, Saint John, Fredericton, Quebec City, Three Rivers, Hull, Cornwall, Kingston, Belleville, Toronto, Hamilton, St. Thomas, London, Ottawa, Renfrew, Winnipeg, Portage la Prairie, Brandon, Regina, Saskatoon, Moose Jaw, Edmonton, Calgary, Victoria and Vancouver. The list of communities where the Council has maintained contact by correspondence because of our inability to make personal field visits would be at least twice as long.

The problems presented in these field visits or letters of inquiry vary, of course, over a wide range of situations, but almost invariably they reduce themselves to one of two main questions: (1) How to organize community resources in order to provide a specific community service in the social welfare field; (2) How to bring together into a co-ordinated, integrated pattern the various welfare services operating within a given community.

In some instances it is possible to deal in reasonable fashion with the inquiry by means of a lengthy letter or memorandum or by provision

of standard Council publications covering a given situation; in other situations a brief field visit, together with consultation between Council staff and community agencies, is sufficient to provide a groundwork of information on which the Council may base its advice. In still other communities the point may have been reached where a community feels that it needs a formal study of its community welfare resources with a view to seeing how they can be better knit together in the interests of both those who are paying for the services and those who are making use of them.

This was the situation during the past year in regard to the City of Brantford, where, following a request by the Mayor of the City in December, 1943, a survey of the City's public and private welfare services was undertaken under Council auspices, with Mrs. G. C. Parker being specially retained to undertake the field work and the preparation of the survey report. The field work was undertaken in January, the report was prepared in February and presented late in that same month, and the Council is at present engaged in an effort to work out a plan with the local Brantford Survey Committee to ensure that there will be proper follow through on at least the main sections of the Council report and recommendations.

It is not often that a request for such a study comes to the Council from a city where there has been so little previous contact as was the case in connection with the City of Brantford. The more usual situation is that typified by the survey currently under way of the community welfare resources of the City of Calgary. Here the Council has been in close touch with developments over a long period of years. It played a part in the development of the Council of Social Agencies, a family service, and a Community Chest, and particularly since the outbreak of war, has been drawn constantly into consultation on problems affecting the proper development of Calgary's community welfare services. This has culminated, in the past few months, in a request from the Chest and Council of Calgary for a study of the community welfare agencies in their relationship to the Chest and Council themselves. A preliminary field visit has just been completed by the Council's Assistant Director, and the final field visit, by the Executive Director of the Council, is scheduled for the latter part of this present month and the beginning of June.

A number of other communities have likewise turned to the Council with tentative enquiries as to the possibility of a community survey being undertaken. Some of these have been unofficial in nature; others more formal. In a number of instances communities have asked for advice as to how they themselves may undertake an informal study of their own resources and services. This was the case particularly with regard to an inquiry received from the Secretary of a welfare study group in Prince Rupert, British Columbia. The infant Council of Social Agencies in Fort William, Ontario, has also been indicating its interest in the possibility of a survey. Field visits have been made to Cornwall and St. Thomas, Ontario, for the purpose of assisting in the development of joint financial campaigns or possibly Community Chests. The Council assisted at the birth of the

Community Chest last fall in Hull, Quebec. Other inquiries from the Maritimes have centred around such questions as a model plan for the organization of a County Children's Aid Society, the possibility of organizing a Council of Social Agencies and obtaining an experienced campaign director for the United Welfare Fund of one of the principal cities of the Maritimes, the possibility of the Council undertaking a survey of the community welfare agencies in another of the larger Maritime centres.

These illustrations represent the main items in the Council's record of service during the past year in the field of community organization. The opportunities for service in this field at the present time are limited only by the availability of Council staff and the limitations of time and money. The problem here is not to stimulate local community interest in the advisory field services which the Council can provide to strengthen local patterns of community organization. It is rather to select from the numerous requests for help and guidance those community situations which seem most ready for development.

In addition to stimulating the proper organization of community welfare services in those communities which might be said to represent still the pioneer undeveloped areas in social work, the Council has carried its usual responsibilities through the Community Chests Division in regard to the maintenance of support for the welfare programs of the more mature and highly developed communities. Here the pattern of service has, during the war years, become fairly well established. The function of the Community Chests Division are really twofold. First of all it has the responsibility of acting as the spokesman of the organized Chests and fund-raising organizations whenever any question arises which has to be cleared on behalf of all the Chests with Government Departments, Victory Loan Committees, or other national organizations in the welfare field. The second function is that of planning and developing a well-rounded national publicity program to support the local publicity efforts of individual Community Chests or United Welfare Funds during the month of September and the early part of October when local community welfare appeals are made to the public.

With regard to the first function, the Council undertook as usual the responsibility of clearing campaign dates of the peacetime welfare appeals with the appropriate authorities so that there would be no overlapping with the fall Victory Loan campaign in 1943. As a result of consultations with the Department of National War Services, the Department of Finance, and the National Victory Loan Committee, a clear protected period was set aside for community welfare appeals covering the period from September 13th to October 2nd, and in at least one instance, extending later to October 9th.

The efforts in the direction of national publicity were carried out in co-operation with the publicity committee of the newly formed Toronto United Welfare Fund. That these efforts and the publicity materials which resulted from them were increasingly acceptable to the Chests in general is evidenced by the fact that total sales of publicity materials in the

fall of 1943 amounted to between \$5,000 and \$6,000 - almost as much as the total of the three previous years put together. The importance of maintaining our private peacetime welfare services on an adequately financed basis was stressed through all available media of publicity: written endorsements from prominent Canadians, copies of a film trailer donated by the National Film Board and prepared in consultation with the Council's Chest Division, donations of radio time for spot announcements on the more popular national radio broadcasts, billboards, window cards, brief messages in industrial house organs, more extensive stories in national journals and magazines, radio transcriptions, and a variety of other publicity media. All these were developed as part of a national program of publicity designed to supplement, but not to replace, the publicity efforts of each local community fund.

If one may judge by the results of the Chest campaigns themselves, these efforts in the field of national publicity interpretation have more than justified themselves. Chests as a whole throughout Canada last year raised something in the neighbourhood of \$6½ million, and of the nineteen campaigns held in the period last fall covered by the national publicity program, all but three attained their objective.

Veteran campaigners always say, of course, that the hard campaigns are not the ones just past, but always the ones that lie ahead. New problems are always arising to challenge the ingenuity and enterprise of those in charge of efforts to raise the funds required for local community welfare purposes. It is already clear that this present year will be no exception. Quite a number of Chests across the country have shown considerable uneasiness as to the effect of the announcement, early in this present year, by Mr. Ilesley, Minister of Finance, in which he expressed the Government's intention to place certain limits on the donations which corporations in the excess profits tax class could make for philanthropic purposes.

The original restrictions announced by Mr. Ilesley were severe in the extreme, and Chests generally, along with other organizations relying upon the generosity of the public for their financial support, were greatly relieved to learn of the modifications subsequently announced in a second statement of policy by Mr. Ilesley in the House of Commons on February 18th. The effect of this latter announcement is indirectly, if not directly, to limit the donations of corporations in the excess profits class to the average level of their givings in the combined years 1940 and 1941. Even this is likely to have a serious effect on the prospects of success for the fall welfare campaigns, particularly in view of the fact that in the two-year basic period selected by Mr. Ilesley only one Red Cross campaign was held and no campaign for purposes of Foreign War Relief. In contrast, the Red Cross campaign held in the spring of 1944 had an objective twice the size of its objective in the year 1940 (there was no Red Cross campaign held in 1941), and announcement is expected almost any time now of the details of the forthcoming United Allied War Relief Fund Campaign, to be held probably around the end of June, with an objective that may run as high as \$10 million.

With all of these worthwhile appeals taking place in the early part of the current year (appeals which either did not exist at all or were much smaller in size during the base period 1940 and 1941), it may very well be the case that corporations will discover late in the year, when the time for Community Chest campaigns rolls around, that they have already made donations substantially equal to the levels of their giving during 1940 and 1941. These were the considerations which prompted the Council, as spokesman for the Community Chests of the country, to write to Mr. Ilsley, drawing to his attention the effect that this new policy, designed to restrict and control corporation giving, may have upon the ability of our private community welfare services to maintain themselves on a reasonable level of financial adequacy.

Child and Family Welfare

Together with the fields of public welfare development and community organization, the field of child and family welfare represents probably the third main area of effective service so far as this Council is concerned. In many ways it is perhaps the most effective of all the Council services. Relationships between the child and family agencies and the Council are probably closer than is the case with other types of organizations because the Council's interest and preoccupation with this field extends back over a much longer period. In the children's field particularly there have been outstanding developments during the year just past, and the Council's contribution has been more than usually significant.

The outstanding developments have, of course, taken place in connection with the larger considerations of provincial planning for their overall welfare programs. The survey made, for example, in the Province of Nova Scotia by the Council's Director included a comprehensive review of all the child welfare legislation and administrative practice and policy for the entire Province. Fully one quarter of the entire report is devoted to consideration of the child care and protection field.

In Quebec too the report of the Health Insurance Commission on the need for more adequate child care and protection services, and the legislation just announced and introduced into the Quebec Legislature on May 10th is an indication of the close attention which is being given to the problems of child care in this Province. With the passage of a new and comprehensive Child Protection Act (modelled substantially on the legislation of other Canadian Provinces, such as Ontario and British Columbia), the creation of Family Courts to take the place of Juvenile Delinquents' Courts, the establishment of child protection schools or institutions to take the place of juvenile reformatories, Quebec has served notice that it now intends to assume its full measure of responsibility for safeguarding and protecting its precious heritage of childhood.

The details of the comprehensive survey of public welfare services undertaken for the Province of Ontario by Dr. Charlotte Whitton have not, as

yet, been released to the public, but it is known that they are under careful study by the government of that Province at the present time. It may safely be assumed that this study too gives careful attention to the child welfare program of the Province, and that it will present important suggestions as to how strong and well developed child welfare services of Ontario may be further extended and consolidated.

The report of the Alberta Commission on child welfare and delinquency has already been presented to the Alberta Government and initial steps to implement some of its recommendations were taken at the session of the Alberta Legislature just concluded. A new Child Welfare Act has been passed consolidating into one piece of legislation the Acts which previously dealt with child protection, juvenile courts, adoptions, and the children of unmarried parents. An important feature of this new Act is that it makes provision for the establishment of a Provincial Child Welfare Commission to direct the administration of Alberta's child welfare legislation. The appointments to this Commission have already been announced.

In Manitoba it is likewise anticipated that the forthcoming survey of public welfare services will deal extensively with the program in the children's field.

Developments in Saskatchewan and New Brunswick have been of a less comprehensive but no less important nature. In the first mentioned Province, the appointment of qualified social workers to the important positions of Assistant Commissioner of the Provincial Bureau of Child Protection, and Superintendent of the Regina Children's Aid Society gives promise of strengthened leadership in the development of child care and protection services in these areas. Reference has already been made to the stimulation of the development of additional Children's Aid Societies in New Brunswick and to the hope that more modern child protection legislation will soon be proclaimed in that Province. A number of these new Societies are already looking for full-time qualified Superintendents, and if provision of the required personnel can be arranged, this will do much to stimulate further activity in the child welfare field in New Brunswick. Considerable impetus was given to the development of interest in this Province through a two-day conference of child welfare organizations held in Fredericton in June of last year, which was attended by both the Executive Director and the Assistant Director of the Council.

Mention should be made too of the organization of Associations of Children's Aid Societies in Manitoba and in Nova Scotia within the past year. The Council's Assistant Director was present on the occasion of the initial organization meeting of each of these Associations, which are modelled on the strong Association which has developed over a period of years in the Province of Ontario. The Council hopes that it will be able to develop the closest possible working relationships with these Provincial Associations in order to extend even further the range of its influence in the developing child welfare picture throughout the country.

On the Federal level, too, a number of developments have taken place which are of significance to the child welfare field. Local community welfare agencies have throughout the year evidenced a good deal of concern over the lack of adequate controls in the field of juvenile employment. Originally juveniles, along with the adult population, came under Selective Service controls, and permits to seek employment had to be obtained from Selective Service authorities by children under sixteen, as well as by older persons. Likewise there was rigid control over newspaper advertising covering the employment of young persons.

Something over a year ago, Selective Service regulations were amended to exempt children under sixteen from these controls, with the result that community welfare agencies in many of the Provinces have noted a substantial increase in the employment of young boys and girls. Particularly in the metropolitan centres, and most of all in Toronto and Montreal, the advertising columns of the newspapers have been filled with requests for help specifying that the help wanted must be under sixteen years of age. In most Provinces, of course, it is necessary for a young person to obtain, either from the school authorities or from provincial Labour officials, a special work permit before he is permitted to enter employment. In many communities these work permits have been issued in such substantial numbers as to cause real concern on the part of child care and protection agencies as to the effectiveness of this theoretical control. The result was that following numerous representations to the Council, it was decided that Selective Service authorities should be requested to resume their previous controls over juvenile employment, and a letter to this effect was sent to the Director of Selective Service. The present position seems to be that Selective Service is prepared to extend its controls over this section of the employment field, if requested to do so by the provincial authorities concerned; but a survey of opinion has indicated that most provincial governments prefer to keep control of this field in their own hands. If this is to be the situation, it would seem that the policy of social agencies will have to be directed towards pressure on the various provincial governments to exercise more discriminating and effective control over the field of juvenile employment than has been the case heretofore.

A brief note should also be added in this section of the Council Report in regard to a matter which was drawn to public attention by the Council's annual review a year ago. It will be recalled that last year a ruling was issued by the Income Tax authorities, based on an interpretation from Department of Justice officials, to the effect that the mother of an illegitimate child could not claim income tax exemption for her child. Child care and protection agencies dealing with the problems in this field throughout the country voiced strong protest against this ruling and urged that it should be altered. Despite these representations, however, it was not possible to obtain any change in the basic ruling followed by the Income Tax authorities. One minor concession was made in the course of the year, however, by way of an interpretation which provided that where an unmarried mother is maintaining her child under her own personal care and in the home where she herself is residing, she is entitled to claim the status, under income tax provision, of a person maintaining a self-contained

domestic establishment. This meets the situation with respect to mothers caring for their own children, but still leaves out of the picture those cases where the mother has been obliged to place her child in the care of some children's agency or institution and pay for its care while she herself continues her employment. This matter is being taken up again at the present time by many child welfare organizations across the country in the hope that the situation drawn to public attention a year ago may be fully corrected.

It may be noted in this connection that the problem referred to affects in principle at least a much larger number of children than most people realize. It comes as a shock to most persons, who have given little thought to the matter, to realize that every twenty-fifth baby born in Canada is illegitimate, and that the range as between the various Provinces varies from one in thirty to one in fifteen. The steady increase in the number of illegitimate births during the war years continued throughout 1942, the last year for which complete figures are available. Whereas illegitimate births in 1939 totalled only little more than 9,100 for all of Canada, the figure for 1941 rose to 10,101, and for 1942 reached a record high of 11,088. Preliminary figures for the first half of 1943 show a further slight increase, but this is small enough to justify the hope that when the final figures for the full year 1943 are available, the situation may be shown to have stabilized itself at approximately the 1942 level. This increase in the number of illegitimate births has throughout the years kept pace with the increase in the total birth rate and there has been little marked change in the ratio of illegitimate to legitimate births.

One particularly outstanding development in the children's field has been reserved for comment at the final part of this section on child welfare services. The Federal Government has announced its intention to inaugurate a system of Children's Allowances for low income families, and at least one Federal Cabinet Minister has supplemented this announcement by the statement that there is no reason why these allowances should not be in effect before the end of 1944. Whatever our respective opinions may be as to the soundness of a program of cash allowances for children versus services in kind (and admittedly there is a division of opinion), there can be no disagreement on the point that such a program as this will have profound implications for our child welfare services in all parts of this country.

The Marsh Report and the Report of the Women's Sub-committee on Reconstruction present the arguments in favour of the allowance scheme, while the study of Dr. Charlotte Whitton outlines the counter-arguments in favour of extended children's services instead of cash allowances. This Council has not expressed itself officially on the question at any time, nor is it possible to state finally and conclusively the consensus of opinion among social workers and social agencies across Canada. The contact, however, which this Council maintains with individual social workers and agencies in all parts of the country, would seem to point to the conclusion that the preponderance of opinion among social workers and social agencies is in favour of a Children's Allowance program, not as a substitute for wage adjustments, but rather as part of a comprehensive total social security program.

In any event it seems clear that the success or failure of a Children's Allowances scheme will depend very largely on the proper development of an adequate administrative plan, and it is known that this is now being studied by the Federal Authorities. It will depend even more on the success of the arrangements which must be worked out to ensure proper supervision and control over that small percentage of cases where the allowance would otherwise not be wisely handled. The experience of the Dependents' Allowance Board during the war years would seem to indicate that this percentage will not exceed more than one to three per cent of all cases. Even this relatively small number will necessitate establishment of effective supervisory measures, and if responsibility for this is to be placed on our Canadian-wide network of child care and protection agencies, as seems logical, it will call for a marked strengthening and expansion of these agencies in all Provinces.

This points, in other words, to the conclusion that we are not really faced with such a clear-cut alternative of cash allowances versus extended children's services as the arguments presented on both sides of this much-debated question might appear to suggest. It is probable, almost to the point of certainty, that if we are to have cash allowances for children, we will also be obliged to extend and strengthen our children's services as well, in order to safeguard and control such a substantial national investment.

Closely allied to the problems of child care and protection are those which we commonly group under the term "juvenile delinquency". Here again is a field in which there has been a marked rise of interest on the part of Canadian communities during the past year, without, unfortunately, any clear-cut developments of policy as yet which would indicate the lines of progress that we should follow. The Council drew to the attention of the public, in July of 1943, the startling increase in juvenile crimes recorded by the Dominion Bureau of Statistics, and presented figures which indicated that across the country total appearances before Juvenile Courts had jumped forty-five per cent from 1939 to 1942; while the number of cases actually adjudged to be delinquent rose by fifty-four per cent in the same period. The bulk of this increase was shown to have been in the area of minor delinquencies, but there was still a substantial increase of thirty-four per cent in regard to major delinquencies.

This statement by the Council attracted wide-spread public attention, and it should be stated that the figures quoted from the compilation of the Dominion Bureau of Statistics were challenged by many communities which had been priding themselves on the fact that they had been successfully coping with the threatened increase in juvenile crime in their own areas. There is certainly no disagreement on the point that our juvenile delinquency statistics are inadequate and in large measure unreliable so far as giving an accurate picture in detail is concerned. The Dominion Bureau of Statistics has to rely on the figures supplied by the Courts themselves, and there are wide variations in the methods of recording followed by the various Courts across the country. As a portrayal of a trend, however, from year to year, rather than of the absolute position in any one year, it is felt that the

figures available give a fairly reliable picture of the direction in which we are moving. The trend reflected by the figures of the Bureau is definitely in line with that recorded in the United States and in Great Britain, and is, moreover, in line with what would be expected in time of war unless vigorous measures were taken across the country to combat the unsettling influences which war inevitably brings in the lives of young people. In view of the fact that we have not, on the whole, taken any such comprehensive measures in Canada, in view of the further fact that our juvenile delinquency prevention services have been on the whole weakened rather than strengthened through the loss of their ablest personnel in the period of the war, it would seem that the onus of proof that juvenile delinquency has not increased in Canada during the war years must rest largely on the shoulders of those who dispute the validity of such nation-wide evidence as is available.

A number of constructive developments have taken place in this field during the past year. Community surveys of the juvenile delinquency problem have been undertaken in many centres, the outstanding ones being the studies conducted in the City of Toronto and in the City of Winnipeg by the Welfare Councils of these two communities. In Montreal a large measure of public interest in this problem was aroused during the month of March this year through the promotion of a Juvenile Delinquency Prevention Week, and a follow-up committee is carrying on to ensure that public interest is maintained until such time as definite measures can be taken to cope with the problem. Legislation was passed in British Columbia a year ago and is now under consideration in Quebec, dealing with the subject of Family Courts along the lines pioneered already in the Province of Ontario. It is particularly noteworthy that in the Province of Quebec these Courts are to replace the Juvenile Delinquents' Courts already established. Mention should also be made of the fact that the City of Saint John has at last established a Juvenile Court on a basis, in terms of staff and adequate financing, that seems to hold promise for future success.

A final reference should be made to the work of the Canadian Youth Commission, set up in April, 1943, to study the needs of youth throughout Canada and to formulate a program for action. This Commission plans to conclude its work by April 1, 1945. It has a wide range of committees and activities, now at full peak, in every Province of Canada; your Council's Executive Director is serving on three of them, and your Council's President is a member of the Commission itself. The reports and studies which may be expected from the two-year program of this Commission will hold much that is of value in the formulation of constructive programs and proposals to meet youth needs in the post-war years.

Before leaving this review of developments in the area of home and family life, mention should be made of the Council's relationships during the past year with the growing network of family welfare agencies in Canada. These now number in all about twenty-five, stretching from Sydney, Nova Scotia, to Victoria, British Columbia, and representing all stages in growth and maturity. Our services in the family field have been closely linked with those in the child welfare field, and the main responsibility has been carried by the Assistant Director. Personal visits have been made during the past year to almost all the family agencies in the country. Through the pages of

WELFARE and of News Notes, family agencies have been kept in touch with current developments in their main area of interest, and this has been supplemented by the institution of a book loan service by which the Council's library material is made available, not only to family agencies, but to all the social welfare organizations of Canada who desire to make use of it. Routine calls from many family and children's agencies for assistance in connection with the obtaining of adequate gasoline rations were handled successfully with the very generous co-operation of the Gasoline Division of the Oil Controller's Office. The Assistant Director attended the Ontario and Quebec Regional Conference of Family Welfare Workers in Kingston last November, and since that time plans have been developed, in collaboration with a special committee of family agency workers, for a formal case work institute to be held in the fall of 1944.

A most important development in the field of family work is under consideration at the present time and will, it is expected, be furthered by a meeting of the Council's Family Division to be held on the day following this Annual Meeting. Negotiations have been under way between the Family Welfare Association of America and the Canadian Welfare Council with a view to establishing better working relationships and more effective services between these two national bodies, on the one hand, and the individual family agencies on the other. In the past a relatively small number of Canadian family agencies have taken out membership in the Family Welfare Association of America, and the rest have remained in a loose and more or less unorganized affiliation with this Council. The result of this has been to lessen to some extent the effectiveness of the work which Canadian family agencies might be able to accomplish if they were to work as a closely knit and well integrated group. The plan presently under consideration calls for an agreement whereby all of the family agencies in Canada will take out direct membership in the Family Division of the Canadian Welfare Council, with the Family Division, in turn, affiliating directly with the Family Welfare Association of America. This will result in a more orderly arrangement, and, it is hoped, in a more effective type of leadership by which most of the services of the F.W.A.A., and all of the services that the Council has to give, may be more effectively placed at the disposal of the individual agencies in the Canadian Provinces. If a satisfactory working arrangement based on this plan can be developed out of tomorrow's meeting, it will undoubtedly be necessary for the Council to strengthen substantially its staff resources in the field of family welfare work.

French-speaking Services Division

The Council takes pride in reminding its friends and supporters, once again, of the unique service that it is endeavouring to render in the social welfare field through its Division on French-speaking Services. Through the maintenance of this Division we not only recognize that Canada is officially a bilingual nation, but we also endeavour to make available to the agencies serving the French Canadian population the best that can be

found in the experience and practices of social welfare organizations in Great Britain, the United States, and the English-speaking communities of Canada.

It can be said without fear of contradiction that developments of vital importance to the future of Canadian social welfare, and in particular French Canadian social welfare, have been taking place during the past few months and years in the Province of Quebec. The growth of the Montreal Federation des Oeuvres de Charite in the past few years has been spectacular. Developments in the public welfare field have already been referred to in reference to the child protection legislation now under consideration and the report on the whole field of child care and protection which has been prepared by the Quebec Health Insurance Commission. It is well to note that this Commission itself is a creation of the past year, legislation for its establishment having been passed in 1943, and the Commission itself appointed in December of the same year. The Quebec Legislature has under consideration at this very moment legislation designed to create separate Departments of Health and of Social Welfare out of the single department which deals with both these phases of the public service at the present time. Facilities for professional training of French Canadian workers to staff the new and enlarged social services which are obviously under contemplation have been extended during the past year, with the addition of Laval University to the list of those institutions of learning which are now providing training of a professional nature for future social work personnel.

In the private welfare field it is of importance to note that the Montreal Conseil des Oeuvres has been reorganized within the past year, and that it is now recognized by the Archbishop of the Diocese as the authoritative agency in the planning of future social welfare developments. The Conseil has now the largest number of member agencies of any Council of Social Agencies in the country, with something over 175 affiliated organizations. In order to assist in this important reorganization the Canadian Welfare Council was glad to loan the services of Miss Marie Hamel, Executive Assistant in the Division of French-speaking Services, for a period of approximately four months to the Montreal Conseil des Oeuvres. During this period the Council continued to carry Miss Hamel's salary, and since the beginning of April, 1944, a new arrangement has been worked out whereby Miss Hamel's salary and time will be shared on a half-time basis between our own Council and the Montreal Conseil des Oeuvres.

Considerable help was also given, in September last year, to the City of Hull in the organization of its first Federated Charities campaign. Finally, it is of interest to note as a peculiar coincidence the fact that on the very day a year ago when your Executive Director was reading his report in Toronto, and forecasting the early establishment of a family welfare agency in the City of Quebec, - on that very day, May 19th, a family agency was brought into being in Quebec City.

Maternal and Child Hygiene Division

Since the work of the Council is mainly in the field of social welfare, it sometimes comes as a surprise to our friends and supporting agencies to learn that we also are active in the field of maternal and child health education. This was, in fact, the Council's original field of interest, and it is only with the passing of the years that developments in the steadily enlarging area of social welfare work have taken us far afield into many areas of activity which seem rather remote from the Council's original purpose.

Our service in the field of maternal and child health is now to all intents and purposes limited to the publication of considerable quantities of literature, chiefly our well-known Letter Series dealing with the growth, care and development of the child right from the pre-natal stage up to the adolescent period. For years the Canadian Life Insurance Officers Association has generously subsidized this service and distribution of the literature has centred mainly in the Provincial Departments of Health. The literature was originally distributed free to the Provincial Health Departments. Later on, the Provincial Departments agreed to pay half of the printing costs involved, and during this past year we were successful in obtaining the agreement of the Provinces to pay the actual printing costs, with the Canadian Life Insurance Officers Association continuing to carry miscellaneous free distribution and the overhead costs of operating the Division.

In the transitional period which accompanied this shift in arrangements, the demand for our maternal and child health literature seems to have held up fairly well. While the total number of units of all kinds distributed in 1943 dropped from 305,000 to 208,000, careful examination of the details of these figures has shown that this was in large part due to factors other than a lessened demand for the Council's literature. Many of the Provinces, for example, had been carrying rather generous reserves and decided to cut down on these stocks, with the result that their actual orders placed in the year under review were abnormally low. In the case of the Province of British Columbia it may be noted that the Council has granted printing rights free of charge to the Health Department of this Province, so that British Columbia in future will probably be printing its own literature rather than obtaining it from the Council. A similar offer was made to other Provinces, but so far British Columbia is the only one to have adopted this arrangement.

Miscellaneous Activities

Not all of the Council's activities or interests can be channelled into easy subdivisions. Many of our interests cut across all lines and invade all the many specialized areas of the social work field. Chief among these is perhaps the problem of maintaining an adequate supply of well qualified persons to man the agencies and make effective their services to the people of Canada. This is certainly one problem which concerns Public Welfare Departments on all levels, community organization agencies, children's, family and other agencies as well.

The Council, in association with the Canadian Association of Social Workers and the Schools of Social Work, has throughout the year been engaged in an effort to bring this problem of recruiting and training forcibly to the attention of the Canadian public and, in particular, of the governmental authorities. The numbers of qualified workers to staff our social services available in Canada are at present pathetically small. The trickle of graduates coming forward from our seven Schools of Social Work (including the new School here in Winnipeg at the University of Manitoba, of which your community feels so justly proud) is, despite all efforts, hopelessly inadequate to meet either the current shortages or the long-term needs of the future. War has brought into being many new types of social welfare undertakings and has stretched the line of professional social work resources perilously close to the breaking point. Federal Government services, which before the outbreak of war employed almost no professional workers, have by this time absorbed, directly or indirectly, almost one-quarter of all the professional social work personnel in the country. Ambitious plans on both provincial and Federal levels are afoot for the future. How, it may be asked, can we expect these plans to be matured and brought to fruition; how can we expect sound and adequate social administration; how can we expect to find personnel with an understanding of the problems involved, unless we move rapidly to expand and enlarge our training programs in the field of social work?

With this in mind, a large and representative conference was called in December last, at Ottawa, to discuss the problem of recruiting and training and to impress the acuteness of the situation on the proper Federal authorities. Since this meeting, arranged under the auspices of the Council and the Canadian Association of Social Workers, further approaches have been made to the Department of Pensions and National Health in connection with the need for fully qualified, fully trained social workers for post-war social welfare programs; while Selective Service authorities have been approached in regard to short-term, in-service training projects that will be of more immediate use in producing at least partially trained workers for the present emergency. We are still unable to report any definite or final success with regard to these representations, but at the present moment there seems to be a reasonable prospect of some assistance in regard to short-term training projects through Selective Service.

Closely connected with this problem of the recruiting and training of social workers is the Council placement service by which available workers are referred to agencies seeking new staff. This is essentially a confidential service to agencies, based on the Council's knowledge of the agencies' needs and community situations, as a result of our periodical field visits. No attempt is made to maintain a complete list of those workers seeking a change in employment, nor to provide a service to the individuals themselves. In rendering this service to agencies, the Council has been constantly confronted with the dilemma that whenever it recommends a worker for a new position and that worker is accepted, the agency losing the worker then turns to the Council for assistance in obtaining a replacement. Thus the

vicious circle goes on, and it may be expected to go on endlessly until the supply of social workers trained and qualified to carry their responsibilities adequately approaches more closely the current demand for them.

~~Brief reference should be made to the activity of the Council in the~~
field of social welfare publications. WELFARE has grown and prospered, and, if one may judge by the many letters received in regard to its contents, continues to enjoy a steadily rising popularity with the relatively narrow range of its reading public. Our mimeographed bulletin, News Notes, designed primarily for children's and family agencies, and appearing alternately between issues of WELFARE, is now in its second year of usefulness. "Missive", our French publication, was enlarged from four to six copies annually in the past year and was placed for the first time, experimentally, on a subscription basis. A pamphlet containing a symposium of adoption articles, reprinted from WELFARE, has just been completed and is in growing demand. A Publicity Manual was issued in December, 1943, and has been well received. Numerous reprints of WELFARE articles have been requested on a variety of subjects, and a running revision has been maintained on our very popular Directory of social agencies serving dependents of the Armed Forces. This has been revised and re-issued on several occasions throughout the year. These Directories are found to be of increasing usefulness and the Council is engaged at the present time in the compilation of a much more ambitious directory of Canadian communities in which private social agencies are operating. This, it is hoped, will contain a complete listing of all known social agencies of a private nature in all Canadian communities of any size. Portions of this directory dealing with individual Provinces have already been sent out experimentally, and special compilations were made to provide the social workers attached to the Royal Canadian Army Medical Corps in Military Districts 1, 2 and 3 with a complete record of the private social agency resources in their respective Military Districts.

In addition to the above, your Executive Director was asked to review the material being prepared for the 1943 Canada Year Book in connection with the social welfare services. This Year Book, which will appear shortly, will contain, for the first time, chapters on social welfare and security measures. The Council hopes to be able to give further assistance in this connection as the years go by, in order to establish a sounder base, through the Dominion Bureau of Statistics, for the collection and compilation of the social statistics which form the basis of the material on social service costs and case loads appearing in this important publication.

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As we turn our faces to the coming year, we see numerous problems already rising to challenge and test the leadership of the Council and its

associated agencies. The problem of residence is beginning to loom large and sinister once again and must engage our attention actively before another year rolls round. Attention has been drawn in our last two Annual Reports to the serious wartime implications of this problem, and particularly to the hopeless confusion which will result in the after war period if our residence rules respecting various types of social assistance are not in the meantime simplified. There is, unfortunately, little to indicate that this warning has been heeded by the public authorities up to the present time. The problems of satisfactory adjustment for English war brides, wives of Canadian soldiers coming to this country for the first time, are also beginning to appear more and more frequently in Council correspondence.

Representations are being made increasingly that some effort should be undertaken to revive interest in the report of the Archambault Commission on Penal Reform. This is a problem on which there is not much prospect of getting action during the years of war unless the Council and the community agencies most intimately concerned can make it plain beyond any doubt that there is genuine public concern over the drift and delay that has developed in government circles in regard to this problem. The Council has itself delayed any action on this question until it could be satisfied that there was backing for any representations it might eventually decide to make. It is now increasingly clear, however, that this community support is building up and it will undoubtedly be one of the Council's responsibilities, during the coming year, to take the leadership in an effort to revive and resurrect the report of this Commission from the oblivion to which it was unfortunately relegated due to the insistent pressures of war.

Finally, and perhaps most important of all the undertakings which the Council can foresee in the coming year is the preparation of a brief outlining the Council's policy with regard to a comprehensive plan of social security. If the Council is to hold the leadership it has attained in the field of Canadian social welfare, it has the responsibility of making its views known on these important public matters, and in recognition of this responsibility, the Council has within the past year set up a committee of its Board of Governors to prepare a report which will serve as an outline of official Council policy. It is intended that when the Social Security Committee of the House of Commons commences to hold hearings on the Marsh Report on Social Security, the Council should seek an opportunity to present its official views before that Committee.

But these are only some of the things that we can foresee; and no one knows the responsibilities which this Council, or any other organization or individual, may be called upon to assume in the mystery shrouded months that lie ahead. Of one thing, however, we may all be sure. The responsibilities of those who carry the burden of leadership in the development of our Canadian social services will grow steadily greater, not less, in the years that lie ahead. The mood of our people, set and moulded in these trying times, the mood of our fighting men when they return victorious from

the battlefronts of the world, will brook no denial of their right to seek for themselves, in the peaceful, democratic ways of peacetime living, fulfilment of the social objectives which have crystallized so clearly in the pressure of these wartime years. Ours will be the solemn responsibility in these final months of clashing combat to see that the foundations of our ~~post-war social plans are well and truly laid, so that we may be able to~~ offer a greater measure of assurance to all our people that the blessings of political democracy which we have sacrificed so many lives to defend and maintain will be **enhanced in the peacetime years** by a greater measure of social and economic democracy as well.

The maintenance of our long-cherished, long-established, democratic institutions can and is being defended through bloody sacrifices far away on the battlefronts of the world; but the real test comes after victory, and the measure of our success in enlarging and broadening the scope of our social and economic democracy depends on the qualities of leadership we muster in meeting the challenges which face us here at home.

(signed) GEORGE F. DAVIDSON
Executive Director

REPORT of the HONORARY TREASURER

Submitted to the Annual Meeting
of the
CANADIAN WELFARE COUNCIL

Held in WINNIPEG - May 15, 1944

I am pleased to submit for your consideration a modernized and simplified audited financial statement for our fiscal year ended March the 31st, 1944.

It will be noted that our gross receipts and expenditures are down substantially as compared with a year ago when we had gross receipts in excess of \$53,000 compared to receipts this year slightly under \$47,000. This is accounted for almost entirely by the fact that under the new arrangements by which provincial health authorities are purchasing their own supplies of Maternal and Child Hygiene literature, the grant from the Canadian Life Insurance Officers Association has been reduced from \$10,000 to \$2,500. Payments from the provincial health authorities have increased considerably, by \$2,000, but the net result has been a decline in gross revenue, offset in part by a decline also in printing costs of health literature. The main portion of our operating budget has not, however, been affected by these changes.

There are one or two other items in the statement which I think are worthy of comment. The Balance Sheet (Statement #1) shows our Reserve at \$24,122.90, which represents an increase of \$2,178.33. This is a much smaller increase than I was able to report a year ago, and most of the items making up this figure are non-recurring. Statement #2 under the heading "Operating Section" shows a credit balance on the year's operations of \$381.42. The increase in subscriptions to our magazine "Canadian WELFARE" is most encouraging, and also the renewal of donations which are keeping up remarkably well.

During the year the Council was included as one of the agencies in the newly formed United Welfare Fund of Toronto. We have, therefore, discontinued soliciting for donations in Toronto. The Community Chest organizations in some of the other cities have adopted the principle of making a grant to the work of the Council which is over and above the Chest campaign assessment (3/20ths of 1% of objective). Since our last Annual Meeting the following cities have indicated their intention of adopting this method of supporting the Council's over-all program: Calgary, Hamilton, and London. We think this method of financing is sound and practical, and we are encouraged by the confidence that the Chest organizations have in the important part which the Canadian Welfare Council is playing in the field of social welfare.

Just before Canada's Fifth Victory Loan Campaign, the Board of Governors at one of its meetings appointed a Bond Committee to look into the Council's investments. This Committee considered it advisable to take advantage of the good market prices of the $4\frac{1}{2}\%$ bonds due in November 1958, and they subsequently sold these bonds, together with two small lots of short term bonds as listed in Statement #2 (Capital Section), and with the proceeds purchased \$20,000 Dominion of Canada 3% bonds due January 1, 1959. The profit on this transaction amounted to \$302.03.

Referring to the Disbursements of the "Operating Section" (Statement #2), the only comment here is the fact that we have been careful in charging our expenses, and in almost every item we have been well within the budget which was approved at the beginning of our year.

Respectfully submitted,

I. PERLEY-ROBERTSON

Honorary Treasurer

THE CANADIAN WELFARE COUNCIL
BALANCE SHEET AS AT 31ST MARCH 1944

ASSETS

Cash on Deposit	2,231.90	Reserve Account -	21,944.57
Investments in Dominion of Canada Bonds -		Balance - 31st March 1943	302.03
at cost (Quoted Market Value \$21,567.13)	21,490.00	Add: Profit on Investments sold	
Advance - Travelling Expenses	400.00	Final Payment on Bequest -	
Real Estate - "Council House" at		Estate of the late Dr.	
Nominal value	1.00	Helen R. Y. Reid	579.72
		Refund of Sales Tax on Health	
		Literature, 1942-1943	543.16
		Donations - Child Protection	372.00
		Excess of Receipts over	
		Disbursements - Operating	
		Section - as per Statement	
		No. 2	381.42
	<u>\$24,122.90</u>		<u>2,178.33</u>
			<u>\$24,122.90</u>

AUDITORS' REPORT TO THE MEMBERS

We have examined the books and accounts of The Canadian Welfare Council for the year ended 31st March 1944.

The Cash on Deposit and certain of the Investments in Dominion of Canada bonds have been verified by correspondence with your bankers. The balance of the Dominion of Canada bonds were examined by us at a date subsequent to that of the above Balance Sheet.

As in previous years, the accounts of the Council have been maintained on a cash basis. Accordingly no provision has been made in the above Balance Sheet for such accruals of income and expenditure as may exist at 31st March 1944.

Subject to the foregoing, we have prepared the above Balance Sheet and the Statement of Receipts and Disbursements attached hereto, from the books and accounts of the Council and the information and explanations given to us.

(Signed) McDonald, Currie & Co.

CHARTERED ACCOUNTANTS.

OTTAWA, 2nd May 1944.

THE CANADIAN WELFARE COUNCIL
STATEMENT OF RECEIPTS AND DISBURSEMENTS
FOR THE YEAR ENDED 31ST MARCH 1944

<u>RECEIPTS</u>	<u>OPERATING SECTION</u>	<u>DISBURSEMENTS</u>
Canadian Life Insurance Officers Association:		Canadian Life Insurance Officers Association:
Grant	2,500.00	Cost of Printing, Publications, etc.
Sales of Printing and Publications	866.71	
Sales to Provincial and Municipal Boards of Health		Community Chests of Canada:
	4,588.66	Expenses exclusive of Administration and Overhead Charges
Community Chests of Canada: Assessments	2,578.90	Publicity
Sales of Publicity Material	5,134.94	Surveys
	7,713.84	Printing and Publications:
Printing and Publications:		General Literature
General Literature	403.53	"Welfare"
Sales of "Welfare" Magazine	23.45	
Subscriptions to "Welfare"	396.65	French Speaking Services:
	823.63	Cost of Printing, etc.
French Speaking Services:		Administration:
Grant	250.00	Executive Salaries
Donations	1,070.00	Office Salaries
General	28.48	
	1,348.48	Operating Expenses:
Grants:		Library
Dominion Government	8,100.00	Travelling
Provincial Governments	2,500.00	Audit
	10,600.00	Annual Meeting and Conference
Donations	15,694.68	Exchange and Excise
Memberships:		Postage
General	1,193.80	Stationery and Office Supplies
Sustaining	650.00	Mimeograph Supplies
	1,843.80	Express and Freight
Other Receipts:		Telephone
Bond Interest	760.73	Telegrams
Rentals	150.00	Equipment
Premium on U.S. Exchange	11.86	Maintenance of Equipment
	922.59	Miscellaneous
		Extension and Campaign
		Property Maintenance
		1,803.66
		5,576.17
		<u>46,520.97</u>
		256.97
		2,380.41
		24,431.46
		459.80
		1,921.61
		14,490.00
		9,941.46
		222.72
		817.88
		100.00
		248.69
		32.13
		366.69
		566.59
		320.52
		30.02
		419.59
		53.97
		85.00
		167.18
		155.90
		185.63
		1,803.66
		5,576.17
		<u>46,520.97</u>
		381.42
		<u>\$46,902.39</u>
		Excess of Receipts over Disbursements - to
		Capital Section
		<u>\$46,902.39</u>

STATEMENT NO. 2 (CONTINUED)

CAPITAL SECTION

Excess of Receipts over Disbursements "Operating Section" - brought down	381.42	Repayment of Mortgage Loan	6,000.00
Child Protection Fund - Donations	372.00	Purchase of \$20,000.00 Dominion of Canada 3% Bonds due 1st January 1959	20,000.00
Final Payment on Bequest - Estate of the late Dr. Helen R. Y. Reid	579.72	Advance for Travelling Expenses	400.00
Refund of Sales Tax on Health Literature 1942-43	543.16	Cash in Bank - 31st March 1944	2,231.90
Proceeds of Dominion of Canada Bonds sold during year:			
\$13,900.00 4 $\frac{1}{2}$ % due 1 Nov. 1958	15,133.63		
2,000.00 2% due 15 Dec. 1946	2,007.50		
3,000.00 1 3/4% due 1 May 1946	3,000.00		
Cash in Bank - 31st March 1943	6,614.47		
	<u>\$28,631.90</u>		<u>\$28,631.90</u>