SOCIAL ASSISTANCE IN NEW WESTMINSTER

A Survey of Origins, and the Current Pattern

by

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Abstract

SOCIAL ASSISTANCE IN NEW WESTMINSTER

Persons not covered by categorical aid programs (such as old age assistance and mother's allowance) and insurance schemes (such as old age security and unemployment insurance), are cared for by the social assistance program in British Columbia. The present study is concerned with this residual group of persons in one community - New Westminster. The development of the present assistance program is traced, the changes in caseload that have occurred in the last four years are considered, and a survey made of the cases that received assistance in 1951.

A social assistance program has been in operation in New Westminster for the past fifty years, during which time major changes have occurred. The principle of local responsibility for caring for the destitute has been modified, and the provincial government today assumes major financial responsibility for social assistance, and has formulated the policy which is followed by all public assistance agencies in the province. In contrast to the "relief days", unemployable persons today comprise the major group of persons receiving help. The employment of social workers to implement policy is also a recognized principle. Social assistance in New Westminster is only one function of the public agency. The stigma attached to charity in the relief days has decreased and persons in need are regarding assistance as a legitimate resource in times of financial stress.

The total caseload of the New Westminster agency has increased in the last four years of joint municipal-provincial operation, but this increase had been particularly prominent in the social assistance caseload. Minor (and constant) fluctuations in the number of persons requiring help have occurred, and there is a tendency for the assistance caseload to decrease in late summer. Judging from the eight-month period in 1951, the social assistance caseload is characterized by a turnover in cases as high as one in three. The social worker has met these changes by giving more of his time to the social assistance caseload.

The persons receiving assistance are not a homogenous group. They include persons who receive assistance as a temporary measure, and those for whom assistance is a permanent source of income. Again, the social assistance
group is made up of persons whose only problem is financial destitution, and those who have problems requiring casework help. A high proportion of the persons have been married at one time but are now living alone. The majority of the people on assistance are over sixty years of age, and these people suffer from crippling ailments, particularly heart disease and arthritis. One-third of the 558 persons who benefited from assistance in April 1951 were dependent children, one-half of them under ten years of age. The majority of the dependents live with a widowed or separated woman. The majority of the 122 men who received assistance in April 1951, had been previously employed as unskilled labourers. The majority of the 248 women who received assistance were housewives with no specific occupational training.

Social assistance in New Westminster is a heterogenous residual category of public assistance, with considerable fluctuation in size, indicating that the social assistance program needs to be flexible. The rates of assistance also need to be more flexible, to permit adequate coverage for persons requiring temporary help and for those requiring long-term financial assistance. An alternative would be to provide separate insurance programs for the major groups of destitutes, such as mothers with dependent children; and categorical aid programs for the totally and permanently disabled. In order to provide the casework help that sixty per cent of the cases need, the number of social workers needs to be increased. The employment of an experienced worker is essential to provide (a) uniform policy respecting eligibility and (b) early diagnosis, to ensure the application of the principle of differential treatment for the mixed groups of persons comprising the social assistance category.
SOCIAL ASSISTANCE IN NEW WESTMINSTER

A Survey of Origins, and the Current Pattern
CHAPTER ONE
THE NATURE OF THE SURVEY

The citizens of Canada, through their elected representatives, have assumed some responsibility for those persons who are unable to provide for themselves the basic necessities of life. The British North America Act states that it is a responsibility of the provinces to provide assistance to indigents. In British Columbia the "Municipal Act", passed shortly after British Columbia entered Confederation, delegated this responsibility to the local municipalities and cities.

"Public assistance is financial help, given in cash or kind, or by the provision of such services as medical care, by a governmental authority, to persons who are unable to provide for themselves the basic necessities of life". Historically, public assistance has been known as "poor relief". "Poor relief" was an all-inclusive term covering every kind of person in want, but primarily included the unemployables.

The history of public assistance in Canada has been that various groups of persons, such as the aged, the widowed and orphans, considered to be more worthy, have been lifted out of the general class of indigents. In 1920 the

1 Canadian Welfare Council, Public Assistance and The Unemployed, November 1951, page 3.
British Columbia legislature passed a "Mother's Pension Act" designed to provide for the deserving widowed mothers with children. In 1927 the Canadian parliament made it possible for the legislature in British Columbia to institute old age pensions for those over seventy years of age who were financially destitute. The remainder of the indigent population, not covered by such categorical aid programs, still remained a responsibility of the local municipalities.

The widespread unemployment during the depression introduced a new problem. The local municipalities were unable to bear the costs of issuing relief to the unemployed as well as to the unemployables. "Unemployment relief" was instituted as an emergency measure to deal with this problem, and provided for financial participation on the part of the federal and provincial governments. "Unemployment relief thus became a residual category embracing indigent unemployables as well as able-bodied unemployed".

In the more mature industrial countries, such as Great Britain, various systems of social insurance were introduced to protect the individual against "budget-shattering" contingencies arising from unemployment, disability, retirement and premature death of the wage earner. Canada followed this trend when in 1941 the "Unemployment Insurance Act" was passed to provide for future unemployment crises.

In 1951 the federal government passed an act to provide for a contributory old age security scheme.

The essential difference between public assistance and social insurance is that in public assistance help is given on the basis of need, rather than on the basis of contribution made by the individual. For the purpose of this study, persons in need are defined as those persons who do not have enough income to maintain a standard of living considered by the community to be essential for health and decency. Public assistance requires the use of a "means test" to determine who is in need of help.

Public assistance in Canada has been affected by these two separate trends; the creation of categorical aid programs, and the development of social insurance schemes. What, however, is happening to the residual group in the various communities in Canada that are not covered by either of these two programs? Who are the people that make up the residual indigent group, and what provision is made for them? These questions are of paramount importance to all concerned with the future of our social security program.

In British Columbia, the "Social Assistance Act", passed in 1945 makes provision for this residual group. According to this Act social assistance is financial aid to individuals or families, and financial aid to municipalities which

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extend services to people dependent on social assistance for their maintenance. Social Assistance also includes health services and occupation training and retraining. "Of particular significance was the inclusion of 'counselling services' in this definitive section of the Act, or services given by social workers to preserve and strengthen family life, whether financial aid was necessary or not".

The present study is concerned with the social assistance caseload and program of only one community - New Westminster. By a detailed analysis of this sample area it is possible to pursue a number of questions which have not been fully answered. These questions are of general public interest; but of special interest to the administrator and to the social worker.

The City of New Westminster was born in the days of the Gold Rush in the late 1850's. In population New Westminster ranks as the third largest city in British Columbia, having risen from a population of seven thousand in 1891 to the present population of twenty-eight thousand. New Westminster's major industry is lumbering. In addition, shipping and transportation, and fishing are its key industries. Among the secondary industries are paper making, industrial machinery manufacturing, food processing, and salmon canning. The annual gross value of production is

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estimated to be eighty million dollars a year. The annual payroll in 1950 was approximately twenty-one and a half million dollars. New Westminster provides a good sample area for the study of the operation of the social assistance program in one area, by reason of its size, history, and industrial economy.

New Westminster has had a social assistance program for the last fifty years. Numerous changes in philosophy and practices have occurred during this period of time. What these changes have been and how they affect the present assistance program are questions that have not been explored before. The development of the social assistance program is depicted to provide a basis for the assessment of the present program.

A twofold approach to the study of the assistance caseload in New Westminster is undertaken in order to discover who are the members of the residual indigent group and why they are in this category of public assistance. In the first place, the post-war changes in the caseload of the Social Assistance Department in New Westminster are examined. Secondly, the social assistance cases for the year 1951 are studied.

Some questions relating to the post-war changes in caseload are studied in detail. Do the social assistance caseload changes show any relation to the population growth of New Westminster? What are the reasons for the

fluctuations in the size of the social assistance caseload in New Westminster? Is the present trend towards the creation of more categorical aid programs continuing? In order to explore these questions, the social assistance caseload changes are studied in relation to the changes that occur in the other categories of public assistance.

Of importance to the social worker, in the handling of the caseload, is the turnover in cases that occurs. The turnover in cases is studied in order to gain some understanding of the groups of persons that make up the residual, indigent group and the comparative size of the sub groups. The residual social assistance group is not a homongeneous category such as the old age assistance category of public assistance is.

In order to ascertain who the groups are that comprise the social assistance category an extensive study of the social assistance cases is made. The social assistance cases are classified on the basis of their family status, and age and sex distribution. The nature of the disability of those receiving assistance, their occupational background, and previous employment record are considered. These characteristics are of particular importance in view of the fact that historically, public assistance was granted to unemployable indigent persons. These various aspects are correlated with the length of time the clients have received assistance. This examination of the cases is undertaken in
order to ascertain why these clients are in this category of assistance and what their specific problems are. Only by knowing the background of the agency, the nature and size of the caseload and the persons who are receiving assistance, can the social worker hope to employ his skills and his time to the best advantage.

The present study is in the nature of an extensive survey rather than an intensive analysis of each individual case. The month of April 1951 is selected as a base month for the compilation of case-statistical forms. This month is chosen because it represents an average month. The caseload in April 1951 is lower than the peak in the preceding winter months, and higher than the caseload in the summer months. Also in April the provincial welfare department requested all welfare offices in the province to complete questionnaires on all cases receiving assistance. It is therefore possible to use this information on the New Westminster cases in this study. To provide some form of comparison in measuring caseload turnover, the month of December 1951 is selected and a similar survey made.

The monthly statistical returns, completed by each social worker, are used in studying changes that have occurred in the caseload of the agency. These monthly returns also indicate the amount of work done by the social workers. The monthly returns are also the source material for comparing the size of the social assistance caseload with the total caseload of the agency.
The case files of the New Westminster agency provide the chief source of material used in studying the cases themselves. The April survey furnishes the material for the classification of the cases according to family status, age and sex. In addition the April survey supplies the information with regard to the birthplace and residence responsibility of the family heads. In December all the active cases in the agency were read. In addition to the information obtained in the April survey, the clients' disabilities and occupational background are noted. To measure the degree of severity of the clients' handicaps a simple threefold rating scale is used. A twofold rating is employed to measure the clients' previous employment records.

On the basis of the reading of the files in December 1951 an attempt is made to list problems existing in the cases other than financial. These problems are major disturbances that the social workers had either recorded as requiring help, or were already engaged in helping. A tenfold classification of problems is used and each case is rated as to whether one or more problems are present.

The method of study described above is employed to illustrate who the groups of clients are that make up the social assistance category in New Westminster, why they are in this group, and what some of their major problems are. On the basis of this information concerning the social
assistance caseload and program in one sample area, several recommendations are made. These recommendations relate to the present handling of the social assistance caseload by the social worker, and the relationship of the social assistance program to the categorical aid programs and insurance schemes in existence in British Columbia.
CHAPTER TWO

THE DEVELOPMENT OF SOCIAL ASSISTANCE IN NEW WESTMINSTER

The city of New Westminster has made public provision for assistance to destitute persons and families for the past fifty years. At the beginning of this century it was recognised that the destitute persons were entitled to help from public funds. The city provided the funds and private church members, giving their services voluntarily, determined and implemented policy.

The depression forced a new approach because of the large number of able-bodied persons who were out of work. Paid officials were employed for the first time to determine eligibility and issue relief orders. The City Council of New Westminster placed a great deal of emphasis on the provision of some measure of work to the unemployed. The problem of unemployment did a great deal to shatter the philosophy that the individual could protect himself, on his own, against the contingencies of life. This change in attitude was reflected by the setting up of an unemployment insurance program at the federal level. As a result, the social assistance department was left with the task of caring for those people who were destitute and unable to work.

In theory, the present emphasis is on the rehabilitation of those financially unable to provide for themselves. Social workers are employed to operate the assistance program on a casework basis, in keeping with the new concept of assistance as defined in the "Social Assistance Act" of 1945. To a certain extent the old concept of local responsibility
has changed, and since 1947 the provincial government has assumed eighty per cent of the cost to the actual assistance granted to the destitute. Social assistance is only one aspect of the wider welfare function of the assistance department. The present program can however, only be assessed in terms of its past history, and it is the purpose of this chapter to consider briefly the development of the social assistance program.

The Westminster Benevolent Society was formed in 1903. The constitution adopted by the city council stated that the "Society is organized for the purpose of dealing with all cases of persons who might require relief and assistance from the Corporation of the City of New Westminster, and of the distributing of the same to the greatest advantage." This quotation seems to indicate that the city council recognized that there were needy in the city and that these needy persons might require help from public funds.

The members of the society represented the local churches on the one hand, and the city council on the other. "The society is composed of two ladies appointed from each church congregation in the city, with the Mayor as President, and the City Clerk as Secretary; a Vice-president and Treasurer to be elected from among the members". The expenses of the society were borne entirely by the city. The

1 See Appendix One which gives the complete constitution of the Westminster Benevolent Society adopted January 14, 1903.

2 Loc. cit.
delegates from the city churches were responsible for the investigation of cases of destitution. The eligibility of persons was decided by a majority vote at the society's monthly meetings.

The city was divided into ten different zones to provide adequate coverage. Two ladies, representing different churches, were assigned to each of the zones for the purpose of investigating requests for assistance. The practice was to assign the women to the districts in which they lived, as it was felt they would be more familiar with families in need. Each team, of two women, was responsible for making an oral report to the society each month. No remuneration was provided by the society for the members who carried out the investigations.

The constitution provided that all relief was to be given in kind, and money only in special cases. In practice, a family or person in financial need was allowed credit at the local store or dairy for a specific amount. The treasurer would pay the accounts after they had been passed by the society. Only in exceptional cases, where the family had exceeded the credit, or bought groceries not considered essential, did the society do the actual ordering of the groceries.

The available financial records of the operation of the society date back to 1917 and the first records of minutes date back to 1923. The minutes of these meetings contain lists of expenditures, persons receiving assistance, and a brief summary of the cases discussed. No individual records
of cases were kept, and eligibility was determined, by the team, on an individual basis. The average grocery order during 1923 was six to eight dollars per family. In May 1923, the society spent a total of two hundred dollars. This amount was spent on fourteen families.

The minutes of the society reveal a gradual change in policy. Originally only credit for food was provided for the clients. Somewhat later rental allowances, usually in the amount of ten dollars, were provided. In April 1924, the society paid $7.50 to a doctor for three home visits, and this is the first record of medical provision for indigents.

Several years later the society began to cooperate with the Vancouver children's societies. The Westminster Benevolent Society paid for several cases where children were being cared for by the two children's aid societies in Vancouver. The reports submitted by these agencies were followed with great interest, and in several cases the Westminster Benevolent Society made permanent plans for the children. This interest in child welfare increased in the 1930's when the local society made several private placements. Board for the children was provided by the society, and was usually in the amount of ten dollars a month.

In deciding eligibility, strict attention was given to relative responsibility. All relatives of a person applying for help, were approached and asked to provide help. In
many cases jobs were provided for the older children so they could support their parents. In one case on record, an elderly man was unable to continue to live by himself. The society decided to help him, but a resolution was passed at the monthly meeting "that all efforts be made to trace any living relatives". Eventually a relative was located in Edmonton, who when approached by the society, agreed to have the person in need come and live with him.

The Westminster Benevolent Society was closely associated with the New Westminster Council of Women. Each year the society appointed three women as their representatives to the New Westminster Council of Women. The New Westminster Council of Women often sent resolutions in the field of social action, to the society for endorsement. The Westminster Benevolent Society endorsed a resolution asking for an increase in the pension to the aged. The society decided not to endorse a resolution calling for the organization of a separate department of public welfare to embrace the various welfare services of the government of British Columbia.

The society worked in cooperation with other local private charity societies. In November 1923, a meeting was held at the YWCA of all organizations connected with relief work. The purpose of this meeting was to discuss relief work in New Westminster to prevent duplications of services. At

1 Loc. cit.
this time the churches still sought to meet the
financial needs of their own parishioners. In answer to
some local community criticism, there is a notation in the
minutes of the society stating "that Saint Peters Church
spent twelve hundred dollars for relief of its own members
in the last year".

During the depression, the society continued to
function in a supplementary way. It continued to give aid
to persons who were unable to qualify for relief, or who
were in the process of applying for assistance.

The last records of the society available are for the
year 1939. During the month of September 1939, the society
spent three hundred dollars whereas the city relief
department spent fifteen hundred. After 1939, the society
gradually discontinued its work. For several years prior
to 1939 it had great difficulty in getting representation
from the churches and the work usually fell to three or
four women. After 1939, no formal meetings were held and
the work was carried on by the City Clerk with the help of
the Vice-President. The society continued to operate in
this manner until 1946 when it quietly disbanded. In the
last year of its operation it spent a total of $1,266.79.
At that time the city relief administrator performed the
duties of the delegates of the society.

In 1929, the city council realized that the
Westminster Benevolent Society was unable to cope with the
problem of the large number of unemployed. A separate

1 Loc. cit.
relief department, located at the Board of Work's office, was organized. Until the passing of the "Unemployment Relief Act", by the federal government, the department operated independently of provincial or federal financial aid.

Within the next few years the federal government passed the "Unemployment Relief Act", the "Unemployment and Farm Relief Act", and the "Relief Act". The federal, provincial and municipal governments shared the costs of the relief and work's programs. In October 1938, the provincial government segregated the unemployable persons from the able-bodied unemployed. The provincial government assumed forty per cent of the cost of relief to the unemployable persons.

The history of relief is marked by continual policy and program changes on the part of the senior governments. These changes made it difficult for the city council to operate a successful relief program. Each new scheme necessitated re-classification and re-registration of the unemployed. On October 29, 1930 the city clerk published a notice, in the local paper asking all unemployed to re-register and fill in special forms for work. On August 19, 1931 another notice was published again asking all single and married men to re-register for work.

The city council had to revamp its plans repeatedly. In August 1930, the city had prepared a relief budget for $166,000 and submitted the budget to Victoria. The budget was slashed in half and this meant the city council had to
formulate new plans. The original budget had been prepared on the basis of the number of married men receiving relief, and provided for work for 443 men for four days a month until May of the following year. The relief department was requested to reduce the number of people receiving relief. The only other alternative was to give all of the men two days of work a month instead of four days. The relief office found it necessary to operate on the basis of money available, rather than on the basis of existing needs. Not only were budgets slashed, but often the projects which were already underway were discontinued.

During the depression about ten to fifteen per cent of the population received assistance. In 1933, during the peak month, the relief department had 1400 cases. About 700 of these were single cases and 700 were married men with dependents. In March 1934, there were about 1055 dependents of municipal heads of families who received $2.75 a month. This would indicate that about 2500 to 3000 persons were receiving assistance. The relief department employed six officials to cope with this size of caseload.

In December 1932, a man, his wife and one child received $27.00 a month. The assistance rate was made up of two categories; food allowance, and an allowance for clothing, shelter and fuel. The clothing, shelter and fuel allowance was not to exceed forty per cent of the food allowance. Nine dollars was allowed for food for the head of the family, $3.50 for a second adult and $2.50 for each dependent under twenty-one years of age.
The maximum allowance for a single man was twenty cents a day for food, and twenty cents for clothing, shelter and fuel. Until 1934, the single man only received a food allowance. The additional twenty cents was given on the understanding that the man was expected to work when called upon to do so, or else produce a medical certificate stating he was not able to work. Any refusal to work meant debarring from any further relief. Actually, very few single men were ever required to work, but this test was used to determine the willingness of the men to work. During the early days of relief administration it was not an uncommon sight to see four hundred single men appear at the relief office daily to receive their twenty cents in scrip.

The relation between the relief scale and the work's program can best be shown by means of an illustration. In the case of a married couple, with no dependents, the man was expected to work three days a month, for which he received forty cents an hour amounting to $9.60 a month. This amount was paid to him in cash on a weekly or monthly basis. In addition the man received a grocery order for $6.50 and a shelter allowance of $5.00 making a total income of $21.25 per month. For each child, the man was allowed to work an extra day a month. The oriental scale for the same size of family amounted to $17.00 instead of $21.25 per month.

In many cases the city allowed the recipient to cut his own wood from uncleared city lots. The tools were loaned to the men, and the city supplied the transportation.
A scheme was undertaken for supplying a group of men with land and seed to grow their own vegetables. The organization was left up to the men, which did not prove very successful.

The relief recipient was never sure when a cut in his allowance would come or when the work's program would end. The daily press reported on March 16, 1933, that there was considerable uneasiness among the men because the present authorization expired at the end of the month, and no further program had been announced.

The unrest in New Westminster was particularly evident among the single men. Several demonstrations were held at the Court House protesting the cut in allowance at the end of March, 1933.

The Relief Worker's Union was a union made up of all unemployed men who were working for their relief. The union held a mass meeting of all workers on July 15, 1933 to protest the amount of assistance they received. In a statement they issued they pointed out that "it is not necessary to state the fact that present relief allowance is meant to keep the unemployed from actual starvation only, that no man can work on this allowance without injury to his health as he does not get sufficient food. This is well known to everyone. The unemployed workers in Vancouver do not work for their relief, the unemployed in Burnaby refused to do so and the recipients on the North
Shore have quit also". The union requested a wage of fifty cents an hour and an increase in the grant of fifteen dollars a month. Meetings were called in preparation for a strike vote.

One strike was attempted in the summer of 1934. One hundred and thirty men went on strike one morning and picketed the tool boxes. No notification of their intention to strike was given. No effort was made by the Board of Works to send in other workers to do the work. The city council met the same day and it was decided that no relief would be given to anyone who refused to work. The superintendent of the Board of Works reported that those active in the strike were only a very small percentage of the unemployed, and many of those who downed tools did not do so on their own volition.

With the advent of the second world war the number of unemployed persons decreased and in 1940 the relief office was closed.

During the period from 1940 to June, 1947 the city of New Westminster operated its own municipal department of social assistance. This period was a transitional stage from the relief days to the present welfare department. The city was reluctant to come within the provincial scheme of operation, as a result of poor provincial-

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1 This statement is quoted from a handbill distributed by Relief Workers' Union in July 1933.
municipal relations during the depression. During the first three years of this period the department was manned by two relief officials. The method and mode of operation was a continuation of the relief department in the depression, except that most of the recipients were unemployable persons. By 1943, the number of cases on relief had dropped to approximately 150.

The provincial government began its own program of amalgamation in 1942. The separate welfare services were brought under the Social Assistance Branch. Under this arrangement the municipalities were offered several alternative methods of operation. The larger cities were required to operate their own social welfare programs. The government offered to provide social services to the municipalities at the cost of fifteen cents per person based on the 1941 census. The other alternative was for the municipalities to operate their own programs with regard to social assistance.

New Westminster city council chose the latter course and set up a Social Assistance Department in 1943. Its function was limited to looking after the financially indigent. Child Welfare, Mother's Allowance, and Old Age Pensions were left to the provincial government. From 1943 to 1947, the city had an administrator and a senior stenographer to operate the program. Investigations, were, for the most part, carried out in the office. Eligibility was determined on the basis of medical incapacity and financial need.
Social Assistance consisted of cash payments and medical services. The city council adopted the provincial scale of assistance less five per cent. The five per cent was used for clothing allowances given on the basis of a separate application of the "means test". Total expenditures for social assistance for the year 1944 amounted to approximately thirty-nine thousand dollars. The caseload varied from 160 during the summer to 210 in the winter. Two years later the expenditures had risen to seventy thousand dollars, and caseloads had risen to 260 cases. It is interesting to note that the city made a saving of two thousand dollars by operating on a five per cent lower scale than the provincial government in 1945.

During the years 1943 to 1945, the staff of the Social Assistance Department performed the work of the Westminster Benevolent Society. The only actual difference was that the society's funds were a 100 per cent city charge. In 1946, the city could have made a saving of six hundred dollars by giving all assistance through the Social Assistance Department. Even though the expenditures of the society represented only about two per cent of the total amount spent for assistance it does illustrate the desire of the city to operate its own program with freedom to determine eligibility on its own standards.

By the passing of the "Social Assistance Act" in 1945 and implementing the recommendation of the Goldenburg report in 1947, the provincial government was able to establish better relations with the municipalities. In
June 1947, the city council decided it was to their advantage to come within the provincial plan of operation.

An amalgamated office was set up with the provincial government sharing half the cost of the salaries of the social workers. The welfare department offered a generalized welfare service, including Old Age Pensions, Mother's Allowance, Social Assistance and Child Welfare. After forty-five years of giving financial aid to the destitute, social workers were hired to operate the program. The number of social workers employed has increased, and at the present time four are working in the Social Assistance Department.

The major changes that have occurred in the past fifty years are summarized in the following manner:

1. **Agency Structure:**

   The Westminster Benevolent Society was a semi-public agency operated jointly by the city council and the local church delegates.

   The Relief Department was a public agency operated by the city under the jurisdiction of the Board of Works.

   The Social Assistance Department is a multiple-function public agency under the administration of the city and under the supervision of the provincial welfare department.

2. **Personnel Practices:**

   Church members, appointed by the local churches, performed the work of the Westminster Benevolent Society. No remuneration was provided for the work done. The city clerk performed the duties of secretary of the society.
Paid officials of the city were employed in the Relief Department.

Social workers, operating in a professional capacity, are jointly employed by the city and the province. The principle of casework supervision has been adopted.

3. Method of Financing:

In the early days the city council authorized the use of local public funds for the operation of the program. During the depression, the principle financial participation by the provincial government was established. The federal government assumed some responsibility for unemployment relief. The Budget of the Relief Department was authorized or modified by the provincial government on the basis of federal grants received.

At the present time, the city is reimbursed for about eighty per cent of the cost of assistance. The city pays the administrative costs and half the salaries of the social workers employed.

4. Services Rendered to Clients:

The Westminster Benevolent Society paid for the grocery orders. These amounted to about eight dollars per family. The women of the society took a personal interest in the clients, and often tried to find jobs to help clients become self supporting.

During the depression, assistance was given to clients not eligible for relief, and medical costs were paid in some cases. Board was arranged for orphaned children in special cases.
Relief projects were undertaken by the Board of Works to provide some work for the unemployed destitute married men. In 1932, relief orders, amounting to about twenty-seven dollars a month, were issued to a man, his wife and child. Single men were provided with scrip at the rate of forty cents a day.

The present assistance rates are $69.50 for a man, his wife and one child. This assistance is issued by cheque. Free medical and hospital care is provided and nursing home care is paid for the chronic institutional cases who are destitute. Counselling services are available to those in receipt of assistance. In addition the agency has other functions pertaining to child welfare, and other categories of public assistance, such as Mother's Allowance, and Old Age Assistance.

5. Determination of Eligibility Policy:

The policy of the Westminster Society was flexible and was determined on an individual basis by the delegates of the society by a majority vote.

For the most part investigations of destitute persons was carried out in the office during the relief days. Provincial rates of relief were adopted by the city council. Provincial supervision was a matter of financial auditing, and the determination of eligibility a local responsibility.

At the present time the provincial policy regarding eligibility is followed. For the most part eligibility is based on unemployability as certified by a medical doctor. The care of young children, and in some cases the lack of
suitable employment, entitles persons to assistance.

6. Types of Clients in Receipt of Assistance:

During the period when the Benevolent Society operated, help was given to destitute persons who did not receive aid from the local churches or from private agencies. The caseload of the agency was small, and varied with the number of other public programs in operation. In general, help was confined to those families where the wage-earner was disabled.

During the depression, the majority of the clients were able-bodied unemployed men. The single transient men proved to be a special problem. It was considerably easier for the disabled person to receive relief during the depression than prior to it. About fifteen per cent of the population received relief in 1933.

The present social assistance clients are composed of several different groups of people who are unemployable. They represent about two per cent of the population and are a residual group who are not covered by other public assistance categories or by social insurance schemes.
Social assistance is a residual category of public assistance, and because of this fact it is to be expected that there will be considerable fluctuation in the number of persons receiving social assistance. The changing philosophy of social assistance, and the changing economic situation are factors that apparently affect the size of the social assistance caseload. These factors are closely interrelated and partly account for the changes that occur in the number of social assistance cases in New Westminster.

The purpose of this chapter is to examine, in some detail, the changes in the social assistance caseload, of the welfare department in New Westminster, that have occurred in the last four years. In New Westminster the total caseload of the agency has increased, but this increase is particularly high in the social assistance category. In addition to the overall increase, the social assistance caseload is subject to a large number of minor fluctuations. During the past four years the turnover in cases, in the social assistance caseload, has been large and there are indications that certain areas of this caseload have a higher turnover than other areas. The changing function of the social worker is studied in the light of the changes that are occurring.

The term "caseload" refers to the number of files set up and carried by the New Westminster agency, during one-
month. Applicants for assistance who receive help for less than two weeks are not included in the social assistance caseload. An old age pensioner whose income is supplemented by social assistance, for the payment of nursing home care, is not classified as a social assistance case for the purpose of this study. However, a spouse of an old age pensioner, who receives social assistance, is classified as a social assistance case. Such a case is designated as a "shared service" and is counted as only one case.

"Units of social assistance" refers to the total number of persons, adults and dependents, receiving financial aid, other than temporary aid, in any calendar month.

An "active" case, from the social worker's standpoint, refers to a case on which the worker has spent time during that month, usually indicating an interview with the client. The clerical routine of mailing cheques, or receiving income statements, would not make an open case an "active" case. The decision as to whether a case is "active" is made by the worker, and is indicated by him on his daily work sheets. At the end of the month the worker uses these daily sheets in order to compile the total number of active cases for the month.

In the last fifty years the population of New Westminster has almost trebled, with most of the increase coming in the last twenty years. Figure One presents a comparison between the number of persons
receiving assistance and the population growth. Several difficulties are encountered in making this comparison. The totals for the number of persons receiving assistance are unobtainable for the same years that the census was taken. It is only possible to verify the number of persons receiving assistance for the last five years, by checking the original monthly statistics.

In 1926, about one-half per cent of the population received assistance from public funds. Three thousand persons, or fifteen per cent of the population, received relief in 1933. During the war years the number of persons receiving assistance decreased to one per cent of the population. In 1951, six hundred persons are receiving assistance. It is apparent that the number of persons in receipt of assistance shows no definite correlation with the population growth in New Westminster.

Part of the explanation for the wide variation between the population growth and the number of persons receiving assistance, is to be found in the kind of persons who are eligible for assistance. During the depression there was no unemployment insurance program and the able-bodied unemployed received relief. Today, the large majority of the able-bodied unemployed do not receive social assistance. During the war very few people were unemployed, and many handicapped persons, who at other times would have received assistance, were able to obtain jobs to support themselves. Again, many families were in a financial position to support physically handicapped members
FIGURE ONE

A. POPULATION GROWTH OF NEW WESTMINSTER (1901 - 1951)

Source: Dominion Census Bureau

B. NUMBER OF PERSONS RECEIVING ASSISTANCE (1901-1951)

Source: Annual reports of New Westminster
of their family. Due to the present high cost of living most families are not able to support unemployable relatives. In view of this, the increase from one to two per cent of the population receiving assistance, during the last six years, is not an alarming proportion. The fact that more persons are turning to public agencies for financial help does not necessarily mean that there is more financial destitution. The stigma of charity, associated with the relief days, has partly disappeared and persons in financial need are turning to public welfare agencies for financial assistance as a right.

A detailed examination of the social assistance caseload since June 1947, indicates that the major increase in social assistance cases, not persons, started in the autumn of 1949. (See Figure Two). Since 1949, there has been a fairly steady increase in the number of social assistance cases.

The increase in the total caseload of the agency is not the same as the increase in the social assistance caseload. The relation between social assistance cases and all other cases was relatively uniform up to 1950, i.e., about nineteen per cent of all cases were social assistance cases. In 1950 and 1951 this proportion shifted, and social assistance became a larger part of the

1 Table One shows the relation between the size of the social assistance caseload and the total caseload of the agency for the period 1947 - 1951.
### TABLE ONE

**SUMMARY OF CASELOAD TRENDS 1947-1951**

<table>
<thead>
<tr>
<th>Year</th>
<th>All Cases</th>
<th>Social Assistance Cases</th>
<th>Other Categories</th>
<th>Total Persons (Social Assistance)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Total</td>
<td>Active</td>
<td>Per cent</td>
<td>Total</td>
</tr>
<tr>
<td>1947</td>
<td>887</td>
<td>146</td>
<td>16</td>
<td>168</td>
</tr>
<tr>
<td>1948</td>
<td>954</td>
<td>176</td>
<td>18</td>
<td>167</td>
</tr>
<tr>
<td>1949</td>
<td>1105</td>
<td>248</td>
<td>22</td>
<td>211</td>
</tr>
<tr>
<td>1950</td>
<td>1269</td>
<td>270</td>
<td>21</td>
<td>290</td>
</tr>
<tr>
<td>1951</td>
<td>1361</td>
<td>371</td>
<td>27</td>
<td>357</td>
</tr>
<tr>
<td></td>
<td>Average</td>
<td>1119</td>
<td>242</td>
<td>235</td>
</tr>
</tbody>
</table>

Source: Monthly Statistical Returns.
FIGURE TWO

CHANGES IN SOCIAL ASSISTANCE CASES
New Westminster, June 1947 - June 1951
total caseload, rising to twenty-six per cent of the total caseload in 1951. If economic factors were solely responsible for the increase in the number of persons receiving assistance, then it would be expected that a similar increase would occur in the cases other than social assistance, i.e., in the number of persons receiving old age pension and mother's allowance.

The relation between the number of persons receiving assistance and the number of social assistance cases has been stable throughout the last five years. The average number of persons per case is 1.85. In Vancouver, the number of persons per case is 1.3, which indicates that a larger proportion of the cases in Vancouver are made up of single persons.

The social workers in New Westminster have met the increase in the number of persons receiving social assistance by allocating more of their time to this category of public assistance. In 1947, eighteen per cent of all social assistance cases were active, and sixteen per cent of all other cases were active. In the next few years, the number of active social assistance cases rose from eighteen to forty-four per cent, while the number of all other cases that were active only increased from sixteen to twenty-one per cent. Either the social workers felt that the social assistance cases required more attention

1 City of Vancouver, Report of the Social Service Department, December 1951, page 1
than the other cases, or the persons receiving assistance demanded more of the social worker's time.

The number of social workers employed was increased from three to four in 1950, and since 1949 the agency has been used as a student placement. This increase in workers was more than offset by the total increase in caseload and does not account for the percentage increase in the number of active social assistance cases. The greater percentage of active social assistance cases in relation to other cases, indicates that the social workers have been and are showing more discrimination in the differential approach to the handling of the generalized caseload. The differential approach is based on the realization that some persons have greater problems than others, and that some persons respond more readily to help than others. It would appear that the social workers feel that social assistance cases need more help, and therefore, are giving additional services, such as counselling, to the social assistance cases, in order to enable them to become financially independent. Without the greater increase in active social assistance cases, it may be tentatively assumed that the increase in the number of persons in receipt of assistance in New Westminster would be higher.

1 An "active" case is an open case in which the social worker helps the client through interview contact. An "open" case is a case in which financial assistance is currently issued.
In the last five years, about one-fifth of all cases in New Westminster have been social assistance cases. Of these social assistance cases, one-third were active cases. Again, one-third of all the active cases in the agency were active social assistance cases. Each worker spent about one-third of his time on the social assistance cases. On the basis of the average of three social workers in the New Westminster agency, it appears that one social worker's time was spent on the social assistance cases. The average number of social assistance cases per month is 235. In 1947, the average social assistance caseload was 168; three workers were employed. In 1951, the average social assistance caseload is 357. Accordingly, it could be argued that the present caseload requires six social workers.

The second major characteristic of the social assistance caseload, besides the overall increase in size, is the constant minor fluctuations that occur from month to month. (See Figure Four). Each year from 1944 - 1950, seems to have its own pattern of minor fluctuations. With the exception of the year 1949, there is a downward trend in the number of persons receiving assistance, in late summer or early fall. The most definite seasonal swing appears to be in 1950.

1 Figure Three shows the comparison of the size of the social assistance caseload in proportion to the size of the total caseload.

2 Persons on social assistance rather than cases is used in order to permit the inclusion of the period 1944 - 46.
FIGURE THREE

CASELOAD DISTRIBUTION IN NEW WESTMINSTER (1947 - 1951)

A comparison of the size of the social assistance caseload in proportion to the total caseload, indicating activity on the part of the social worker.

Social Assistance

Active Cases

SOURCE: Table One
FIGURE FOUR

CHANGES IN THE NUMBER OF PERSONS RECEIVING ASSISTANCE IN NEW WESTMINSTER, 1944-1950
The monthly fluctuations, in the number of persons receiving assistance in 1950 and 1951 in New Westminster, follow the provincial pattern. The provincial changes, in number of people receiving assistance, show an increase in late winter, and a decrease throughout the summer and fall. The same pattern applies to New Westminster except that the decrease comes later in the summer. One factor contributing to the seasonal decrease appears to be the availability of employment opportunities for the marginal unemployables. Again, a certain percentage of the caseload is made up of persons who are in the low marginal income group, who are only able to obtain work in summer and require social assistance in the winter.

The third major characteristic of the social assistance caseload in New Westminster is the large turnover of cases. The number of cases carried by the social assistance department for the months of April and December 1951 were equal. In the nine-month period from April to December, one-third of the cases were closed. Out of the 331 cases receiving assistance in April, 219 were still receiving

1 In Figure Five, the month of January was set as 100 and the other months are compared with January. It should be pointed out that Figure Five does not attempt to give the comparative number of persons on assistance between the province and New Westminster, but is a comparison of fluctuations.


3 Figure Six depicts by means of a circle graph the turnover that occurs from April to December 1951.
FIGURE FIVE

COMPARISON BETWEEN BRITISH COLUMBIA AND NEW WESTMINSTER OF THE MONTHLY FLUCTUATIONS OF UNITS OF SOCIAL ASSISTANCE, 1950 and 1951

FIGURE SIX

CASELOAD TURNOVER IN SOCIAL ASSISTANCE

April to December 1951, New Westminster

APRIL

Single without Dependents
181
Married without Dependents
51
Married with Dependents
22
Single with Dependents
77

DECEMBER

Single without Dependents
202
Married without Dependents
64
Married with Dependents
37
Single with Dependents
28

New Cases
112
Continuous Cases
219

DECEMBER
assistance in December. The high turnover implies that the social workers spent a great deal of their time establishing eligibility, i.e., 112 new cases were approved and 112 cases were closed, making a total of 224 cases where the workers considered eligibility in detail.

In order to ascertain which areas of the caseload are subject to the greatest turnover, the caseload is divided on the basis of family status. In April, 258 of the cases had single persons as family heads and 73 cases had married persons as family heads. "Single" refers to any adult person not living with a spouse regardless of that person's previous marital status. "Married" refers to two people living together as man and wife, regardless of their legal status. These two categories are subdivided on the basis of whether there are dependents other than spouses. The two single categories are further classified on the basis of sex. Table Two depicts the turnover that occurred in cases from April to December 1951. "New" refers to those cases that received assistance during December and not in April. "Continuous" refers to those cases that received assistance both in April and December. "Closed" refers to those cases that received assistance in April only.

The number of family heads who were married and had dependents increased 27 per cent in the nine-month period. Seventeen of the twenty-two cases in this category received assistance both in April and December, which indicates a
relatively small turnover. Two cases were opened for every one that was closed.

TABLE TWO

**TURNOVER IN THE SOCIAL ASSISTANCE CASELOAD in New Westminster from April to December 1951.**

<table>
<thead>
<tr>
<th>Family Status</th>
<th>Total Cases</th>
<th>Per Cent Change</th>
<th>Continuous</th>
<th>Closed</th>
<th>New</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>April</td>
<td>Dec.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Married:</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependents</td>
<td>22</td>
<td>28</td>
<td>+21</td>
<td>17</td>
<td>5</td>
</tr>
<tr>
<td>Without Dependents</td>
<td>51</td>
<td>37</td>
<td>-28</td>
<td>27</td>
<td>24</td>
</tr>
<tr>
<td>Single</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependents</td>
<td>77</td>
<td>64</td>
<td>-17</td>
<td>43</td>
<td>34</td>
</tr>
<tr>
<td>Without Dependents</td>
<td>181</td>
<td>202</td>
<td>+11</td>
<td>132</td>
<td>49</td>
</tr>
<tr>
<td>Total</td>
<td>331</td>
<td>331</td>
<td></td>
<td>219</td>
<td>112</td>
</tr>
</tbody>
</table>

The number of family heads, married and without dependents decreased by fourteen cases in the nine-month period. Almost one-half of the cases in this category were open in April and closed before December, which indicates a large turnover. One case was opened for every two that were closed.

The number of single persons with dependents decreased from 77 to 64 which indicates the opposite trend to that which occurred in the married with dependents category. Thirty-four cases were closed and only twenty-one opened. The turnover is almost as large as the turnover in the married without dependents category.

The single persons without dependents account for the largest number of cases both in April and December. The
number of single persons with dependents in receipt of social assistance increased by eleven per cent from 181 to 202 cases. Seven cases were opened for every five that were closed in the nine-month period under study.

The single men account for the major increase in the number of single persons in receipt of assistance, i.e., the number of single men increased from 74 to 90. The number of single women decreased from 184 to 176. The number of single women without dependents actually increased, but this increase was more than offset by the decrease in the number of single women with dependents.

<table>
<thead>
<tr>
<th>Category</th>
<th>Single with Dependents</th>
<th>Single without Dependents</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>April Cases</td>
<td>4</td>
<td>73</td>
<td>70</td>
</tr>
<tr>
<td>December Cases</td>
<td>2</td>
<td>62</td>
<td>88</td>
</tr>
<tr>
<td>Continuous</td>
<td>2</td>
<td>41</td>
<td>48</td>
</tr>
<tr>
<td>Closed</td>
<td>2</td>
<td>32</td>
<td>22</td>
</tr>
<tr>
<td>New</td>
<td>-</td>
<td>21</td>
<td>40</td>
</tr>
</tbody>
</table>

On the basis of this one example it is impossible to make any generalization concerning caseload turnover in New Westminster. The outstanding feature is the one-third
turnover of cases in a nine-month period. There seems to be a slight tendency for the number of single men without dependents to increase. Another trend is indicated in the increase of the number of married persons with dependents. On the basis of this one study it is impossible to say, why the number of single women with dependents should decrease and the number of single women without dependents increase.

On the basis of this examination of the caseload in New Westminster it would appear that several changes have occurred. The number of social assistance cases has been doubled in the last four years with most of the increase coming in the last two years. This increase is out of proportion to the population growth, and out of proportion to the increase in the total caseload of the agency. This increase in social assistance cases has been marked, in the agency, by an increased concentration on the past of the social worker, on this category of the total generalized caseload.

Minor and constant fluctuations in the number of social assistance cases do occur, but these fluctuations do not follow a definite seasonal pattern. There is a tendency for the assistance caseload to decrease in the late summer. This decrease in New Westminster bears some correlation to the provincial pattern of seasonal fluctuation.

The social assistance caseload is characterized by a one-third turnover in cases. The single women account
for the largest number of cases but there does appear to be a trend towards a greater number of single men receiving assistance. The highest turnover exists in the cases with family heads who are married and without dependents, and in the cases with single persons with dependents.

The social workers in New Westminster are faced with a difficult problem because of the steady increase in the number of persons in receipt of assistance, the constant minor fluctuations that occur in the size of the caseload, and the high rate of turnover in cases.
In a prosperous year like 1951, and in a sizeable city like New Westminster there are people who are without enough resources to maintain themselves. The purpose of this chapter is to study the two per cent of the population in New Westminster that depend on social assistance for their major source of income, in order to see the kind of people that require assistance, and why it is necessary for them to receive assistance from public funds.

Several questions arise pertaining to the caseload in the months of April and December, 1951. First, how many of the people are men and how many are women? Second, what kind of work have they been doing before they received assistance, and what handicaps have prevented them from continuing to work? How long do they remain on assistance? Third, what kind of problems, other than financial ones do these people have? These questions are of paramount importance to persons interested in the welfare of the destitute in New Westminster.

The Social Assistance Department in New Westminster issued social assistance to 331 cases in April 1951. These 331 cases represent 558 persons. The sex distribution of these persons is summarized in Table Four.

In this study "dependents" include children, adolescents, and a few mentally defective persons who are
older, and does not include the family head, or his spouse. "Adults" includes both the family head and his or her spouse. Two things are quite clear. First, the dependents represent 34 per cent of all persons who are receiving assistance. Second, the adult women make up 44 per cent of the persons receiving help, and outnumber the men two to one.

TABLE FOUR

SEX DISTRIBUTION OF PERSONS IN RECEIPT OF ASSISTANCE in New Westminster in April 1951.

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>MALE</th>
<th>FEMALE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Adults</td>
<td>122</td>
<td>248</td>
<td>370</td>
</tr>
<tr>
<td>Dependents</td>
<td>95</td>
<td>93</td>
<td>188</td>
</tr>
<tr>
<td>Totals</td>
<td>217</td>
<td>341</td>
<td>558</td>
</tr>
</tbody>
</table>

The family status of the 331 cases is shown in Table Five. "Single" refers to those cases with only one adult person in the family unit. "Married" refers to two people of the opposite sex living together as man and wife regardless of their legal status. About three-quarters of the cases in New Westminster are single. A higher proportion of the single cases have dependents than the married cases, i.e., in 77 cases out of 99 cases, dependents are cared for by one parent only.

The single cases without dependents account for over half of the social assistance cases in New Westminster. About fifty per cent of the single cases have been married before. A higher proportion of those married before are
widowed persons. The second largest category of the single cases is those that have never been married before. The distinction between the categories "separated" and "deserted" is one of agreement between the separated partners. If the partners came to a verbal or written agreement to separate, the case is classified as a "separated" case. In those cases where the partners are separated only ten per cent of the marriages ended in divorce.

**TABLE FIVE**

**FAMILY STATUS OF SOCIAL ASSISTANCE CASES in New Westminster in April 1951.**

<table>
<thead>
<tr>
<th>CATEGORY</th>
<th>With Dependents</th>
<th>Without Dependents</th>
<th>TOTAL</th>
<th>PER CENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Married</td>
<td>22</td>
<td>51</td>
<td>73</td>
<td>22</td>
</tr>
<tr>
<td>Single:</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Widowed</td>
<td>25</td>
<td>84</td>
<td>109</td>
<td>33</td>
</tr>
<tr>
<td>Separated</td>
<td>23</td>
<td>19</td>
<td>42</td>
<td>12</td>
</tr>
<tr>
<td>Deserted</td>
<td>14</td>
<td>1</td>
<td>15</td>
<td>4</td>
</tr>
<tr>
<td>Never Married</td>
<td>8</td>
<td>74</td>
<td>82</td>
<td>26</td>
</tr>
<tr>
<td>Dependents</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>living with</td>
<td>3</td>
<td>-</td>
<td>3</td>
<td>1</td>
</tr>
<tr>
<td>relatives</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>99</td>
<td>232</td>
<td>331</td>
<td>100</td>
</tr>
</tbody>
</table>
About one-quarter of the 99 dependents are cared for by widowed persons. Twenty-two dependents are being cared for by married couples and twenty-three dependents are cared for by separated persons. However, only one-quarter of the widowed persons have family responsibilities, while one-half of the separated persons, and the majority of the deserted persons have family responsibilities. This would indicate that many deserted and separated persons receive assistance because their family responsibilities prevent them from seeking full-time employment.

A consideration of the age and sex distribution of the clients on the basis of family status reveals several definite patterns. Those persons on assistance, who are married tend to be older than those who are single and have dependents. Sixty-two per cent of the married persons are over sixty years of age, whereas only 44 per cent of the single persons are over sixty. Again, a higher proportion of the married women tend to be older than the married men. A word of explanation should be given as to the greater number of married women than married men. A higher proportion of the married men are receiving the old age pension, than women and this is the reason they are not considered in this study.

Table Seven summarizes the income status of the

---

1 Table Six presents the age and sex distribution of clients on the basis of family status as of April 1951.
### TABLE SIX

**Age and Sex Distribution of Clients on the Basis of Family Status as of April 1951**

(a) **MARRIED PERSONS**

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>MEN</th>
<th>WOMEN</th>
<th>TOTAL</th>
<th>PER CENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Over 60</td>
<td>29</td>
<td>41</td>
<td>70</td>
<td>62</td>
</tr>
<tr>
<td>40 - 60</td>
<td>14</td>
<td>17</td>
<td>31</td>
<td>27</td>
</tr>
<tr>
<td>20 - 40</td>
<td>4</td>
<td>9</td>
<td>13</td>
<td>11</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>47</strong></td>
<td><strong>67</strong></td>
<td><strong>114</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

(b) **Single Adult Persons**

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Without Dependents</th>
<th>With Dependents</th>
<th>Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Men</td>
<td>Women</td>
<td>Men</td>
<td>Women</td>
</tr>
<tr>
<td>Over 60</td>
<td>36</td>
<td>70</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>40 - 60</td>
<td>29</td>
<td>32</td>
<td>2</td>
<td>32</td>
</tr>
<tr>
<td>Under 40</td>
<td>5</td>
<td>9</td>
<td>1</td>
<td>33</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>70</strong></td>
<td><strong>111</strong></td>
<td><strong>5</strong></td>
<td><strong>70</strong></td>
</tr>
</tbody>
</table>

(c) **Dependents**

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Dependents with Two Parents</th>
<th>Dependents with One Parent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Male</td>
</tr>
<tr>
<td>Over 20</td>
<td>3</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>10 - 20</td>
<td>10</td>
<td>8</td>
<td>30</td>
</tr>
<tr>
<td>Under 10</td>
<td>11</td>
<td>14</td>
<td>37</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>24</strong></td>
<td><strong>24</strong></td>
<td><strong>72</strong></td>
</tr>
</tbody>
</table>

(d) **Summary**

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Male</th>
<th>Female</th>
<th>Total</th>
<th>Per Cent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Over 60</td>
<td>67</td>
<td>116</td>
<td>183</td>
<td>32</td>
</tr>
<tr>
<td>40 - 60</td>
<td>45</td>
<td>81</td>
<td>126</td>
<td>23</td>
</tr>
<tr>
<td>20 - 40</td>
<td>18</td>
<td>60</td>
<td>78</td>
<td>14</td>
</tr>
<tr>
<td>Under 20</td>
<td>88</td>
<td>83</td>
<td>171</td>
<td>31</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>218</strong></td>
<td><strong>340</strong></td>
<td><strong>558</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>
married couples. In thirty-two cases one partner receives the old age pension while the spouse receives social assistance. The 73 married cases represent 114 persons receiving assistance and 32 receiving the old age pension. However, for the purpose of this study, only persons whose income is derived from social assistance are studied. This does not apply to the single persons who depend entirely on social assistance for their major source of income.

TABLE SEVEN

INCOME SOURCE OF MARRIED COUPLES ON ASSISTANCE
in New Westminster in April 1951.

<table>
<thead>
<tr>
<th>INCOME SOURCE</th>
<th>WITH DEPENDENTS</th>
<th>WITHOUT DEPENDENTS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>One partner on pension</td>
<td>4</td>
<td>28</td>
<td>32</td>
</tr>
<tr>
<td>Both partners on assistance</td>
<td>18</td>
<td>23</td>
<td>41</td>
</tr>
<tr>
<td>Total</td>
<td>22</td>
<td>51</td>
<td>73</td>
</tr>
</tbody>
</table>

The single persons without family responsibilities tend to be older than those with family responsibilities. Most of the single persons over sixty years do not have dependents, and the majority of these are women. Women with dependents make up the majority of those persons under forty years of age.

Of the total of 256 adult persons 75 are men. About one-half of these men are over sixty years of age, and
have no dependents. Only one-sixth of the persons under forty years are men. A larger proportion of the single men tend to be younger than those who are married.

One-half of the dependent persons are under ten years of age. Half of the dependent persons are male and half are female. Seventy-seven single persons are responsible for the care of 140 dependents and twenty-two married couples care for 48 dependents. The average number of dependents per married couple is 2.2, whereas the average number of dependents per single person is 1.8.

In April 1951, about twenty per cent of the persons receiving assistance were between the ages of sixty-five and seventy. Seventy-one of these are women and forty-two are men. The majority of those over sixty-five will be transferred to the old age assistance program in January 1952, which will mean a twenty per cent decrease in the social assistance caseload. The smallest number of persons who are receiving assistance are between the ages of twenty and forty-five years of age. Of the twenty-two men in this age category, eight are dependents.

On the basis of this examination, it is clear that the social assistance group is not a homogenous group but is made up of several definite sub-groups.

1. **Men:**

The 122 adult men comprise the smallest group of the 558 persons receiving assistance in April 1951. One-half of these men are over sixty years of age. The single men
FIGURE SEVEN

AGE DISTRIBUTION ACCORDING TO SEX
OF CLIENTS RECEIVING ASSISTANCE
in New Westminster, April 1951

MALE

Age
Group

FEMALE

Age
Group

<table>
<thead>
<tr>
<th>Group</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>20</td>
<td></td>
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</tr>
<tr>
<td>22</td>
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</tr>
<tr>
<td>27</td>
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<tr>
<td>30</td>
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<tr>
<td>35</td>
<td></td>
<td></td>
</tr>
<tr>
<td>40</td>
<td></td>
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<tr>
<td>45</td>
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<tr>
<td>50</td>
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</tr>
<tr>
<td>55</td>
<td></td>
<td></td>
</tr>
<tr>
<td>60</td>
<td></td>
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</tr>
<tr>
<td>65</td>
<td>10</td>
<td></td>
</tr>
<tr>
<td>70</td>
<td>42</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Group</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>11</td>
<td></td>
<td></td>
</tr>
<tr>
<td>17</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15</td>
<td></td>
<td>71</td>
</tr>
<tr>
<td>25</td>
<td></td>
<td>38</td>
</tr>
<tr>
<td>25</td>
<td></td>
<td></td>
</tr>
<tr>
<td>19</td>
<td></td>
<td></td>
</tr>
<tr>
<td>14</td>
<td></td>
<td></td>
</tr>
<tr>
<td>13</td>
<td></td>
<td></td>
</tr>
<tr>
<td>16</td>
<td></td>
<td></td>
</tr>
<tr>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>13</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21</td>
<td></td>
<td></td>
</tr>
<tr>
<td>21</td>
<td></td>
<td></td>
</tr>
<tr>
<td>27</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
tend to be younger than the married ones. Practically all the single men have no family responsibilities. A higher proportion of men tend to be younger than the women in the same family categories.

2. Women:

There are twice as many women on assistance as men. Slightly less than one-half of the women are over sixty years of age. The majority of the single women are under forty years of age of whom the majority have family responsibilities. Almost one-half of the women are single with no dependents. One-quarter of the women have never been married. One-half of those that were married are widowed.

3. Dependents:

One-third of the total number of persons benefitting from assistance are dependents. Of these dependents one-half are under ten years of age. The majority of the dependents have only one parent, and are either living with a separated or a widowed woman.

4. Marital Groupings:

One-quarter of the adult persons have never been married. Only five per cent of the cases are married couples with dependents. Only one-third of the adult persons who were married are still married. One-third of the single adults are widowed persons. The majority of the separated persons and most of the deserted persons have family responsibilities.
One criticism often levied against the Social Assistance Department in New Westminster, is that most of the persons receiving assistance are non-English speaking foreigners. On the basis of the survey in April it is noted that one-quarter of the family receiving assistance were born in the British Isles. (See Table Eight). One-half of the family heads were born in Canada, most of them in Eastern Canada. Only fifteen per cent were born in non-English speaking countries. This group included those born in Asia Scandinavia and Eastern and Western Europe.

**TABLE EIGHT**

**BIRTHPLACE OF ALL FAMILY HEADS IN RECEIPT OF ASSISTANCE in New Westminster in April 1951.**

<table>
<thead>
<tr>
<th>BIRTHPLACE</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>British Columbia</td>
<td>37</td>
</tr>
<tr>
<td>Prairies</td>
<td>57</td>
</tr>
<tr>
<td>Eastern Canada</td>
<td>75</td>
</tr>
<tr>
<td>British Isles</td>
<td>85</td>
</tr>
<tr>
<td>United States</td>
<td>25</td>
</tr>
<tr>
<td>Scandinavia</td>
<td>11</td>
</tr>
<tr>
<td>Eastern Europe</td>
<td>27</td>
</tr>
<tr>
<td>Western Europe</td>
<td>7</td>
</tr>
<tr>
<td>Asia</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>331</td>
</tr>
</tbody>
</table>

Another similar criticism is often made that most of the persons receiving assistance have never lived in Canada long enough to make a contribution to this country.
As was noted before, one-half of the family heads have lived in Canada all their lives. Only three per cent of the family heads have lived in Canada for less than twenty years. (See Table Nine) The British Columbia residence gives a little different picture. One-third of the cases have lived in British Columbia for less than ten years. One-half have lived in British Columbia for over twenty years.

**TABLE NINE**

**PERIOD OF RESIDENCE OF FAMILY HEADS ON ASSISTANCE in New Westminster in April 1951.**

<table>
<thead>
<tr>
<th>LENGTH OF RESIDENCE</th>
<th>CANADA</th>
<th>BRITISH COLUMBIA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Throughout Life</td>
<td>163</td>
<td>36</td>
</tr>
<tr>
<td>Over 40 years</td>
<td>76</td>
<td>40</td>
</tr>
<tr>
<td>30 to 40 years</td>
<td>52</td>
<td>32</td>
</tr>
<tr>
<td>20 to 30 years</td>
<td>30</td>
<td>53</td>
</tr>
<tr>
<td>10 to 20 years</td>
<td>5</td>
<td>56</td>
</tr>
<tr>
<td>Under 10 years</td>
<td>5</td>
<td>114</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>331</strong></td>
<td><strong>331</strong></td>
</tr>
</tbody>
</table>
Occupational Background of Social Assistance Cases.

In practice, social assistance is granted to destitute persons who are unemployable. The great majority of the social assistance recipients have been employed at one time in their lives. Only 13 out of the 331 family heads, who received assistance in December 1951, had no occupation. Table Ten depicts the occupation classification of those in receipt of assistance. A twofold employment rating is devised on the basis of the recipient's prior employment record. Social workers' comments in the case files with regard to the frequency of job changes, length of time the last job was held, and general work performance, are used as criteria in making the employment rating. No employment rating was attempted in the case of housewives and those who had no occupation prior to receiving assistance.

Seventy-four of the 136 men, who received assistance in December 1951, have been working as unskilled labourers. Of these men, 38 had been working sporadically prior to receiving assistance. The dearth of professional persons is quite evident. Only 17 men had been employed in semi-skilled manual work, of whom 14 had been employed regularly.

The 136 men seem to fall into four definite categories. The first category is comprised of 36 men who had a semi-skilled occupation and were employed regularly, but because of some handicap are now on assistance. The
### TABLE TEN

**OCCUPATIONAL CLASSIFICATION OF FAMILY HEADS**

New Westminster, December 1951

<table>
<thead>
<tr>
<th>OCCUPATION</th>
<th>EMPLOYMENT RATING</th>
<th>TOTAL</th>
<th>PER CENT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Men</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unskilled</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Labourer</td>
<td>Regular</td>
<td>36</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>38</td>
<td>74</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>55</td>
</tr>
<tr>
<td>Semi-skilled</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Manual</td>
<td>Regular</td>
<td>14</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>3</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>13</td>
</tr>
<tr>
<td>Mill Worker</td>
<td>Regular</td>
<td>12</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>8</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>15</td>
</tr>
<tr>
<td>Driver</td>
<td>Regular</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td></td>
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<td>3</td>
</tr>
<tr>
<td>Sailor</td>
<td>Regular</td>
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<td></td>
</tr>
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<td></td>
<td>Sporadic</td>
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<td>2</td>
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</tr>
<tr>
<td>Salesman</td>
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<td>Sporadic</td>
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<td>7</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Bookkeeper</td>
<td>Regular</td>
<td>—</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Farmer</td>
<td>Regular</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
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<td>3</td>
</tr>
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<td></td>
<td></td>
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</tr>
<tr>
<td>Self-employed</td>
<td>Regular</td>
<td>3</td>
<td></td>
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<tr>
<td></td>
<td>Sporadic</td>
<td>—</td>
<td>3</td>
</tr>
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<td></td>
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</tr>
<tr>
<td>Miscellaneous</td>
<td>Regular</td>
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<td></td>
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<tr>
<td></td>
<td>Sporadic</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>73</td>
<td>61</td>
</tr>
<tr>
<td></td>
<td></td>
<td>136</td>
<td>100</td>
</tr>
<tr>
<td><strong>Women</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Clerical</td>
<td>Regular</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
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<td>6</td>
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<tr>
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<td>3</td>
</tr>
<tr>
<td>Nursing</td>
<td>Regular</td>
<td>7</td>
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</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>2</td>
<td>9</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Domestic Service</td>
<td>Regular</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>6</td>
<td>12</td>
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<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td>Housekeeper</td>
<td>Regular</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
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<td>6</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Factory Worker</td>
<td>Regular</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>2</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>4</td>
</tr>
<tr>
<td>Waitress</td>
<td>Regular</td>
<td>—</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>2</td>
</tr>
<tr>
<td>Teacher</td>
<td>Regular</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>—</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>.5</td>
</tr>
<tr>
<td>Missionary</td>
<td>Regular</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sporadic</td>
<td>—</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>.5</td>
</tr>
<tr>
<td>Housewife</td>
<td></td>
<td>136</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>70</td>
</tr>
<tr>
<td>No Occupation</td>
<td></td>
<td>11</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>6</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>28</td>
<td>20</td>
</tr>
<tr>
<td></td>
<td></td>
<td>195</td>
<td>100</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td>101</td>
<td>81</td>
</tr>
<tr>
<td>Men and Women</td>
<td></td>
<td>331</td>
<td></td>
</tr>
</tbody>
</table>
second category is comprised of 23 men who had a semi-skilled occupation, but had little success in holding a steady job, and are now on assistance. The third category is made up of 36 men who had no special training and managed to work regularly in a labouring job until they were handicapped and forced to accept assistance. The fourth and largest category is made up of 38 men who were unable to hold jobs as unskilled labourers and are now in receipt of assistance.

Seventy per cent of the women have never had an occupation other than that as a housewife. The clerical and nursing groups, who make up about eight per cent of the 195 family heads, have been employed fairly regularly prior to receiving assistance. Over one-half of the fifteen per cent of the women employed as waitresses, domestic servants, housekeepers, and factory workers have been employed sporadically. The women have even less specific occupational training than the men. The 195 women studied do not represent all the women on assistance, but only include those who are family heads.

Those persons with a regular employment rating appear to remain on assistance for a shorter period of time than those with a sporadic employment rating. Table Eleven presents a comparison of employment ratings according to the length of time the family heads have been in receipt of assistance. One-quarter of the family heads remained on assistance for less than one year, one-quarter remained on
assistance from one to two years, one-quarter remained on
assistance from two to five years, and one-quarter remained
on assistance for more than five years. The majority of
those with a regular employment rating remained on
assistance for less than two years. The majority of those
with no employment rating tended to remain on assistance the
longest. The eighty-one persons with a sporadic employment
rating divide evenly between the four categories of length
of time on assistance.

**TABLE ELEVEN**

**EMPLOYMENT RATING OF CLIENTS PRIOR TO RECEIVING ASSISTANCE**

*compared with*

**THE LENGTH OF TIME IN RECEIPT OF ASSISTANCE**

*in New Westminster, December 1951.*

<table>
<thead>
<tr>
<th>Employment Rating</th>
<th>Period on Assistance</th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Less than One Year</td>
<td>One to Two Years</td>
<td>Two to Five Years</td>
<td>Over Five Years</td>
<td>TOTAL</td>
</tr>
<tr>
<td>Regular</td>
<td>34</td>
<td>38</td>
<td>13</td>
<td>16</td>
<td>101</td>
</tr>
<tr>
<td>Sporadic</td>
<td>19</td>
<td>22</td>
<td>19</td>
<td>21</td>
<td>81</td>
</tr>
<tr>
<td>Sub-total</td>
<td>53</td>
<td>60</td>
<td>32</td>
<td>37</td>
<td>182</td>
</tr>
<tr>
<td>No Rating Given</td>
<td>30</td>
<td>21</td>
<td>50</td>
<td>48</td>
<td>149</td>
</tr>
<tr>
<td>Totals</td>
<td>83</td>
<td>81</td>
<td>82</td>
<td>85</td>
<td>331</td>
</tr>
</tbody>
</table>
Disability Classification of Social Assistance Cases.

In practice, it is necessary for applicants for social assistance to obtain medical evidence that they are unemployable. Of the 331 cases or family heads, who received assistance in December 1951, 242 had medical certificates to establish their eligibility for assistance. The 89 persons who did not submit medical certificates were either too old to work, or had the responsibility of the care of young children. Of the 242 family heads, who had medical certificates, 124 were men and 118 were women. Table Twelve gives the disability classification of the 242 family heads who presented medical certificates. These cases are classified on the basis of age and sex, and on the degree of the disability. The threefold rating of the severity of the handicap is based on the doctor's opinion as to the length of the client's unemployability.

Of the family heads who are disabled, 175 are permanently disabled and only 17 temporarily. A higher proportion of the women are permanently disabled. The high proportion of persons with a permanent degree of disability is understandable in view of the large number of persons who are over sixty years of age.

One-quarter of the disabled family heads are suffering from some form of heart disease. A larger number of women are suffering from a heart disease than men. Most of the people suffering from heart disease are
### TABLE 12

**DISABILITY CLASSIFICATION OF FAMILY HEADS IN RECEIPT OF ASSISTANCE**

New Westminster, December 1951

<table>
<thead>
<tr>
<th>DISABILITY</th>
<th>DEGREE OF DISABILITY</th>
<th>AGE GROUP</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Permanent</td>
<td>Semi-permanent</td>
<td>Temporary</td>
<td>20-40</td>
<td>40-60</td>
<td>Over 60</td>
<td></td>
</tr>
<tr>
<td><strong>Women</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Heart Disease</td>
<td>33</td>
<td>4</td>
<td>3</td>
<td>4</td>
<td>11</td>
<td>25</td>
<td>40</td>
</tr>
<tr>
<td>Arthritis</td>
<td>10</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>6</td>
<td>7</td>
<td>13</td>
</tr>
<tr>
<td>Psychological</td>
<td>11</td>
<td>4</td>
<td>-</td>
<td>5</td>
<td>7</td>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>Fractures, etc.</td>
<td>6</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>Tuberculosis</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Respiratory</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Paralysis</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>Internal</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>Cancer</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Mental Defective</td>
<td>3</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>Blind</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Senility</td>
<td>5</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Diabetic</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Overweight</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Skin Disease</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Glandular</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td><strong>Sub-total</strong></td>
<td>92</td>
<td>20</td>
<td>6</td>
<td>18</td>
<td>43</td>
<td>57</td>
<td>118</td>
</tr>
<tr>
<td><strong>Men</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Heart</td>
<td>22</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>3</td>
<td>21</td>
<td>24</td>
</tr>
<tr>
<td>Arthritis</td>
<td>15</td>
<td>9</td>
<td>1</td>
<td>2</td>
<td>13</td>
<td>10</td>
<td>25</td>
</tr>
<tr>
<td>Psychological</td>
<td>5</td>
<td>5</td>
<td>1</td>
<td>3</td>
<td>5</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>Fractures</td>
<td>6</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>7</td>
<td>4</td>
<td>12</td>
</tr>
<tr>
<td>Tuberculosis</td>
<td>4</td>
<td>5</td>
<td>3</td>
<td>4</td>
<td>7</td>
<td>1</td>
<td>12</td>
</tr>
<tr>
<td>Respiratory</td>
<td>9</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>3</td>
<td>7</td>
<td>10</td>
</tr>
<tr>
<td>Paralysis</td>
<td>5</td>
<td>2</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>7</td>
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<td>Internal</td>
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<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Cancer</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Mental Defective</td>
<td>2</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Blind</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Senility</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Diabetic</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Overweight</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Skin Disease</td>
<td>1</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Glandular</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td><strong>Sub-total</strong></td>
<td>83</td>
<td>30</td>
<td>11</td>
<td>14</td>
<td>48</td>
<td>62</td>
<td>124</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>175</td>
<td>50</td>
<td>17</td>
<td>32</td>
<td>91</td>
<td>119</td>
<td>242</td>
</tr>
</tbody>
</table>

**No Physical Disability**

- Women: 77
- Men: 12

**Total Number of Cases**: 331
over sixty years of age. The women with heart disease tend to be younger than the men. Thirty-eight family heads are disabled by reason of arthritis. The majority of these are men. The people suffering from arthritis tend to be somewhat younger than those disabled by a heart condition. A higher proportion of the women who are disabled by reason of arthritis are permanently disabled.

Psychological disability accounts for about ten percent of the disability cases. The psychologically disabled are younger than the arthritic persons, i.e., about one-third of them are under forty years of age.

In Vancouver, the chief cause of disability is tuberculosis with heart disease and arthritis ranking second and third in order of frequency. In New Westminster, tuberculosis ranks fifth in frequency.

Among the causes of disability which are less frequent in occurrence, such as fractures, respiratory diseases, polio, and blindness, the men outnumber the women. The women, on the other hand outnumber the men in the overweight and diabetic categories.

The major causes of disability for men under forty years of age are tuberculosis and psychological disability. For women under forty years of age the major causes are

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1 City of Vancouver, Report of the Social Services Committee, January 1949, page 3
psychological disability and heart disease.

The majority of the older men suffer from heart disease, arthritis and respiratory diseases. The majority of the older women suffer from some form of heart disease and arthritis.

**Major Problem Areas:**

The persons in receipt of social assistance are faced with the problem of making an adjustment to the fact that they are disabled, and are not able to be gainfully employed in the labour market. Many of the partially disabled are unable to obtain the type of work they are able to perform, or do not have the training to fit them for special jobs. Again, some of the disabled find it difficult to accept the medical help they require to be rehabilitated. In addition to their handicaps, they face the problem of financial destitution. Aside from these areas of difficulties the persons in receipt of assistance have other interrelated problems which they are unable to solve themselves.

In 41 per cent of the cases the social workers saw no major problems other than financial and medical ones. In 59 per cent of the cases, the social workers felt there were problems existing that either needed the casework services of the social worker, or else were

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1 Table Thirteen presents a consideration of the major problem areas other than financial and medical ones. These problems are classified on the basis of whether one, two or three problems are present in a case.
### TABLE THIRTEEN

**MAJOR PROBLEM AREAS, OTHER THAN FINANCIAL ONES.**

*New Westminster, December 1951.*

<table>
<thead>
<tr>
<th>PROBLEM AREA</th>
<th>NUMBER OF PROBLEMS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>One</td>
<td>Two</td>
</tr>
<tr>
<td>Marital relationships</td>
<td>24</td>
<td>23</td>
</tr>
<tr>
<td>Child-parent relationships</td>
<td>22</td>
<td>31</td>
</tr>
<tr>
<td>Mentally defective children</td>
<td>7</td>
<td>6</td>
</tr>
<tr>
<td>Illegitimacy</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Alcohol</td>
<td>8</td>
<td>10</td>
</tr>
<tr>
<td>Housing</td>
<td>13</td>
<td>9</td>
</tr>
<tr>
<td>Transients</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>Nursing home care</td>
<td>24</td>
<td>3</td>
</tr>
<tr>
<td>No suitable employment</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>Poor standards</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td>Misc.</td>
<td>12</td>
<td>-</td>
</tr>
<tr>
<td>Totals</td>
<td>128</td>
<td>106</td>
</tr>
<tr>
<td>Cases</td>
<td>128</td>
<td>53</td>
</tr>
</tbody>
</table>

**SUMMARY**

<table>
<thead>
<tr>
<th>Cases with major problems</th>
<th>195</th>
<th>59 %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cases with no major problems</td>
<td>136</td>
<td>41 %</td>
</tr>
<tr>
<td>Total cases</td>
<td>331</td>
<td>100</td>
</tr>
<tr>
<td>Cases with one problem</td>
<td>128</td>
<td>66 %</td>
</tr>
<tr>
<td>Cases with two problems</td>
<td>53</td>
<td>27 %</td>
</tr>
<tr>
<td>Cases with three problems</td>
<td>14</td>
<td>7 %</td>
</tr>
<tr>
<td>Total cases</td>
<td>195</td>
<td>100</td>
</tr>
</tbody>
</table>
being already dealt with by him.

The two major difficulties the clients experience are in the area of marital relationships, and parent-child relationships. These findings correlate with our earlier observation, that of those persons who had been married only one-third are still married. The high incidence of separations and desertions is further evidence of poor marital adjustment.

The majority of those with marital problems have difficulties with child-parent relationship as an additional problem. The large number of cases, that have difficulties in the area of family relationships has a special significance to the social worker, and to the community, in view of the fact that one-third of the persons benefitting from assistance are children.

Economic dependency has a psychological effect on the parents, which indirectly affects the growth development of their children. The social assistance rate for one parent and two children is about seventy 1 dollars a month. It needs very little imagination to realize the task the parent faces in trying to meet the physical needs of the children on this rate of assistance. The anxiety on the part of the parent who is faced with the problem of providing adequate food, clothing and

1 The type of family unit most common in social assistance is a mother and her two children.

FIGURE EIGHT

CASES WITH MAJOR PROBLEMS OTHER THAN FINANCIAL

DISTRIBUTION OF 276 PROBLEMS IN 195 CASES

Child-Parent Relationship 21%
Marital Relationship 20%
Alcohol 8%
No available Employment 8%
Poor Housing 10%
Defective or Inedible Children 6%
Illegitimacy 5%
Transients 5%
Nursing Home 5%
Misc. 4%
Standards 10%
shelter is not conducive to the child's socialization process. Further, a large number of the children are deprived of the experience of having a father during their growing years. The fact that in some cases the children do have two parents, does not mean that a healthy marital relationship exists between the partners. 1

It is not within the scope of this study to determine whether economic problems cause marital difficulties, or whether the marital difficulties are the source of the economic problems. In the cases of the deserted parents with children it may be assumed that many are in receipt of assistance because of poor marital adjustment. The fact that both financial and marital difficulties are present is a direct challenge to the social worker to assist the clients to make the most advantageous use of available community resources and thereby ensure an adequate growth experience for their children.

In the majority of those cases with no problems, the family heads are over sixty years of age. Those over sixty years of age who had problems were mostly cases in which it was necessary for the social worker to give help in obtaining nursing home care.

One-half of the three problem cases were in the 50 to 60 age group. (See Table Fourteen) It would seem that these are the cases in which the difficulties are of long standing and had accumulated over a long period of time.

1 Appendix Two presents in summary form a consideration of the eighteen married cases with dependents.
TABLE FOURTEEN

MAJOR PROBLEM AREAS, OTHER THAN FINANCIAL ONES, RELATED TO THE AGE DISTRIBUTION.

New Westminster, December 1951.

<table>
<thead>
<tr>
<th>AGE GROUP</th>
<th>NUMBER OF PROBLEMS</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>None</td>
<td>One</td>
</tr>
<tr>
<td>20 - 30</td>
<td>2</td>
<td>10</td>
</tr>
<tr>
<td>30 - 40</td>
<td>3</td>
<td>17</td>
</tr>
<tr>
<td>40 - 50</td>
<td>7</td>
<td>22</td>
</tr>
<tr>
<td>50 - 60</td>
<td>22</td>
<td>35</td>
</tr>
<tr>
<td>Over 60</td>
<td>102</td>
<td>44</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>136</strong></td>
<td><strong>128</strong></td>
</tr>
</tbody>
</table>

At the same time it should be remembered that thirty per cent of the cases in this age group do not have any difficulties other than financial. In the twenty to thirty age group ninety per cent of the cases had difficulties.

On the basis of this examination of the social assistance cases, it would appear that the social worker has a function beyond that of determining financial eligibility. In order to cope with the task of using his skills to the best advantage, it seems essential that the social worker be able to determine which cases require casework help and concentrate on these on a selective basis. In working towards the rehabilitation of his clients the social worker needs to keep in mind
the varied needs of the social assistance groups.
Public assistance in New Westminster has changed in the last fifty years. During the depression, public assistance was a "stop-gap" program that attempted to meet the needs of the financially indigent, most of whom were employable but unable to obtain work. Today many of the people who would have received relief in the depression receive financial help through sources such as the unemployment insurance scheme, or workmen's compensation. The new old age insurance, and old age assistance schemes should further reduce the number of people that rely on social assistance for their major source of income. The social assistance program is becoming a residual program that attempts to meet the needs of diversified groups of clients, who do not qualify for help under the existing insurance and categorical aid programs of national coverage.

One result of the depression experience was that the senior governments had to aid the cities and municipalities if the local governmental units were to fulfill their legal obligations of providing for the financially destitute. At the present time, the provincial government assumes about eighty per cent of the cost of social assistance and provides supervision to ensure uniform policy throughout
the province. The Social Assistance Department in New Westminster offers a generalized welfare service of which social assistance is only one aspect.

Social assistance is subject to fluctuations in the number of persons requiring help; because it is a residual program. The persons in receipt of assistance are not a homogenous group, and therefore it is impossible to account for all the factors that are responsible for the present increase in cases in New Westminster. The present increase is not of an alarming proportion but does illustrate that the social assistance program must be a flexible program that is able to cope with unpredictable fluctuations. The seasonal fluctuations indicate that employment opportunities do affect the number of persons that require social assistance. Another factor affecting the number of persons on assistance is the breakdown of the family unit, whether through the death of the wage earner or through marital discord resulting in desertion. The stigma associated with relief has decreased and more people are regarding social assistance as a right to help them in times of financial crises.

The social assistance caseload in New Westminster is further characterized by a large turnover in cases. From April to December 1951, one-third of all the cases were closed and an equal number of new cases opened. About one-quarter of the family heads received financial help
for less than one year, which indicates that for many financially destitute persons social assistance is of help to tide them over temporary periods of financial crises. On the other hand, about one-quarter of the family heads received assistance for over five years and for them social assistance represents a permanent source of income, until they can qualify for old age assistance.

The fluctuations and turnover in social assistance cases presents special problems to the social worker. It is difficult to operate the same program of assistance for temporary aid and permanent financial help. The size of the generalized caseload is such that it is impossible for the social worker to give each case the individual amount of attention it requires. The social worker in New Westminster has attempted to meet this problem by giving more of his time to the social assistance category. This differential approach seems to be a step in the right direction. However, even with this differential approach to the various categories of the generalized caseload the size of the caseload is too large to handle in a constructive and rehabilitative manner.

Part of the solution lies in a differential approach to the social assistance cases themselves. The selection of cases for intensive help should be made on the basis of prospects for rehabilitation. The problems facing a single man over fifty, who has never been married, who is
an alcoholic and arthritic are different from the problems of a separated mother who has two children to support. Again the chances for rehabilitation of a widowed who is over sixty, whose children have left home and who has never had any specific occupation training are different from those of a young married man with a family to support, who is disabled for a temporary period.

The success of the differential approach rests on the social worker's knowledge of the major groups of clients that make up the social assistance caseload, and his diagnostic ability to evaluate potentiality for rehabilitation. About forty per cent of the cases have only financial problems and do not require intensive casework help. All clients are given a fair and understanding application of the means test with regard to their financial eligibility for assistance, but the subsequent activity of the worker is based on the worker's recognition of the basic needs of the clients.

The intake service of the agency is of major importance to ensure the early recognition of the client's needs. This is especially true in an agency that has several functions. The needs of the social assistance group are varied and an adequate intake is essential in quickly assessing the prospects for rehabilitation. The employment of an experienced intake worker in New Westminster would further reduce the size
of the caseload by enabling the social workers to spend all their time in giving services to the large number of clients. It would also ensure the establishment of eligibility for assistance on a uniform basis.

One of the major characteristics of the social assistance caseload is the high proportion of cases that have marital and family problems. The social assistance department is the only casework agency offering counselling services, in New Westminster. The problem of providing counselling services to the social assistance group as well as to those persons not requiring financial assistance can be met in either of two ways. The "Social Assistance Act" provides for the giving of "counselling" services to those persons with difficulties whether they need financial help or not. The present department could be expanded through the employment of additional caseworkers to meet the needs of the community.

The other alternative appears to be the setting up of a separate agency offering marital and family counselling. Such an agency could be either a private one, supported by the community chest, or else a family court operated as a public agency. A carefully defined referral policy to a private family counselling agency would be a great help to the clients, many of whom need and want help, but are not always able to get this help because of the pressure on the social worker's time. A
family counselling agency would be a sound investment, from the standpoint of preventive work it could do. There are good indications to suppose that many of the cases, who now receive financial assistance would not be on the assistance roles had they received help with their marital problems when the partners were still living together. The chief argument for the establishment of a family counselling agency is that one-half of those partners that are separated from their spouses have dependent children.

Another group of clients on social assistance are the single transient men who are alcoholics. The problems of alcohol, transiencey and bad housing frequently appear together. Most of these single men have never been employed regularly and have no trade or regular occupation. Many of them are suffering from arthritis or bronchitis, partly because of poor housing accommodation, lack of adequate nutrition due to their past work history. In the past, the social assistance department has been criticized by some members of the community for providing the alcoholics with money to spend on the purchase of alcoholic beverages. Most of those receiving assistance in this category, find it relatively simple to procure a medical certificate stating they are unemployable, which in reality they are, and find it impossible to obtain the medical help they need. In a large part this is perhaps due to their
own unwillingness to secure help.

The agency experiences regular periodic influxes of transients requesting help and a great deal of the worker's time is spent in establishing residence and eligibility. The majority only receive assistance for a few months and then drift on to other social welfare offices. To refuse assistance to these men does not appear to be the answer, and yet giving them money to purchase alcohol does not help them either. To handle this problem adequately entails the active cooperation of the medical, health and police authorities. It further entails the coordination of efforts of the various neighbouring municipalities and Vancouver to find a solution to this problem.

The present social assistance rates are primarily intended to meet the temporary needs of persons for assistance. A large proportion of those receiving assistance will be in receipt of assistance for a long time. It seems too much to expect a mother and her dependent children to live on the present assistance rates during the whole time the children are growing up. The solution appears to lie either in providing for great flexibility in the present social assistance rates and design them to meet the needs of those who will receive assistance over several years, or else provide specific programs to meet the needs of two specific groups. This applies particularly to those mothers with young children.
and those who are permanently and totally disabled.

The establishment of a survivors insurance scheme would seem to be a great help to the widowed, particularly those with dependents. It would give them the security of a regular definite allowance that would ensure them a basic minimum of income. Social assistance could then be used for supplementation on the basis of existing need. The needs of the totally and permanently disabled would be better met by a setting up of a categorical aid program. The setting up of these two programs would make the social assistance category a residual program. This appears to be in line with the recommendation of the Canadian Welfare Council who feel that the general assistance program should be reduced as much as possible through the adoption of preventive measures and through the expansion of contributory programs.

As was pointed out in the last chapter a large number of single persons who were receiving assistance, were women who had no specific trade and found it difficult to enter the labour-market. The development of vocational training and special placement would be a great resource in working with this group of clients. Support through social assistance to enable those clients who are under sixty to procure vocational training in line with their ability would seem to be a wise use of social assistance.

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1 Canadian Welfare Council, Public Assistance and the Unemployed, November, 1951 page 6
A large number of those men and women who are not totally disabled could be rehabilitated through adequate medical treatment and vocational retraining.

The philosophy of social assistance had developed in the past fifty years in New Westminster and financial aid from public funds for the destitute is only one aspect of helping people in need to enable them to meet the contingencies of life. The implementation of the recommendations outlined would serve to bring into reality this philosophy and make more adequate provision for those persons who are not covered by insurance and categorical aid programs of national coverage.
APPENDIX I

Copy of Constitution of Westminster Benevolent Society

Organization: The Society is organized for the purpose of dealing with all cases of persons who might require relief and assistance from the Corporation of the City of New Westminster and of distributing the same to the greatest advantage.

Membership: The Society is composed of two ladies appointed from each Church congregation in the City, with the Mayor as President, the City Clerk as Secretary; a Vice-President, and Treasurer to be elected from among the members.

Order of Business:

1. Reading of minutes of previous meeting
2. Report of the Treasurer
3. Reports of Committees
4. Report of cases of destitution

Duties of Officers:

The President shall preside at all meetings, and have general supervision of all work of the Society. In the absence of the President the Vice-President shall perform the duties incident to the office of President.

The Secretary shall keep a correct record of all meetings, of all motions and resolutions, shall attend to all printed notices, and shall present a full report of the years proceedings at the annual meeting.
The Treasurer shall receive and give receipts for all monies of the Society, disbursing the same by order of the President and shall render a complete report at the annual meetings.

Rules of Order:

Any resolution or motion put to the Society shall be decided by a majority vote of those present; in the case of a tie the President shall have a casting vote.

In the absence of disability of any lady to be present she may appoint a substitute from the Church she represents.

Meetings:

Meetings shall be held on the 2nd Thursday of each month in the City Hall at 2:30 p.m. and seven members, exclusive of the President and Secretary, shall constitute a quorum. A special meeting may be called at any time by the President.

Relief Expenditures:

All relief shall be given in kind, money only in special cases.

Officers for 1903:

Mayor W. H. Keary - President
Mrs. A. J. Hill - Vice-President
Mrs. Chas Warwick - Treasurer
W. A. Duncan - Secretary

( Adopted January 14th, 1903. )
APPENDIX II

SUMMARY OF EIGHTEEN CASES IN NEW WESTMINSTER 1951

All Married Couples with Dependents, both Partners receiving assistance

1. Age

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>Over 60</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>50 - 59</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>40 - 49</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>30 - 39</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>20 - 29</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
<td>18</td>
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2. Disability

<table>
<thead>
<tr>
<th>Disability</th>
<th>Count</th>
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<tbody>
<tr>
<td>Psychological</td>
<td>5</td>
</tr>
<tr>
<td>Polio</td>
<td>3</td>
</tr>
<tr>
<td>Tuberculosis</td>
<td>3</td>
</tr>
<tr>
<td>Arthritis</td>
<td>3</td>
</tr>
<tr>
<td>Age</td>
<td>2</td>
</tr>
<tr>
<td>No suitable employment</td>
<td>1</td>
</tr>
<tr>
<td>Kidney trouble</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
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</table>

3. Former Occupation

<table>
<thead>
<tr>
<th>Occupation</th>
<th>Count</th>
</tr>
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<tbody>
<tr>
<td>Unskilled labourer</td>
<td>7</td>
</tr>
<tr>
<td>Bus and truck drivers</td>
<td>3</td>
</tr>
<tr>
<td>Salesman</td>
<td>2</td>
</tr>
<tr>
<td>Self-employed</td>
<td>2</td>
</tr>
<tr>
<td>Millworker</td>
<td>2</td>
</tr>
<tr>
<td>Undertaker</td>
<td>1</td>
</tr>
<tr>
<td>Interior decorator</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
</tr>
</tbody>
</table>

4. Employment Rating

<table>
<thead>
<tr>
<th>Rating</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regularly employed</td>
<td>11</td>
</tr>
<tr>
<td>Sporadically employed</td>
<td>7</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
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</table>

5. Length of time in receipt of assistance

<table>
<thead>
<tr>
<th>Duration</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than a year</td>
<td>3</td>
</tr>
<tr>
<td>One to two years</td>
<td>7</td>
</tr>
<tr>
<td>Two to five years</td>
<td>3</td>
</tr>
<tr>
<td>Over five years</td>
<td>5</td>
</tr>
<tr>
<td>Total</td>
<td>18</td>
</tr>
</tbody>
</table>
6. **Major Problems besides financial**

<table>
<thead>
<tr>
<th>Problem</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Marital difficulties</td>
<td>5</td>
</tr>
<tr>
<td>Defective children</td>
<td>4</td>
</tr>
<tr>
<td>Parent-child relations</td>
<td>4</td>
</tr>
<tr>
<td>Housing problem</td>
<td>4</td>
</tr>
<tr>
<td>Low standards</td>
<td>3</td>
</tr>
<tr>
<td>Illegitimacy</td>
<td>3</td>
</tr>
<tr>
<td>Alcohol</td>
<td>2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>25</strong></td>
</tr>
</tbody>
</table>
APPENDIX III

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City of Vancouver, Report of the Social Service Department, 1948 and 1951.


Grauer, A. E., Public Assistance and Social Insurance, Ottawa, King's Printer, 1939.


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