

REPORT OF SPECIAL COMMITTEE ON UNEMPLOYMENT

January 1st, to December 31st, 1931.

PERSONNEL OF COMMITTEE

Chairman, Dr. Grant Fleming

Hon. Chairman, Norman J. Dawes

Secretary, Dr. F. G. Pedley

Col. G. Birks
Col. W. Bovey
Q. C. D. Bovey
J. S. Brierley
Col. John Buckley
F. J. Campbell
F. R. Clarke
G. B. Clarke
G. P. Cosgrave
R. W. Steele
W. A. Tooke
Miss F. M. Postill
G. E. Moberly

Mrs. J. J. Creelman
Sir Arthur Currie
Major P. A. Curry
Jackson Dodds
E. G. Donaldson
E. E. Duckworth
Miss Greta Finley
J. T. Foster
S. C. Holland
A. C. Thorne
A. L. R. Howard
W. J. Holliday

S. J. Hungerford
R. P. Jellett
J. E. MacPherson
A. D. MacTier
Gen. G. E. McCuaig
Arthur H. Milne
Walter Molson
J. C. Newman
F. T. W. Saunders
Jas. H. Webb
S. S. Colle
Capt. Wm. Bowie

At the last annual meeting of this Council, a report on unemployment relief was presented covering the activities of the Special Committee on Unemployment of this Council from its formation in the fall of 1930 to the close of that year. This Committee had arranged for relief to the following groups of unemployed among Protestants: families, single, homeless men and office workers.

Families, except the unnaturalized foreigners, were cared for by the Emergency Unemployment Relief Committee, unnaturalized foreign families by the Family Welfare Association, homeless men by the Dufferin Square Refuge (operated by the Protestant Bureau for Homeless Men), and office workers by the Central Registration Bureau for Office Workers (operated by the employment staff of the Sun Life Assurance Company). All these activities were financed in large measure by public money, but the Emergency Unemployment Relief Committee conducted two campaigns privately by mail, and the Sun Life Assurance Company made a contribution of \$2,000. to the work of the Central Registration Bureau. This in addition to the expenses for staff and quarters which they also provided. The audited financial statement of the Special Committee on Unemployment from the commencement of operations until ~~April 30th~~, 1931, is attached.

December 31st

At the request of the Advisory Relief Committee of the city, unemployment relief activities were discontinued as far as possible on April 30th, 1931. The Emergency Unemployment Relief Committee closed on May 2nd, 1931; the Central Registration Bureau closed on April 30th, 1931; and the Dufferin Refuge closed on April 22nd, 1931. The season's activity closed with an amount of \$1,000.00 owing to the Family Welfare Association. This indebtedness to the Family Welfare Association was later reduced to \$210.80.

A brief period of inactivity occurred but about the middle of May the Anglican Church at the Andrews Home, began to be besieged with applicants for relief and the case load of the Family Welfare Association increased far beyond the capacity of that Agency's budget.

At the request of the Bishop of Montreal and of Lord Atholstan, a conference was held in regard to the homeless man situation, and it was decided to organize a bureau which would register all homeless men except French Catholics, and provide relief for them if necessary. The personnel of the Committee in charge of this Central Registration Bureau for Homeless Men was:- Dr. Grant Fleming, Chairman, Father Joseph Fallon, Brig. F. H. Knight, Col. J. F. Buckley, Dean Arthur Carlisle, J. S. Brierley, W. A. Tooke. The Protestant Bureau for Homeless Men agreed to operate the Bureau, and the Canadian National Railways generously made available quarters at 755 Vitre St. W. A tentative budget of \$20,000 was drawn up and a finance committee, composed of Rev. Dean Arthur Carlisle, Father Joseph Fallon, George Lyman, W. A. Tooke and R. P. Jellett, undertook to issue an appeal for this amount. The immediate results of the appeal were very disappointing, although ultimately \$12,920 was subscribed. With finances so uncertain, it was impossible to make adequate arrangements and the procedure was to issue meal tickets for a selected restaurant on Craig St. This was expensive and unsatisfactory, but obviated the necessity of a large capital outlay for kitchen equipment.

In August the City decided to take over the care of homeless men and appointed a committee - the Montreal Relief Committee - under the chairmanship of Gen. G. E. McCuaig, to operate a refuge for the purpose. This refuge at 756 Vitre St. was opened on August 10th, 1931, and has operated continuously since. At the present time, some 5,000 men are being fed there daily, or twice the number fed at the Dufferin Refuge last year, and about 1,600 men are being housed at night.

The Central Registration Bureau operated from June 22nd to August 9th, 1931, during which time 4,571 men were registered and given assistance. The Bureau thanks to the activity of the Finance Committee, closed its books without a deficit. The recognition of the City of its responsibility for the transient homeless man and the appointment of a committee to handle the matter is, we believe, a very favourable outcome of the work of the Dufferin Refuge and the Central Registration Bureau for Homeless Men. In all this the energy and capacity of Mr. J. S. Brierley played a most important part. Mr. Brierley not only had the ability to direct the work, but was able also to secure the services of a great many volunteers, who under his leadership contributed unsparingly of their time and energy. The Protestant Bureau for Homeless Men, under the presidency of Mr. F. R. Campbell, is continuing its case work service to selected homeless men, and the Protestant House of Industry and Refuge is co-operating in a very substantial way.

The Emergency ^{3,731} Unemployment Relief Committee, which had closed on May 2nd, 1931, was compelled to re-open about June 1st, 1931, and has been operating ever since with a steadily increasing load. From the week ending May 31st, 1931, to January 2nd, 1932, ~~2,940~~ 3,940 families had been registered of which 891 were foreign born and the weekly case load at the end of 1931 had risen to about 2,000 families.

In August the Special Committee on Unemployment, which had been inactive during June and July, reconvened with a slightly altered personnel. Plans for the winter were made and the present season's activities may be described under several headings.

Protestant Family Relief

All Protestant families in distress due to unemployment, regardless of race, are eligible for relief at the Emergency Unemployment Relief Committee, 1027 St. George St. The applicants are investigated and if genuinely in need,

are supplied with an order for groceries on a chain store. Coal is supplied when necessary. Protestant families, where the distress is due to sickness or some cause in addition to unemployment, may obtain assistance from the Family Welfare Association.

Clothing

Clothing is collected at the Central Emergency Clothing Bureau, 480 Lagauchetiere St., W., which is a joint activity of the Family Welfare Association, the Emergency Unemployment Relief Committee, and the Catholic Welfare Bureau. No fewer than 106 churches are co-operating in the distribution of this clothing for the Emergency Unemployment Relief Committee. Clients of the Family Welfare Association obtain clothing from the district offices of that Association. Special arrangements have been made for transporting parcels from the Central Emergency Clothing Bureau to the various points of distribution. The Central Emergency Clothing Bureau is a hive of industry. Ten women are employed in sewing; six in sorting. There are two shoe makers, one tailor and one handyman. In addition to these paid workers, a large number of volunteers are giving time and services. From the time of the opening of this Bureau in November, 1931, to the close of the year, 2, 090 parcels of clothing were given out. At the head of this important activity is Mrs. A. H. Dalrymple who has brought to the work great energy and the experiences of a good many years.

Office Workers - Men

The Sun Life Assurance Company has again this year, very generously made available office space in its main office building, but the Young Men's Christian Association has undertaken the operation of the Registration Bureau in co-operation with this Council. The Young Men's Christian Association's Committee in charge of this undertaking has for its Chairman, Mr. Will Southam, and your director is a member. The value of this facility can hardly be questioned. Men of the "White collar" class may apply for work here without stigma, and present their problems to an individual who has time to listen and discuss. Mr. Holliday of the Young Men's Christian Association staff is in charge of this activity. Only a small number of the applicants are actually in need of relief and they, if they have dependents, are investigated by the Family Welfare Association and supplied with food and fuel. To December 31st, 1931, 589 individuals had applied for work at the Central Registration Bureau. Employment has been most discouraging, some 56 individuals only having been placed.

Office Workers - Women

It may be recalled that last year distress due to unemployment in women was, as far as we could determine, negligible. This year the situation has altered and a special place to assist unemployed women has been arranged. The Young Women's Christian Association has undertaken this work under the supervision of Miss Finley and Miss Postill. Two bureaux are in operation, one for business and professional women, the other for industrial and domestic women. In addition a workroom has been provided where women may earn a little at sewing. Some 34 women are being provided with work in this way. During the year 5,592 women have been registered at the domestic and industrial bureau and 1,684 placements have been made. At the business and professional women's bureau 469 women have been registered since its opening in November. 14 full time and 13 part time placements have been made. Where relief is needed this is supplied.

Day Shelter for Unemployed Men

Last winter practically no provision was made for shelter during the day for the army of homeless men. As a result they walked the streets in cold and wet weather or sought shelter in stations, stores, taverns, etc. This was obviously unsatisfactory, but so rapidly had the need for actual relief arisen that our effort was concentrated on supplying the basic necessity.

It is largely to the credit of Mr. George Mooney and Capt. William Bowie that the present shelter on Vitre St., east of Bleury was created. These two gentlemen, impressed with the necessity of providing wholesome occupation for the hordes of unemployed men compelled to spend day after day and even month after month in idleness, drew the attention of the Council to the desirability of creating a place where, through recreation or education, some of the evils of prolonged inactivity might be mitigated. A committee was formed composed of the following:- Dr. Frank D. Adams, Chairman, Geo. S. Mooney, Father Jos. Fallon, Emile Benoit, Dr. F. G. Pedley, Carl Ruckman, Rabbi H. Stern, Wm. Bowie, T. Morley Ewing, L. E. Brittle, C. H. Colson, Dr. W. A. Gifford, A. Stanley Rough, W. F. Shepherd, Rev. G. Guiton, D. J. Van Bommel. Dr. Adams has approached the problem with great energy and efficiency and has, with the help of his Committee, created a centre of activity which is, I believe, unique on the continent. The actual conduct of the place is in the hands of the Parks and Playgrounds Association. Capt. Bowie has given a great deal of time to its organization and Mr. Stanley Rough has remained as supervisor.

The Montreal Tramways were public spirited enough to make available the old St. Laurent School on Vitre St., now their property, and have expended a considerable sum of money in refitting the place for its present purpose. The Montreal Relief Committee has also taken a great deal of interest in the enterprise and has voted a sum of \$2,000. towards its operation. In addition a large number of private subscriptions have been made by interested citizens. Three wings of this large structure are now in use and some 4,000 men use the place daily. The recreational activities there range from card playing and checkers to theatrical entertainment in a specially equipped theatre on the top floor. Among the thousands of men attending the place, a considerable amount of histrionic and vocal talent has been found and the concerts, which are conducted daily, are furnished with talent for the most part by the men themselves, although individuals in the community have been very generous of time and talent in behalf of the centre. The Anglican Church has assumed responsibility for this function of the Shelter and Mr. Guiton and Mr. Shepherd have undertaken the actual supervision. The United Church has created a large library and reading room where thousands of books and magazines are available to the men. Rev. Mr. Gifford supervises this.

Perhaps the most constructive part of the Shelter's activities are the educational classes which are being conducted daily in English, French, arithmetic, book keeping and automatic engineering. Some 400 men have already taken advantage of these classes and are pursuing their studies with energy and faithfulness. No disturbance of importance has occurred in the Shelter despite the large number of men attending.

This concludes the recital of the activities of the Special Committee on Unemployment and its associated sub-committees. It will be appreciated that since the last report, there has been an enormous expansion of work due partly to an increase in unemployment distress, an increase more than double that of last year, and partly to a desire to handle the matter more effectively.

We cannot fail to be impressed with the fact that despite the frequent condemnation of the dole, we have in fact the dole at the present time. We have been criticized for supplying relief and recreation without demanding work and the committee is quite aware of the undesirability of this practice. The truth is that there is no work. As is well known, plans have been made for development of public works throughout the city but financial difficulties have arisen which will be adjusted, we hope, in the near future. In this connection the name of Mr. Norman Holland should be mentioned. It is difficult to imagine what the City of Montreal would have done without Mr. Holland's help and we desire to record our appreciation of his advice and help in the many problems which have arisen. It is our belief that the great majority of individuals who have applied for assistance are anxious to work and would welcome an opportunity of becoming self-supporting. Prolonged idleness probably creates finally a disinclination to work and this is one of the worst features of a period of economic depression. It is to be hoped that the future will hold a better solution to the problem than that now in force. In this connection it will be of interest to know that the Council has appointed a special committee to study the question of Unemployment Insurance.

Once more we have to express our appreciation of the action of the Federal Government in making available public money for the relief of distress due to unemployment. Under the Unemployment and Farm Relief Act, 1931, a similar plan to that of last year has been put into operation. Under the Act the City of Montreal is reimbursed by the Federal and Provincial Governments to the extent of two-thirds of its expenditures for relief to unemployed families in distress. That is to say, if the City of Montreal expends \$60,000 on unemployment relief it may recover \$20,000 from the Provincial Government and \$20,000 from the Federal Government. The arrangement in Montreal is to make available to the Advisory Relief Board of the City a certain sum of money and this Board apportions the money to four groups of the population according to their relative population distribution. The Protestant group of the population receives 19% of money allotted. Difficulties arise in this method of distribution for there is no reason for believing that the ratio of destitution is the same as religion. It has been our contention that the only fair way of distributing the money is on the basis of need rather than creed. However, at the present time the money is allocated on the religious basis.

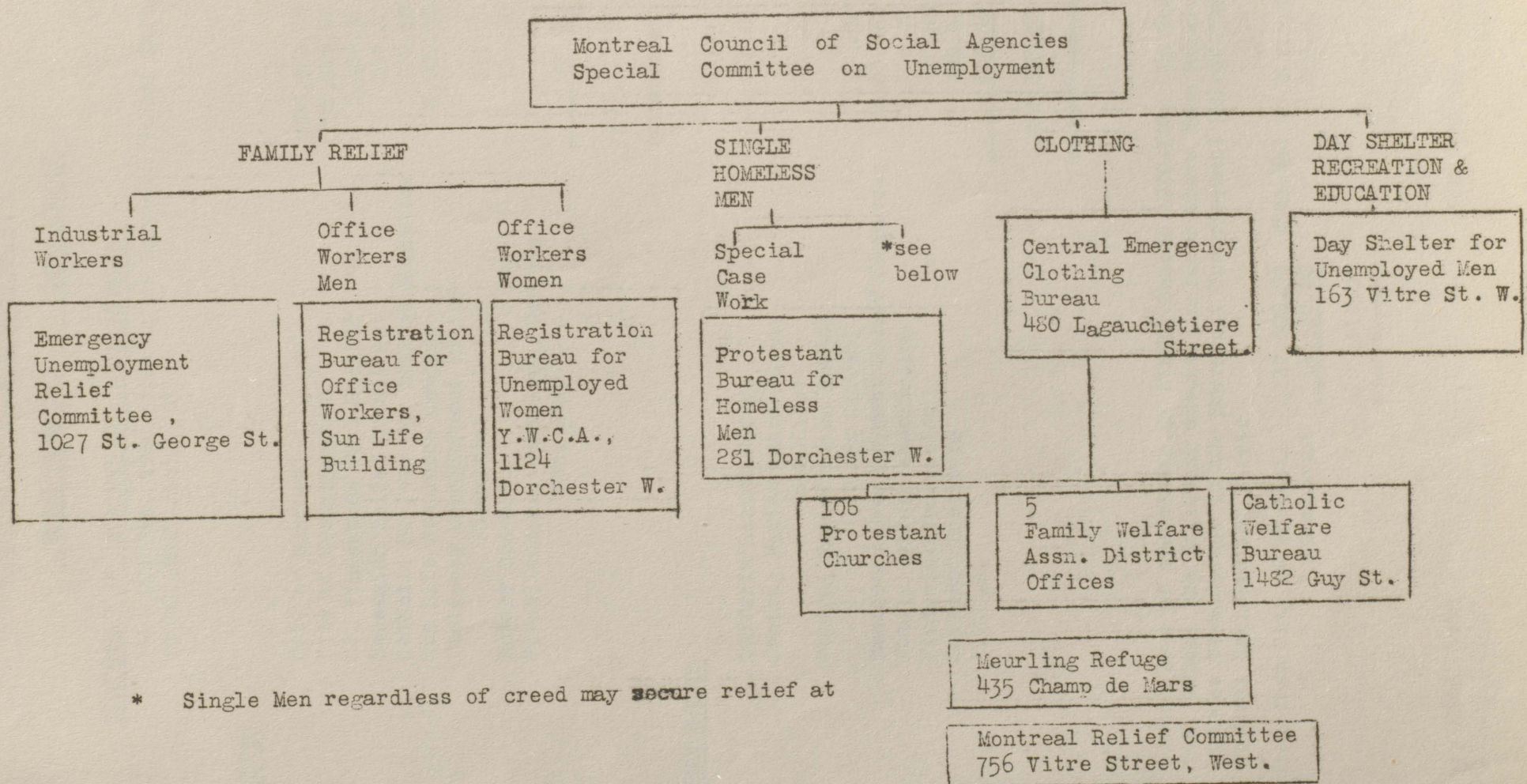
The Special Committee on Unemployment has met the Executive Committee of the City repeatedly by delegation in regard to the financing of its work, and has at all times been received sympathetically. During the year 1931, \$217,859.00 has been paid to the Montreal Council of Social Agencies by the City for unemployment relief.

In the fall a delegation from the Special Committee on Unemployment met the City Council of Westmount and appealed to that body for financial help. A most attentive hearing was given and as a result a very substantial sum of money was voted by the City of Westmount towards unemployment relief in Montreal. The Protestant share of the money already allotted is \$14,910.00. The contribution of the City of Westmount was actuated by the highest motives and we wish at this time to record publicly our sincere appreciation of its generosity.

The audited financial statement of the Special Committee on Unemployment now follows. We are indebted to the Sun Life Assurance Company for the services of the auditors in this work.

Frank G. Pedley, M.D.,
Secretary, Special Committee on Unemployment.

PROTESTANT UNEMPLOYMENT RELIEF 1931-1932



MONTREAL COUNCIL OF SOCIAL AGENCIES

SPECIAL COMMITTEE ON UNEMPLOYMENT

STATEMENT OF RECEIPTS AND DISBURSEMENTS -

FROM OCTOBER, 1930 (Opening of Dufferin School Refuge)
TO DECEMBER 31st, 1931.

RECEIPTS

City of Montreal	\$238,959.00
City of Westmount	15,010.00
St. Vincent de Paul Society	5,484.80
Norwegian Relief Committee	107.20
Catholic Society for British Migration	259.50
Sun Life Assurance Company	2,000.00
Emergency Unemployment Relief Committee - Refund	311.25
Rotary Concert	136.00
Miscellaneous, Donations, Refunds Etc. Etc.	845.58
	<u>\$263,113.33</u>

DISBURSEMENTS

Dufferin School Refuge	\$ 50,740.01
Central Registration Bureau (Sun Life)	9,762.27
Central Registration Bureau (Vitre Street)	7,500.00
Emergency Unemployment Relief Committee	176,359.32
Family Welfare Association	18,136.42
Financial Federation	15.55
Sailors' Institute	495.36
Y.M.C.A.	104.40
	<u>\$263,113.33</u>

Note:

Since close of operations of Winter Season 1930-1931, in Summer of 1931 (June) the following amounts included above were received and cheques re-endorsed to the Emergency Unemployment Relief Committee and Central Registration Bureau

Received from City of Montreal	\$137,000.00	Endorsed to E.U.R.C.	\$144,410.00
" " " " Westmount	14,910.00	" " C.R.B.	7,500.00
	<u>\$151,910.00</u>		<u>\$151,910.00</u>

Verified

January 21st, 1932.
LIONEL E. BRITTLE

John McLaren, C.A.
January 22nd, 1932.

REPORT OF THE SPECIAL COMMITTEE ON UNEMPLOYMENT

January 1st, to December 31st, 1932

PERSONNEL OF COMMITTEE

Hon. Chairman, Norman J. Dawes
Vice-Chairman, Jas. H. Webb
Secretary, Dr. Frank G. Pedley
Chairman, Dr. Grant Fleming
Treasurer, Major P.A. Curry

Dr. F. D. Adams		A. D. MacTier
F. M. Aykroyd	Jackson Dodds	Miss M. F. Mackenzie
Col. G. W. Birks	F. G. Donaldson	Brig. Gen. G.E.McCuaig
Miss M. Bradford	E. E. Duckworth	Arthur H. Milne
Lt.Col. W. Bovey	Miss Greta Finley	G. E. Moberly
Q. C. D. Bovey	P. S. Fisher	Walter Molson
Capt. Wm. Bowie	J. T. Foster	J. C. Newman
J. S. Brierley	S. C. Holland	Miss F. M. Postill
L. E. Brittle	W. J. Holliday	Dr. H. R. Y. Reid
Lt.Col. John Buckley	A. L. R. Howard	F. T. W. Saunders
F. J. Campbell	S. J. Hungerford	R. W. Steele
F. R. Clarke	R. P. Jellett	A. C. Thorne
G. B. Clarke	J. E. Macpherson	W. A. Tooke
Sir Arthur Currie		

The report now to be presented is the third annual report of the Special Committee on Unemployment. Each year we have had to record an increase in distress due to unemployment and this report will reveal a situation which is unparalleled in the history of Montreal. Fortunately as the time goes on experience is gained and facilities improve, so that it is, I believe, true to say that the administrative machinery is running more smoothly than at any time previously. We do not wish to imply by this that methods of relief are satisfactory. It can be laid down as a general principle that methods which keep able bodied persons in idleness are never satisfactory, for every idle man is an economic loss to society, but a satisfactory solution to this economic difficulty has yet to be found, and in the meantime there appear to be fewer hitches in the relief administration than formerly.

HOMELESS MEN

The direct relief of homeless men was taken out of the hands of the committee in August, 1931, when the Montreal Relief Committee was appointed by the City. The shelter at 756 Vitre Street has operated continuously since that time.

DAY SHELTER FOR UNEMPLOYED MEN

The activities of the Day Shelter for Unemployed Men during the fall of 1931 and the winter of 1932, are recorded in a pamphlet prepared by Dr. Frank D. Adams, Chairman of the Committee. This activity is not under the jurisdiction of the Special Committee on Unemployment, since its finances are derived in part from the Montreal Relief Committee and in part from private subscriptions. We desire, however, to record our appreciation of the splendid work being accomplished by the Committee. The record of the first year's work was sufficiently impressive to arouse interest all over the continent and it was necessary to

issue a second edition of Dr. Adam's pamphlet. The Shelter closed its doors during the summer months, but re-opened in October and has been serving a considerably larger clientele this season. The same activities are carried on this season as last, namely, - games, library, theatre and educational classes, and the Anglican and United churches are continuing their financial support of the educational classes and the library. A new feature has been introduced through the interest of the Lions' Club. This is a shoe repairing shop where men can repair their own shoes under the direction of an experienced cobbler. Dr. Adams and his Committee are to be warmly congratulated on the important work being done.

FAMILY RELIEF

Emergency Unemployment Relief Committee

The great bulk of family relief is being administered by the Emergency Unemployment Relief Committee. At the end of 1931 about 2,000 Protestant families were being assisted weekly by the Committee. This case load has doubled and during the last week in December 1932, over 4,000 families were given relief. General McCuaig has continued to act as chairman of the Emergency Unemployment Relief Committee. More and more do we appreciate the valuable service which General McCuaig is rendering the whole city in the present crisis. His experience and judgment are invaluable and his unselfish devotion to the solution of the many relief problems cannot be adequately recognized.

UNEMPLOYMENT AMONG OFFICE WORKERS

Business and Professional Women's Bureau The Young Women's Christian Association

The Young Women's Christian Association continued to operate its Business and Professional Women's Bureau during 1932. The value of this Bureau has been abundantly demonstrated. Women of the office work type find in the Young Women's Christian Association a friend in need. In addition to the facilities provided for securing what vacant positions there are, material assistance is given to them in need. During the year, 1,744 office workers were registered and 298 placements made. No small part of the work of the Young Women's Christian Association consists in providing useful leisure time activities for these unemployed women. Seventeen educational classes in various practical subjects were conducted with a registration of 487 women. The afternoon recreation programs were extended to a large number of unemployed women, the actual attendance during the year being 13,033.

Registration Bureau for Office Workers The Young Men's Christian Association

This Bureau has operated its important activities during all of 1932, offering a double service - registration of office workers for employment and assistance in case of need. It would seem that the need of special provision for the so called "white collar" worker has definitely been established. During the year 1932, 3,179 persons were registered for employment and 403 placements were made. In the month of December 174 families received relief and 495 single men. We wish to record our appreciation of the excellent service rendered to the community by the Young Men's Christian Association. Thousands of individuals have reason to thank the Y. M. C. A. for the help extended to them by this Bureau. The Sun Life Assurance Company is to be thanked also for their generosity in making available office space in their building for the purpose.

SINGLE WOMEN

In August 1932, the City Advisory Relief Board decided that special arrangements would have to be made for unemployed single women. Rather than create a special refuge for them, which in many respects would be undesirable, it was decided to subsidize organizations doing work in that field. The Montreal Council of Social Agencies was accordingly invited to make arrangements for taking care of Protestant women destitute on account of unemployment. We have asked the following organizations to assist in the work:-

The Big Sister Association
 The Society for the Protection of Women and Children
 The Young Women's Christian Association
 The Prisoners' Aid and Welfare Association
 The Family Welfare Association
 The Salvation Army
 The Sheltering Home

The City agrees to pay the cost provided it does not average more than \$10.00 per month per person assisted. The number of destitute unemployed Protestant women now being assisted monthly is about 600.

Reference has been made above to the work of the Business and Professional Women's Bureau of the Young Women's Christian Association. A Domestic and Industrial Employment service has been conducted there for years. In 1932, 6,323 women were registered in this Department and 2,204 placements made. To the unemployed women of Montreal the Y.W.C.A. gave 26,595 free meals and 5,712 free nights shelter.

CENTRAL EMERGENCY CLOTHING ROOM

We would like to pay special tribute to the Central Emergency Clothing Committee. This Committee is made up of representatives of the Family Welfare Association, the Emergency Unemployment Relief Committee, and the Protestant denominations. Under the able chairmanship of Mrs. A. H. Dalrymple, the work of the Committee has been prodigious. The Clothing Room at 480 Lagauchetiere Street W., is a hive of industry and many unemployed persons have been absorbed by its activities in reconditioning clothes and shoes. During 1932, 14,260 requisitions for clothes were filled representing 102,586 individual articles. Contact with needy people is made through some 120 churches and through the district offices of the Family Welfare Association.

ADVISORY RELIEF BOARD

The Advisory Relief Board was appointed by the City in November 1930 for the purpose of advising the City as to the need in connection with unemployment relief. We have had representation on this Board since its inception. Mr. George Lyman, our first representative, was succeeded by General McCuaig, who was forced by reason of his manifold activities to retire in February, 1932. Mr. Walter Molson was appointed to fill General McCuaig's place and has rendered exceedingly valuable services ever since. The Board has proved a valuable link between the private organizations and the City Council, and its recommendations have been accepted for the most part by the City authorities. Mr. Albert Chevalier is Chairman of this Board and deserves a special word of appreciation for his co-operative spirit.

FINANCES

The audited statement of the Committee is attached to this report. Details of expenditure will be found in the statements of the participating organizations as they are published.

At the time of presenting the report a year ago, the Committee was struggling with a principle which from the first it had insisted was unsound, namely that payment should be made to the charitable organizations on the basis of the population they represented rather than on the basis of the needs of that population. As Protestants we were paid 19% of the amount voted by the City, irrespective of the needs of the Protestant population. This was obviously an inequitable basis of payment, and in June 1932, the City changed its method and began paying on the basis of the actual expenditures of the organizations concerned. Since that time the finances have been more satisfactory and it has been unnecessary to wait upon the Executive Committee by delegation as was done repeatedly before. The problem of relief has now reached such proportions that no longer does the question come up of the ability of private organizations to finance the load.

We think that the City Council is to be warmly congratulated on their public spirited attitude in the matter. The finances of the City are naturally of concern to us all and we extend to the City authorities our greatest sympathy in the difficult situation they are called upon to face. Obviously the hungry must be fed and the homeless sheltered and somehow the funds must be secured, but this self-evident fact does not make the task any less difficult.

In this connection special recognition should be made of the Federal and Provincial Governments. Relief expenditures have been accepted as a tripartite responsibility, and we think that perhaps there is a tendency not to appreciate sufficiently the vision of the Federal Government in 1930 in accepting partial responsibility for unemployment relief. It is of interest in this connection to note that the Federal Government, at Washington, waited until June, 1932, to take this step.

The finances supplied by the City have enabled the Committee to fill the needs of the participating agencies, so far as the items of food, fuel, shelter and clothing for employable persons are concerned, but it must be recognized that nearly all the private social agencies in the City have contributed necessary services to the unemployed and destitute which have not been paid for out of public funds. The Family Welfare Association has nearly doubled its case load during the depression entirely due to the unemployment situation, and is being recompensed only in a small degree by public funds for its greatly increased expenditure. The Victorian Order of Nurses, the Child Welfare Association and the Federation Health Service have filled an important gap in governmental relief, for medical care is not provided for in the scheme of public relief. Many other agencies and all the churches have served the unemployed in one way or another oftentimes with very little recognition.

One difficulty arose in the summer in connection with the Registration Bureau for Office Workers. The per capita expenses of this Bureau are essentially greater than for ordinary relief, and a deficit of substantial proportions appeared which did not seem properly chargeable to the City. The Special Committee on Unemployment has been given the power of independent financial appeal if neces-

sary and has, as a matter of fact, used that power on one or two occasions. However, since the machinery of appeal was set up in the office of the Emergency Unemployment Relief Committee, it seemed logical for that Committee actually to issue the appeal. Accordingly they were invited to do so and readily acquiesced. A letter was sent out in September 1932, with gratifying results, and it is thought that sufficient funds are on hand to meet the needs of the Young Women's Christian Association's and the Young Men's Christian Association's Bureaux for some months to come.

A certain amount of criticism has appeared in the press regarding the operation of the system of relief in Montreal. The Committee has considered the matter frequently and in a letter to the City sent in May last, advocated four things which it seems worthwhile recording here,-

- (a) to plan distribution of the money according to the needs of the destitute individuals and not according to any arbitrary population group,
- (b) to establish adequate standards of relief, approved by properly qualified authorities, which would be adopted by all organizations receiving public money for the purpose,
- (c) to consider plans for meeting the need next fall and winter, as well as for the coming summer season,
- (d) to arrange for an audit of all the moneys expended.

At the beginning of the report it was stated that a situation of unemployment, unparalleled in the history of Montreal, had occurred. The figures already given indicate that nearly 5,000 Protestant families are being furnished with the bare necessities of life weekly. Practically none of these families were dependent three years ago. The results of the 1931 census enumeration of the unemployed were published in July, 1932. By actual count there were 45,609 wage earners unemployed in June 1931. Since that date, according to the reports of the Federal Bureau of Labour, there has been a decline in employment of probably twenty percent. Estimating from these figures, it is probable that at least 80,000 wage earners are unemployed in Montreal at the present time. In addition an army of workers are struggling on part time with pitifully inadequate wages.

One point needs mention in this report, and that is the change of attitude towards relief on the part of governments. In the spring of 1932 the Federal Government decided to withdraw from the relief works field and to concentrate its resources on direct relief. The wisdom of this decision is not admitted by all, but it is generally admitted that direct relief is much the cheapest way of handling the problem. The intangible effects of demoralization from idleness cannot be assessed in dollars and cents, but the expense of creating public works which are not urgently needed can, and in any event, whether wisely or unwisely, the Federal Government has made this decision, and in consequence the City is not in the position to offer as much work to its unemployed citizens as formerly.

Finally the Committee would like to express their thanks to Dr. Grant Fleming, who has acted as Chairman ever since the organization of the Committee. Dr. Fleming has given unsparingly of time and energy to the work. His balanced judgment has been of invaluable service in solving the many problems which have confronted the Committee. Mr. Jas. H. Webb has acted as Vice-chairman and has been called upon for service on many occasions. We desire publicly to record our appreciation of Mr. Webb's help.

(Signed) Frank G. Pedley

Secretary

MONTREAL COUNCIL OF SOCIAL AGENCIES

Special Committee on Unemployment

RECEIPTS AND DISBURSEMENTS FOR THE
YEAR ENDED 31st, DECEMBER, 1932

* RECEIPTS

City of Montreal	\$678,185.75	
Canadian Red Cross Society	<u>3,848.29</u>	\$682,034.04

DISBURSEMENTS

Family Relief

Emergency Unemployment Relief Committee	\$673,524.75	
Family Welfare Association	<u>4,661.00</u>	\$678,185.75

Single Women's Relief

Family Welfare Association	1,377.14	
Young Women's Christian Association	1,150.98	
The Salvation Army	633.73	
The Sheltering Home	421.38	
Big Sister Association	175.64	
Society for the Protection of Women and Children	58.22	
Prisoners' Aid and Welfare Ass'n.	<u>31.20</u>	<u>3,848.29</u>
		\$682,034.04

MONTREAL, 23rd JANUARY, 1933

AUDITED AND VERIFIED,

(signed) A. K. FISK, SKELTON & CO.

CHARTERED ACCOUNTANTS

* All moneys received are supplied by Dominion, Provincial, Municipal Governments, either directly from the City of Montreal or indirectly through the Canadian Red Cross Society.

REPORT OF THE SPECIAL COMMITTEE ON UNEMPLOYMENT

January 1st, to December 31st, 1933

PERSONNEL OF COMMITTEE

Hon. Chairman, Norman J. Dawes
Vice-Chairman, Dr. Grant Fleming

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

Dr. F.D. Adams
W.F. Angus
F.M. Aykroyd
J.W. Beaton
Col. G. Birks
Col. W. Bovey
Capt. Wm. Bowie
J.S. Brierley
L.E. Brittle
C.B. Brown
Col. John Buckley
Mrs. A.F. Byers
F.J. Campbell
F.R. Clarke

G.B. Clarke
Mrs. J.J. Creelman
Sir Arthur Currie
Major P.A. Curry
Jackson Dodds
E.E. Duckworth
Miss Greta Finley
P.S. Fisher
J.T. Foster
George Hodge
S.C. Holland
W.J. Holliday
S.J. Hungerford
R.P. Jellett

Miss M. Winnifred Kydd
Miss M.F. Mackenzie
Brig. Gen. G.E. McCuaig
Arthur H. Milne
G.E. Moberly
Walter Molson
Alex McA. Murphy
Miss F.M. Postill
Dr. Helen R.Y. Reid
Col. Irving P. Rexford
W.W. Southam
R.W. Steele
B.B. Stevenson
H.P. Thornhill
James H. Webb

In this fourth annual report of the Special Committee on Unemployment, a record will be found of the increasing incidence of destitution, due to unemployment to a degree which three years ago would have been thought to have been impossible.

During the first eleven months of the year material relief to the unemployed was handled on behalf of the City by the private agencies, but in the month of December, the City, through its newly created Unemployment Commission, assumed direct control of unemployment relief and in so doing, departed from a policy which has been practised for the past three centuries in Quebec of administering social services through volunteer organizations.

During the year 1933 also, the Emergency Unemployment Relief Committee became a member of the Financial Federation and from that date, instead of the Montreal Council of Social Agencies being responsible to the City for the administration of the monies paid by the City for the Protestant unemployed, the responsibility was transferred to the Financial Federation. Consequently, the audit which accompanies this report refers to the first six months of 1933. For the remaining months, the audit will be found attached to the annual report of Financial Federation.

We regret to state that Dr. Grant Fleming has found it necessary to retire as Chairman of the Committee. Dr. Fleming devoted a great deal of time and energy to the work of the Committee during a period of nearly three years and we can only repeat what we have said in earlier reports, that his balanced judgment has been invaluable in solving the many problems which have confronted the Committee. We are glad to say that Dr. Fleming will continue as Vice-Chairman of the Committee. Before Dr. Fleming retired a slight re-organization

of the Committee was effected which is dealt with in the report of the Secretary of the Montreal Council of Social Agencies.

HOMELESS MEN

Direct relief to homeless men continued to be administered on a non-sectarian basis by the Montreal Relief Committee until the middle of the year, when it reverted to a sectarian basis. The Inspector Street Refuge at that time continued to operate, but for Protestants and those not otherwise specially provided for. A new refuge, the Belmont Street Refuge, was opened for French Canadian homeless men. The Jews and English Catholics had previously made special provision for their homeless men in the north end of the city. None of these activities were affiliated with the Special Committee on Unemployment.

FAMILY RELIEF

Emergency Unemployment Relief Committee

The great bulk of family relief continued to be administered by the Emergency Unemployment Relief Committee. During the last week in December, 1932, 4,200 families were given relief. This number rose week by week to a peak in March, 1934 of 4,910 families and then started to decline until a low point of 4,068 families was reached on September 30th, 1933. Following that low point, the numbers on relief rose again. Every week during the year the numbers on relief were materially higher than at the corresponding week the year previously. The peak of 1932 was 4,201 families.

The other religious groups in the City were having a somewhat similar experience and at one time no fewer than 280,000 individuals, or 34% of the population were receiving direct relief on account of unemployment.

We again wish to record our appreciation of the services which Gen. G. E. McCuaig has rendered, not only to the Protestant community but the City as a whole in these very trying times. The direction of the bulk of the work has fallen on his shoulders and at all times his judgments have been fair and humane.

Family Welfare Association

A number of unemployed widows and young persons remained under the care of the Family Welfare Association. The number amounted to about 5% of our total unemployment load and the expense of caring for these families has been charged to the City. This represents only a small part of the work of the Family Welfare Association. Most of the families cared for by that organization were not thought to be eligible for Government relief.

HOMELESS WOMEN

An arrangement had been made with the City in 1932 for the care of homeless unemployed women whereby the four sectarian organizations agreed to assist these women at an average cost not to exceed \$10.00 a month. This work has been done by the Young Women's Christian Association, the Family Welfare Association, the Girls' Cottage Industrial School, the Salvation Army, the Big Sister Association, the Prisoners' Aid and Welfare Association and the Sheltering Home. It was

thought wiser to separate the women in different categories and the plan, though apparently complicated, has worked well.

EMPLOYMENT AMONG OFFICE WORKERS

The two organizations primarily concerned with unemployment among office workers are the Young Women's Christian Association and the Young Men's Christian Association. During the year a re-organization of the Committees operating these two activities was effected. For the work carried on at the Y.W.C.A. a committee representative of the Y.W.C.A., E.U.R.C. and M.C.S.A. has been appointed. A similar committee has been created for the work carried on by the Y.M.C.A. at the Sun Life Assurance Company except that the Y.W.C.A. representatives are replaced by the Y.M.C.A. representatives.

Business and Professional Women's Bureau - Y.W.C.A.

The Y.W.C.A. operated its Business and Professional Women's Bureau throughout the year. This Bureau has been of inestimable assistance to a large group of women. Not only did the Bureau arrange for necessary relief, but additional services, such as educational classes, recreational programmes and so forth, were extended to the women in an effort to counteract the depression and demoralization of unemployment, and every effort was made to secure employment for them. Some idea of the extent of the work carried on by the Y.W.C.A. may be obtained by a recital of a few of the outstanding statistics of the year. The two employment bureaux (Business and Professional and Domestic and Industrial) registered 7,181 applications for work and found 2,797 jobs. 60,480 free meals and 16,394 nights' lodging were given.

Registration Bureau for Office Workers - Y.M.C.A.

The Y.M.C.A. continued its service to an increasing number of the white collar group in the Sun Life Assurance Building during 1933. The highest week recorded so far as relief was concerned, showed 373 families and 667 single men assisted. As with the Y.W.C.A. so with the Y.M.C.A., the mere recital of the number of individuals helped does not convey an adequate picture of the service rendered these people. The facilities of the Y.M.C.A. were made available to a large number of these people. Clubs were organized, a summer camp was operated and a very substantial number of men secured employment.

OTHER ACTIVITIES ON BEHALF OF THE UNEMPLOYED

The Day Shelter for Unemployed Men conducted its activities during the first four months of the year, and then discontinued when the weather became warm. When the time came to re-open the Shelter, the Committee, under Dr. F.D. Adams, made several approaches to the City for the purpose of securing financial support. At first, the City were unwilling to allocate any money to this work because the Federal and Provincial Governments did not consider it to come within the meaning of the word "shelter" and had refused to pay a share of the cost of operating the Shelter. However, as the weather became colder, it became more and more apparent that a day shelter was necessary for the homeless men lodged at the various refuges and finally on December 15th, authority was given the Committee of the Day Shelter to commence its activities forthwith and a sum of \$1,500 per month was allocated by the City for that purpose. The Montreal Tramways again made available to the Committee the old St. Laurent School and on December 18th, the Shelter reopened

its door. The opening was timely for the weather was very cold and the men were obviously glad to find the place available. The number of homeless men in the city has declined substantially, due, probably, to the removal of many to the camps established by the Department of National Defence. Dr. Adams is again in charge and is continuing to devote a great deal of time to this work.

The Community Garden League enjoyed a very successful season. 1800 garden plots were cultivated this season, more than three times last year's number and the quality of the vegetables grown appeared superior to the year before. Col. Robert Starke is president of the organization, Mr. Gregor Barclay chairman of the Executive Committee and Mrs. A.N. Jenks Secretary.

The Unemployed Boys' Farm was a new unemployment activity this year. This enterprise was organized by the Montreal Boys' Association under the leadership of Mr. St.C. Holland. Through the co-operation of the Canadian Pacific Railway a farm at Caledonia Spring was secured. Buildings were refitted to accommodate 100 boys. Several cows were obtained and a considerable amount of land put under cultivation. The essential idea underlying this project was to give experience and training to boys in farm life so that they could judge whether they were willing to take up farming as an occupation. Incidentally the boys were removed from the city streets for three months and given the advantage of country life. The Montreal Boys' Association are satisfied with the results of the summer's work. 36 boys secured positions on farms and many others will undoubtedly find employment in the spring. It is to be hoped that finances will be available to operate this farm again in 1934.

The Rosemount Community Centre which was organized in the fall of 1932 continued throughout the year 1933. This venture, financed jointly by the Junior League and the Parks and Playgrounds Association, through Financial Federation, has proved to be very interesting and entirely worthwhile. 26 groups meet weekly for various purposes. There are sewing circles for women and girls, choral societies, an orchestra, a debating society, men's clubs, carpentry classes and physical training classes. Most of the activities are carried on in the Rosemount School which has been made available by the School Commissioners. Some 1,000 persons participate in this centre. Arrangements have already been made to extend this type of activity to other areas in the city.

CITY ADMINISTRATION AND FINANCES

The cost of most of the unemployment activities has been met by public funds, but a substantial amount of money has been raised privately. Part of the work for the white collar unemployed is financed by private subscription. The Community Garden League, the Unemployed Boys' Training Farm and the Rosemount Community Centre were almost entirely paid for by money raised privately. The Day Shelter for Homeless Men in addition to its City grant secured financial support from the Anglican Church, the United Church, Financial Federation, the Lions Club and from individual subscribers.

So far as the public funds are concerned, during the first six months of the year they were paid largely on the basis of \$32 per month per family. After June, however, the practice was changed and payment was made on the basis of money spent rather than on estimated expenditure. This appeared to be the more desirable method. The chief financial difficulty has occurred in delayed payment. Frequently

the City has been more than three months in arrears in its payment and this has caused considerable worry and has necessitated several delegations to the City authorities. The City in turn has found it very difficult to collect promptly the provincial and federal share of the moneys expended.

The Direct Relief Commission which consisted of representatives from the four major sectarian groups and from the City Council, administered unemployment relief in an advisory capacity until July, 1933. A new Commission was then appointed of three members appointed by the City Council but independent of the Council so far as its membership was concerned. Mr. H.A. Terreault is Chairman of the new Commission and Messrs. J.N. Drummond and J.A.A. Leclair are members. This Commission has revolutionized unemployment relief in Montreal. It has done away with the food vouchers or "bons" and substituted cheques in their place, and it has removed the administration of unemployment relief from the private organizations and assumed that function directly.

So far as relief to Protestant families is concerned, its administration was transferred to the City on December 4, 1933. The single women still remain our charge and will continue to be so until further orders.

The efforts of the organizations formerly doing the work are now directed to helping the new machinery to function smoothly and our best wishes go to Mr. Terreault and his associates in their heavy task.

Now that the cheque system has been established, we appear to be one step nearer some form of unemployment insurance, which has been an objective of the Council and which would appear to be the most reasonable way of alleviating a situation which still calls for a cure.

So far as the unemployment situation in general is concerned, there are signs which indicate an improvement. The official figures of the Department of Trade and Commerce show the most marked improvement in employment since the commencement of the depression. The situation in Montreal has not improved to the same extent as elsewhere but there can be little doubt that if employment continues to pick up, Montreal will soon fall into line.

(Signed) J. E. Macpherson,
Chairman.

Frank G. Pedley,
Secretary.

MONTREAL COUNCIL OF SOCIAL AGENCIES

Special Committee on Unemployment

RECEIPTS AND DISBURSEMENTS FOR SIX MONTHS, 1933

RECEIPTS

City of Montreal	\$712,335.00	
Canadian Red Cross Society	<u>14,355.53</u>	
		<u>726,690.53</u>

DISBURSEMENTS

Family Relief:

Emergency Unemployment Relief Committee	549,547.70	
Family Welfare Association	34,251.30	
Financial Federation - Public Relief	<u>128,536.00</u>	712,335.00

Single Women Relief:

Big Sister Association	384.30	
Family Welfare Association	4,015.99	
Prisoners' Aid and Welfare Association	293.30	
Salvation Army	3,381.16	
Society for the Protection of Women and Children	65.15	
Sheltering Home	1,551.06	
Young Women's Christian Association	<u>4,664.57</u>	<u>14,355.53</u>
		<u>726,690.53</u>

MONTREAL, 22nd JANUARY, 1934

AUDITED AND VERIFIED,

(Signed) A.K. Fisk, Skelton & Co.

CHARTERED ACCOUNTANTS.