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GIVES**

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CAN A COMMUNITY  
PLAN ITS GIVING  

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FOR

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COMMUNITY PURPOSES

OR

MUST INDIVIDUALS CONTINUE TO GIVE WITHOUT  
A KNOWLEDGE OF THE COMMUNITY'S NEEDS AND  
WHAT RESOURCES EXIST TO MEET THESE NEEDS ?

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A DISCUSSION OF HAPHAZARD  

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VERSUS

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PLANNED PHILANTHROPY

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Based on a Study of the Facts.

ISSUED BY THE  
TORONTO BUREAU OF MUNICIPAL RESEARCH  
813-820 TRADERS BANK BLDG., TORONTO.

June, 1917

## CONTENTS

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	Page
LETTER OF TRANSMITTAL .....	3
INTRODUCTION .....	5
1.—WHAT TORONTO IS .....	6
2.—WHY TORONTO GIVES .....	7
3.—HOW TORONTO GIVES .....	7
a.—Municipal Giving .....	7
b.—Private Philanthropic and Charitable Organizations .....	8
c.—Casual Giving .....	8
4.—HOW MUCH TORONTO GIVES .....	9
a.—How much Toronto gives through her Municipal Government .....	9
b.—How much the Citizens of Toronto give through the regular organized channels of Private Philanthropy .....	13
5.—HOW TORONTO CONTROLS HER GIFTS .....	18
a.—Control of Public Giving .....	18
b.—Co-ordination of Private Giving .....	27
6.—A POLICY FOR TORONTO .....	27
a.—Actual existing conditions .....	27
b.—Desired ends to be attained .....	29
Results obtained in other communities .....	29
c.—Organization necessary to attain these ends .....	35
CHARTS .....	39
APPENDIX—Table I .....	47
Table II .....	48

If you have not the time necessary for a careful reading of this report, will you read Part 6—"A Policy for Toronto"—particularly Section C, beginning on page 35?

## LETTER OF TRANSMITTAL.

To the Citizens of Toronto:

Poverty, too great wealth, oppression, parasitism, sickness, ignorance, indolence, cynicism, sentimentalism, brutality and crime, are disturbing aspects of all modern societies. They are all related to one another as they proceed from identical or related causes. The taproot of them all is unenlightened selfishness. **They are all symptoms and, therefore, should be regarded as symptoms and not treated as causes.** Failure to recognize this fact is the prime cause of the tremendous waste and destruction of human material which has made worse than futile most of the philanthropic methods of all times and ages.

Toronto, like all other communities, faces all these problems. In her Public Health work, and her Industrial Farm, sickness is being treated—as far as may be under present conditions—as a problem related to poverty and ignorance, and crime is being treated in its relation to health and education.

Nevertheless, as a whole, considering not only public but private philanthropy, we are still touching but a fringe of the huge unitary social problem, and in our still largely haphazard philanthropy are not only leaving many needs unsatisfied but are not spending our annual philanthropic income to the best advantage.

**There can be no doubt that Toronto, as well as every other great city, should and could have:**

- More knowledge of community needs.
- More community needs met.
- More small gifts.
- More middle-sized gifts.
- More large gifts.
- More informed givers.
- More willing givers.
- More enthusiastic givers.
- More happiness for more people.
- More health for more people.
- More of the amenities of life for more people.
- Fewer inefficient homes.
- Fewer handicapped children.
- Fewer unproductive people.
- Fewer cases needing help.

Such results can be obtained only by universal community co-operation.

Shall we co-operate?

The last chapter of this booklet outlines a tentative plan for city-wide co-operation. While it is presented simply to stimulate discussion, looking toward a practical solution, it is based on the successful experience of other communities.

Yours respectfully,

BUREAU OF MUNICIPAL RESEARCH.

FEDERATION TO THE RESCUE.



Ye Maide "Charity" and ye Squire "Benevolence" are encumbered by two unworthy characters.

# TORONTO GIVES.

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## I N T R O D U C T I O N

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The words "Philanthropy" and "Charity" include the idea of intelligence. Action without thought or knowledge as to its effects is the very antithesis of both. Gifts without a personal investment of sympathetic thought and inquiry are chiefly opiates to the shocked sensibilities of the givers. The dangers of opiates—thoroughly well known in the medical world—are not so well understood in the world of philanthropy, where sentiment rather than sympathy still reigns supreme and where action still often follows the line of least resistance. The worst of us still give to relieve our own outraged feelings. The best of us, with an increasing number of shining exceptions, give to relieve the sufferings of others, but not to remove the causes which produce the sufferings.

Philanthropy does not have a retreating forehead and a rudimentary chin. Charity is not blind, nor feeble-minded, nor anaemic. Philanthropy and Charity are robust and demand heavy personal investments of thought and energy.

Every community has its many-sided problems of social service. No community can dodge its responsibility for solving these problems by handing them over to haphazard endeavor. **A community's first duty is to feel deeply; its second, to understand fully; its third, to act adequately.** Not all these duties can be completely fulfilled; but they constitute a goal.

The record of Toronto during the last three years and previously demonstrates that the community feels deeply—none more so. It would be idle to assert that we comprehend fully or even fairly well. What community does? There are, however, glimmerings of a better day, indicated concretely by the establishment of Medical Inspection of School Children, Public Health Nursing, the Neighborhood Workers' Associations, and the Social Service Commission.

In view of these facts and in anticipation of the great problems, responsibilities and opportunities which will face us after the conclusion of the world struggle, the time seems opportune for the taking of a community inventory of Social Service. Such an inventory would afford us at least a temporary point of departure for establishing a fact basis upon which we may finally be able to build a community policy of philanthropic and charitable endeavor so that we may

feel more truly and deeply,  
understand more fully, and  
plan and act more appropriately and adequately.

As a slight contribution to such an inventory the Bureau of Municipal Research offers this pamphlet, which treats the question of the Administration of Charity and Philanthropy in Toronto under six main heads:

What Toronto Is.  
Why Toronto Gives.  
How Toronto Gives.  
How Much Toronto Gives.  
How Toronto Controls Her Gifts.  
A Policy for Toronto.

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## 1—WHAT TORONTO IS

Perhaps the commonest answer to the question "What is Toronto?" would be: "Toronto is the second city in Canada." This would be true with the proviso that in many important particulars it is first.

But this answer would be superficial. Even in a political sense it is more than an urban municipality. It is in reality a double municipality, i.e., a school municipality and a city municipality, operating in practically the same area and with overlapping citizenships, but having independent functions.

Neither is Toronto like Boston, merely a state of mind. In this sense the Toronto of 1917 is a vastly different Toronto from that of 1913. Neither is Toronto merely a geographical position or even the sum of the 90,000 or 100,000 families which occupy this area. It is all of these things and more.

Toronto is a vast, complex, ever-changing social organism, with tremendous and complicated social problems demanding progressive solution. These cannot be solved for Toronto by any group without or within. They can be solved only by marshalling all the forces that work for human betterment and by continuing and complete co-operation of all patriotic citizens.

This is as true of community control of community giving as of any other problem of community life. It is not a purely governmental problem, and therefore cannot be solved by any purely governmental organization. A community is more than its government—which is only its best established committee—inasmuch as the whole is greater than a part. The community must develop some all-embracing co-operative administrative method, governmental and non-governmental, to meet the needs of human conservation and development.

## 2—WHY TORONTO GIVES

The field of charity has greatly shrunk in recent years. For example, while, in some reactionary minds, the taint of charity still clings to the public school system, in the consciousness of the people it is no more charitable than the police force. The police protection of all is paid for, at least in the first instance, by a portion of the people. Payment is not in proportion to benefits received, but ostensibly in proportion to ability to pay. Some could pay for their own protection; some could not. But community welfare demands that all should receive protection, so the community pays for the police protection of all.

So with Public Health. Some day it will be so with regard to the control of town planning developments, the control of feeble-mindedness, and the control of immigration. **In fine, the trend of the times is toward the conscious assumption by the public of responsibility for the results of the sins, weaknesses and inefficiencies of society. And the compelling though not the only motive for such assumption is enlightened self-interest.**

Private initiative has always gone in the van. It will continue to do so in the future. To the great benefit of society, no governmental function ever has or ever will cover the whole of community needs. Not all protection of life and property comes from the Police Department, the Fire Department and the Public Health Department. With the best public school system in the world, the individual gets more of his education outside the school than within it. Charity and philanthropy have not yet been completely accepted as forms of community social service. If and when they are, the term "charity" will disappear or lose its present meaning. As time goes on the fields of non-governmental and governmental administration of charity and philanthropy will tend to delimit themselves. **But at all times and under all conditions Toronto will give not only because she loves and sympathizes, but because she must and ought, and will come more and more to recognize that she is not giving but paying.**

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## 3—HOW TORONTO GIVES

Toronto gives in three ways: (a) Through her municipal government; (b) Through her regularly organized private charities and philanthropies; (c) Through indiscriminate and largely indiscriminating and inco-ordinated charity to individuals.

### a—Municipal Giving.

This is done in two ways—by lump sums and by per capita grants. It is unnecessary here to discuss the relative desirability of these methods as the Social Service Commission, the official

advisor of the City Council as to charitable grants, has already taken a businesslike position in favor of the latter. No doubt lump sum giving by the city will soon become obsolete except in cases of very grave emergency.

#### **b—Private Philanthropic and Charitable Organizations.**

Toronto has a very large number of philanthropic, charitable and semi-charitable organizations, some of which receive municipal aid. A large part of the revenue of many organizations comes in regularly without solicitation other than the original presentation of the case. The annual reports of some organizations show that varying sums are raised by canvassers, who are paid a percentage on receipts. The payment of percentages has decreased in recent years through the stand of the Social Service Commission which, since its inception, has taken a strong position against the payment of large sums for the raising of money. The monthly financial report to the Commission from municipally-aided organizations has a column for "Commission on Collections." The necessity of giving this information in itself should be sufficient to keep down the cost of collection materially, as the Social Service Commission is in a position to stop city grants or at least to recommend against them.

There is, however, no adequate means of preventing organizations not getting city aid from paying out considerable sums for the collection of funds. **This can hardly be avoided at present, as there is no avenue by which the requirements of all legitimate organizations can be brought before the giving public by a disinterested privately controlled body which can view the charitable and philanthropic requirements of the city as a whole.** To stop the practice of collection through canvassers for individual institutions is impracticable, unless and until some method to take its place is outlined and put into force.

#### **c—Casual Giving.**

Practically nothing of an organized nature is done in Toronto to control this extremely wasteful and often harmful mode of giving. Many people in all communities give because they do not want to be bothered or because the sight of suffering, real or pretended, makes them feel uncomfortable. An immediate gift enables them to get rid of the feeling and forget the suffering.

At this time particularly, every dollar given should do the maximum of good. To secure an approximation to this end, some avenue will have to be provided to the public by which it can avoid the immoral practice of giving without knowledge. **If such an avenue be not provided most people will continue to give, on the ground that it is better to give to ten dishonest claimants than to fail to give to one who has a just claim on society.**

## 4—HOW MUCH TORONTO GIVES

Since the war began Toronto and other cities in the Dominion have upset all Canadian traditions in benevolent expenditure and have given the lie to all previous opinions as to what communities might do in giving without materially affecting economic efficiency. In this part of the study, therefore, no account has been taken of the magnificent sums raised for patriotic purposes through governmental and citizen co-operation, but attention has been confined to those channels of giving which have become more or less habitual to the citizens of Toronto. This inquiry has been divided into two parts:

- a—How much Toronto gives through her municipal government;
- b—How much the Citizens of Toronto give through the regularly organized channels of private philanthropy.

### a—How Much Toronto Gives Through Her Municipal Government.

Recently the Bureau made an analysis of the charitable and hospital expenditures of the city between 1905 and 1915, inclusive. This was made from the City Treasurer's Report. Owing to certain details of classification in the city's official statement certain changes and additions were made necessary, and for these the Bureau is indebted to the Social Service Commission. In the table below, the expenditures on the Isolation Hospitals are not included as these are in the nature of health expenditures, although they may cover an element of charity which cannot be estimated accurately. For the same reason, expenditures on supplies for quarantined persons are not included. The total contains grants amounting to \$23,000 which, from the standpoint of the institutions concerned, might be regarded as of a capital nature; but, as these expenditures left behind them no assets for the city, from the city standpoint they can be regarded only as expense. Moreover, these grants were paid out of the city's current revenues. The total also includes a special grant amounting to \$6,500 paid from current funds.

In addition to these payments, out of current funds, the city has borrowed large sums and donated them to privately controlled philanthropies. The city's outstanding capital liabilities on this account now amount to \$1,514,594.06.

The Social Service Commission is responsible for the control of, or rather advice regarding, the expenditures of the first and fourth columns only. Admission to hospitals of city patients is under the care of the City Relief Officer. The Division of Records and Statistics of the Department of Public Health has recently completed "a new system of issuing, recording and indexing hospital orders and of registering admissions and discharges for the checking of hospital accounts, . . . making possible, for the first time, a real check upon the hospital accounts amounting annually to nearly half a million dollars."\*

\*From the December, 1916, Report of the Department of Public Health.

TABLE A

**THE CITY'S CHARITABLE AND HOSPITAL  
EXPENDITURES, 1905-1915.**

Year	Charitable Grants and Payments from City	Interment of Indigents	Expenses of City Relief Office	Expenses of Social Service Commission	Total Charitable Expenditures other than Hospital Grants and Payments	Refunds	Net Charitable Expenditures other than Hospital Grants and Payments	Total Hospital Grants and Payments	Refunds	Net Hospital Grants and Payments	Total Net Amount of the City's Charitable Expenditures	Per Capita Charitable Expenditures
1905	\$56,948.32	\$382.00	\$2,523.95	.....	\$ 59,854.27	.....	\$ 59,854.27	\$ 47,306.10	\$ 163.75	\$ 47,142.35	\$106,996.62	\$0.45
1906	55,777.51	604.25	2,538.95	.....	58,920.71	.....	58,920.71	49,219.50	308.50	48,911.00	107,831.71	0.43
1907	58,206.54	638.75	2,059.00	.....	60,904.29	.....	60,904.29	50,310.00	112.00	50,198.00	111,102.29	0.41
1908	102,414.25	768.00	3,542.30	.....	106,724.55	.....	106,724.55	80,563.90	250.60	80,313.30	187,037.85	0.65
1909	119,615.85	826.00	3,015.80	.....	123,457.65	.....	123,457.65	101,650.48	715.44	100,935.04	224,392.69	0.69
1910	92,730.48	667.00	2,801.93	.....	96,199.41	.....	96,199.41	121,230.85	1,110.90	120,119.95	216,319.36	0.63
1911	93,216.95	570.00	2,340.14	.....	96,127.09	.....	96,127.09	129,873.80	1,777.25	128,096.55	224,223.64	0.60
1912	106,718.00	731.00	2,279.07	\$ 459.20	110,187.27	\$ 5.00	110,182.27	153,995.95	1,001.40	152,994.55	263,176.82	0.63
1913	127,531.20	755.00	3,216.81	3,669.11	135,172.12	.....	135,172.12	241,811.25	1,883.80	239,927.45	375,099.57	0.84
1914	121,649.31	970.00	5,985.98	11,042.56	139,647.85	.....	139,647.85	369,520.14	1,854.88	367,665.26	507,313.11	1.08
1915	209,768.00	1,149.00	4,812.38	12,693.74	228,423.12	228.50	228,194.62	537,944.00	3,479.50	534,464.50	762,659.12	1.64

It will be observed that the Charitable Expenditures for other than Hospital Purposes have fluctuated considerably up to the end of 1915. The tendency is now downward.

We are indebted to the Social Service Commission for the following figures:

EXPENDITURES, 1916		ESTIMATES, 1917	
Charitable Institutions.....	\$88,226.00	Charitable Institutions .....	\$74,500.00
Social Service Commission and Neighborhood Worker's Ass'n	10,630.11	Social Service Commission and Neighborhood Workers' Ass'n	11,668.00
Total.....	<u>\$98,856.11</u>	Total.....	<u>\$86,168.00</u>

How much of this decrease is temporary, due partly to the effect of the war on unemployment and the existence of various other funds, is, of course, not known.

In order to give a clear idea of how the Charitable Expenditures and Hospitals Grants and Payments of the city have increased, Tables B and C of percentages of increases and of per capita costs, together with graphs based thereon, are inserted below.

**Showing Percentages of Increases.**  
1905-1915 (inclusive).

In Population.....	94.31%
In Net Charitable Expenditures, other than Hospital Grants and Payments	281.25%
In Net Hospital Grants and Payments.....	1033.72%
In Net Costs of both types of expenditure .....	612.79%

**TABLE B.**

**Percentage of Increase In**

**CHART B.**

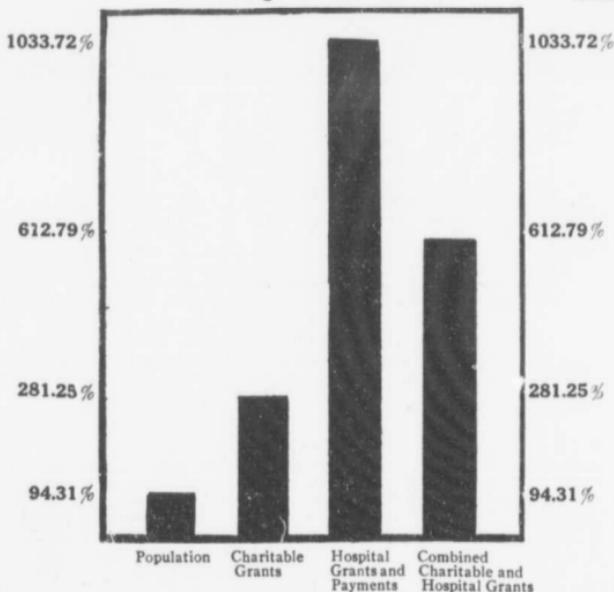


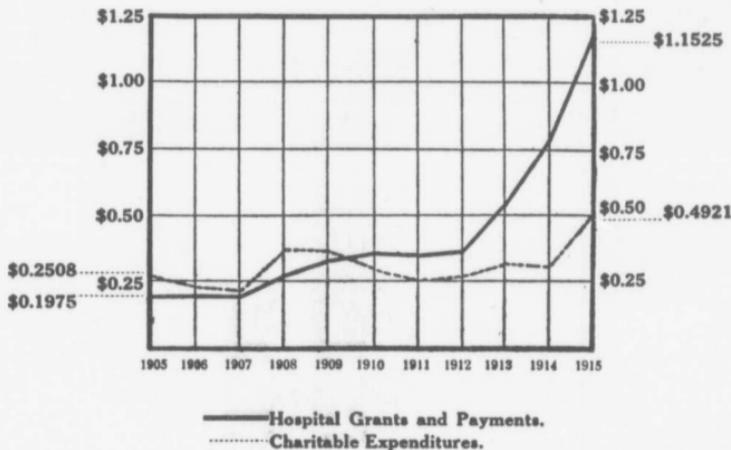
TABLE C

## Showing Increase of Net Per Capita Costs.

YEAR	Hospital Grants and Payments	Charitable Expenditures
	Cents per head.	Cents per head.
1905	19.75	25.08
1906	19.31	23.22
1907	18.41	22.34
1908	27.96	37.16
1909	31.02	37.95
1910	35.12	28.12
1911	34.18	25.65
1912	36.66	26.41
1913	53.84	30.33
1914	78.20	29.70
1915	115.25 (\$1.15)	49.21

CHART C.

## Increase of Net Per Capita Costs.



NOTE:—According to the figures supplied by the Social Service Commission, the per capita charitable expenditures for 1916 were \$0.214.

**b.—How much the Citizens of Toronto give through the regularly organized channels of Private Philanthropy.**

For the purpose of this study 14 institutions were first chosen whose annual reports were available, and whose work was fairly typical of charitable and benevolent work. Long before the inquiry had exhausted the original reports it became evident that the same list of givers formed the backbone of each institution's support. When the point was reached that all names were duplicates and no new ones were being added to the combined list of subscribers, it became clear that it would be unnecessary to carry the inquiry further along this line, as all salient facts had already emerged, and any further tabulation and analysis would be simply waste effort. The only additional information to be gained by further inquiry would be the total amount of benevolences. It will be observed that the hospitals, the Y. M. C. A. and several other large philanthropies have not been included, as would have to be done if a complete quantitative treatment were being attempted.

During their last fiscal years for which reports were available at least 12,459 separate gifts were made to the 14 institutions studied. The total of these gifts was \$39,742.95. Thus the average gift was \$3.19.

Below is a Summary of Subscriptions and Donations by Institutions. These have been grouped roughly, according to the emphasis placed on the different phases of their work:

**TABLE I.**

**SUMMARY OF SUBSCRIPTIONS AND DONATIONS  
BY INSTITUTIONS.**

Year	Institution	Nature of Work	No. of Subscriptions with names	No. of Anonymous Subscriptions	Subs'ns from Churches & Sun. Schools	Subs'ns from Lodges and Societies	Miscellaneous	Total
1914-15	No. 1	Philanthropic, with no charitable element .....	145	.....	.....	.....	.....	145
1915	No. 2	Philanthropic, doing some charitable work .....	1,866	205	.....	1	.....	2,072
1915	No. 3	" " " " .....	1,720	189	.....	4	.....	1,913
1915	No. 4	" " " " .....	285	1	.....	.....	.....	286
1915	No. 5	" " " " .....	282	14	.....	41	.....	337
1914-15	No. 6	Charitable, doing some self-sust'ng philanthropic work .....	209	24	25	134	6	398
1914-15	No. 7	" " " " .....	279	12	.....	.....	.....	291
1915	No. 8	" " " " .....	1,136	36	.....	38	.....	1,210
1915	No. 9	" " " " .....	2,173	780	.....	.....	.....	2,953
1914-15	No. 10	" " " " .....	737	10	.....	.....	.....	747
1914-15	No. 11	" " " " .....	695	99	.....	.....	.....	794
1914-15	No. 12	Charitable only .....	46	2	.....	.....	.....	48
1915	No. 13	" " .....	414	4	.....	.....	.....	418
1915	No. 14	" " .....	716	131	.....	.....	.....	847
Total.....			10,703	1,507	25	218	6	12,459

Out of the 12,459 gifts, 11,578, or 92.9%, were for five dollars or less. The most typical subscription was between fifty cents and one dollar. There were 4,654 such gifts, or 37.3% of the total number. Gifts over \$100 were 12 in number, or .069 of 1% of the total.

The table below gives a summary analysis of the gifts by amounts:

**TABLE II.**

**SUMMARY OF  
SUBSCRIPTIONS AND DONATIONS  
BY AMOUNTS**

AMOUNTS	Listed Subscribers	Anony-mous Subs'ns	Churches and Sun. Schools	Lodges and Societies	Miscellan-ous	Total Number	Per cent. of Total No. of Gifts
25c. and less .....	829	988	.....	.....	.....	1,817	14.6
26c. to 50c .....	974	222	.....	.....	.....	1,196	9.6
51c. to \$1.00 .....	4,465	182	1	6	.....	4,654	37.4
\$1.01 to \$2.00 .....	2,016	45	2	31	.....	2,094	16.8
\$2.01 to \$5.00.....	1,648	47	10	112	.....	1,817	14.6
\$5.01 to \$10.00 .....	460	13	6	54	.....	533	4.3
\$10.01 to \$25.00.....	230	5	4	9	.....	248	1.9
\$25.01 to \$50.00.....	41	4	2	4	.....	51	.41
\$50.01 to \$75.00.....	2	.....	.....	.....	1	3	.024
\$75.01 to \$100.00 .....	30	1	.....	2	1	34	.27
\$100.01 to \$150.00.....	1	.....	.....	.....	2	3	.024
\$150.01 to \$200.00.....	5	.....	.....	.....	.....	5	.04
\$200.01 to \$250.00.....	1	.....	.....	.....	1	2	.016
\$250.01 to \$500.00 .....	1	.....	.....	.....	.....	1	.008
\$500.01 to \$1000.00.....	.....	.....	.....	.....	1	1	.008
Total.....	10,703	1,507	25	218	6	12,459	100%

What proportion of the income of these institutions came from public grants, private gifts, sale of work done by beneficiaries, contributions of beneficiaries to their own support or from the relatives of inmates, is shown in Table III., on next page.



The Cheerful Giver.

Missourian.

Grouch.

TABLE III.

**PERCENTAGE OF TOTAL CURRENT INCOME RECEIVED  
FROM VARIOUS SOURCES.**

Insti- tution	Nature of Work	Revenue for Services Rendered		Revenue coming indirectly from private givers		Revenue coming directly from private givers				Revenue from Governmental Sources		TOTAL
		Beneficiaries and Relatives	Industries Carried on in Institutions	Interest on Investments	Real Estate Revenue	Ordinary Donations	Special Donations	Tag Days	Miscellan- eous Gifts	Receipts from Province	Grants and other Pay- ments from City	
No. 1	Philanthropic, with no char- itable element.....	97.13%	.....	0.33%	0.26%	1.08%	0.88%	.....	0.32%	.....	.....	100%
No. 2	Philanthropic, doing some charitable work .....	36.18%	.....	.....	2.45%	43.66%	4.25%	2.83%	.....	.....	10.63%	100%
No. 3	" " " "	52.34%	23.02%	0.11%	.....	11.5%	0.15%	.....	0.12%	9.93%	2.83%	100%
No. 4	" " " "	59.12%	.....	5.28%	.....	20.12%	.....	.....	.....	3.81%	11.67%	100%
No. 5	" " " "	43.40%	1.14%	.....	1.71%	29.84%	4.69%	.....	.....	.....	19.22%	100%
No. 6	Charitable, doing some self- sust'ng philanthropic work	12.30%	.....	.....	.....	50.02%	11.64%	13.78%	0.18%	2.79%	9.29%	100%
No. 7	" " " "	34.68%	.....	0.29%	.....	49.59%	.....	.....	4.27%	.....	11.17%	100%
No. 8	" " " "	24.55%	.....	2.99%	.....	8.25%	.....	.....	0.07%	13.68%	50.46%	100%
No. 9	" " " "	20.02%	.....	21.25%	.....	29.85%	.....	11.89%	0.05%	5.50%	11.44%	100%
No. 10	" " " "	21.59%	.....	22.75%	.....	24.68%	.....	10.7%	3.9%	5.27%	11.11%	100%
No. 11	" " " "	16.82%	34.04%	0.45%	.....	14.73%	.....	.....	.....	17.40%	16.56%	100%
No. 12	Charitable only .....	1.01%	.....	1.61%	0.48%	0.47%	.....	.....	0.1%	8.49%	87.84%	100%
No. 13	" " " "	5.52%	.....	17.93%	1.55%	16.02%	0.39%	10.08%	.11%	17.81%	30.59%	100%
No. 14	" " " "	.....	.....	.....	.....	62.31%	.....	.....	.....	.....	37.69%	100%
All Institutions.....		40.63%	3.74%	2.96%	0.29%	10.14%	0.69%	1.35%	0.36%	6.98%	32.86%	100%

An examination of Table III. will show that one of these institutions is supported almost entirely by funds from public sources. May we raise the question here whether in such cases full ownership and control should not be vested in the city, rather than in a Board in which the city may have but a minority representation?

The 10,703 gifts from individuals who gave their names were received from 6,567 separate individuals. It would appear, not only from material evidence produced by the study itself, but from comparison with other available information, that in normal times this represents the greater part of the benevolent public in Toronto, although the total amount of their benevolences may be many times greater than their gifts to the 14 institutions chosen. Their names appear in other lists where much larger amounts are set opposite their names.

Of the 6,567 subscribers and donors

3,214	or 49%	gave to some one institution.
725	" 11%	" " 2 institutions.
328	" 5%	" " 3 "
171	" 2.6%	" " 4 "
126	" 2%	" " 5 "
94	" 1.4%	" " 6 "
75	" 1.1%	" " 7 "
41	" .62%	" " 8 "
31	" .47%	" " 9 "
18	" .27%	" " 10 "
11	" .16%	" " 11 "
1	" .01%	" " 12 "

In addition to these, there were 1,732 cases, or 26.37% of the total, where surnames only were given: If initials had been given, many of these names would undoubtedly have appeared as duplicates.

Thirty-five givers, of the 6,567, each made aggregate gifts amounting to \$100 or over. Fifty-eight made gifts which aggregated \$50 to \$100 each. These 93 individuals or firms would probably coincide quite closely with the names of the chief givers to the larger benevolences of the city, to which, on the average, they, of course, make much larger contributions.

Among others, the following conclusions would seem to be warranted by the above analysis:

1. Even including comparatively small gifts, the burden of benevolences and the opportunities for service which philanthropy offers seem to fall to the lot of a somewhat restricted and comparatively unvarying list of givers;
2. The greater part of this burden seems to be borne by a still more restricted list of givers who are evidently solicited by almost every benevolent institution in the city;

3. A tremendous amount of waste energy and time, both on the part of the giver and solicitor, must be expended in obtaining thousands of small gifts which, under a systematic method, backed up by intelligent co-operative and educative cultivation of the field, should be obtained in greater number with greater ease.
4. Although great headway has undoubtedly been made in recent years in cutting down that part of overhead which goes to expenses of collection, there must still be great room for improvement.
5. A great deal of giving must have been done mechanically without any real appreciation of the needs of the whole social service field in Toronto.



GIVING TO SAVE TIME.

## 5—HOW TORONTO CONTROLS HER GIFTS

### a.—Control of Public Giving.

The official advisor of the City Council with regard to all its charitable grants is the Social Service Commission, an unpaid body of seven men appointed by the City Council. The historical background, the evolution and the activities of the Commission up to the end of 1915 are best set forth in the following statement prepared by the Commission itself:

“Appointment: The Social Service Commission of Toronto was appointed in 1912 by a resolution of the City Council to report on a scheme of charity distribution. When the appointment of the Commission was made the Mayor and those who were directly interested, realizing that it was an entirely new departure which might cause a great deal of friction with bodies organized for many, many years, took the easiest and simplest way of dealing with the situation.

“Powers: At first no definite powers were given the Commission. The Mayor, in communicating with the gentleman who had consented to fill the position of chairman, set forth the idea that the Board of Control had in forming this committee, viz.: to bring together certain men who had a practical working knowledge of the conditions of charity distribution in Toronto, with the object of settling upon some sort of central bureau which would distinguish between the deserving and the undeserving institutions and individuals, and to arrange for a clearing house for the different cases. The inquiry which they desired the Commission to undertake covered the question of overlapping and of amalgamation of different institutions where desirable.

“Gradual Development: As time rolled by all applications to the Board of Control for assistance for any charitable purpose were referred to the Commission, and gradually it became a department where all sorts of problems, philanthropic and charitable, were taken up. In 1914 the City Solicitor, to whom we submitted amendments to the Municipal Act, giving certain powers to the Commission, advised that in the many By-laws of the City Council these powers were already in force. In our report of 1913 we submitted a large number of recommendations and intimated to the Council that if we had not the power to put these recommendations into effect, the City Solicitor should be empowered to draft legislation necessary. The Council, and the citizens generally, seemed to be perfectly satisfied that the Commission already had power by virtue of their appointment and without further legislation:

- “1. To supervise the work of every charitable and philanthropic institution receiving a civic grant and to determine the amount of such grant for the guidance of Council;
- “2. To approve or disapprove of any charitable and philanthropic organization soliciting funds from the charitable public;
- “3. To be the investigating body for the distribution of all funds appointed for special purposes of relief by the City;
- “4. To undertake the investigating of any case submitted to them by a citizen;

- "5. To be the supervising body of the Civic Employment Bureau;\*
- "6. To undertake the management of the Civic Lodging House;†
- "7. To supervise the distribution of Outdoor Relief as contained in the report of November 3rd.

"At the present time (1915) the following statements cover more accurately the functions of the Commission;‡

- "1. The Social Service Commission is recognized by the city government as the agency to regulate all forms of social service undertaken by the city itself, or supported, either in part or as a whole, by city funds;
- "2. The Social Service Commission seeks to co-ordinate the work of all charitable societies in the city as far as it is possible, bringing the force of public opinion to bear so as to reduce and prevent unnecessary duplication;
- "3. The endorsement of the Social Service Commission should be recognized by the community as necessary to give standing to public solicitation of funds for charitable purposes;
- "4. The Social Service Commission is recognized by the city government as its advisor with respect to any new forms of social service proposed to be undertaken by the city and with respect to applications of charitable or philanthropic organizations for civic aid, and the Commission and the Board of Control should keep in close touch with each other with respect to all forms of social service work;
- "5. The Social Service Commission acts as a clearing house for information of all sorts with respect to the activities of all charitable agencies in the city;
- "6. The Social Service Commission is expected to make suggestions to the Board of Control and the Council from time to time, as to any new forms of social service which it deems necessary in working out a constructive and definite plan for meeting the city's social obligations."

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#### RELATION OF THE COMMISSION TO OUTDOOR RELIEF.

"In 1914 the City Council instructed the Social Service Commission to confer with the various charities of the city and to report as to the general reorganization of charitable effort in Toronto.

"According to the plan, the general supervision of Outdoor Relief and the more important work of family rehabilitation are under the supervision of three district secretaries. They are appointed by the Commission and located so that their offices may serve the whole City. The North office is at 22 Yorkville Avenue, the East office at 570 Queen Street East, and the West office at 327 Adelaide Street West. Each office is a clearing house for private individuals and organizations interested in needy families. The secretaries are trained and experienced in family relief work. In each family needing help they see, because of conviction and training, an opportunity and responsibility to do constructive work.

\*Now administered by the Property Department.

†Not now administered.

‡In 1914 the City Council passed a By-Law fixing the term of service of each Commissioner so that one would drop out each year.

"The Neighborhood Workers' Association in its present capacity represents the source or organization through which the City by means of the Field Secretaries is endeavoring to educate groups of people and private individuals in the proper methods of relief giving. The Secretaries are the advisors and field workers appointed by the Commission and responsible to them. The Neighborhood Workers' Association divides the City into three districts and subdivides each district into three divisions, the Field Secretaries acting as secretary of each main division.

"In this department of the Commission's work distress is relieved with care and sympathy, but the emphasis is not placed on mere relief giving. With each family helped the work includes co-operation with other agencies, diagnosis of need, decision as to remedy, application of remedy, subsequent care and tabulation of results. This is no haphazard "tinkering" with human beings but a real effort to render progressive and constructive service.

"In this plan as arranged by the Commission to meet the needs of the relief work of the city and for private organizations, it was necessary that the same workers handle both types of cases. We (the Social Service Commission) realize now that the work done for families cared for by private charity and that done for families cared for by the city must be done from a different office. Our aim, therefore, is to arrange for a Charity Organization Society to work with those handling city families."

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#### RELATION OF THE COMMISSION TO INDOOR RELIEF (ANNUAL REPORT, 1915).

"The Social Service Commission in dealing with Indoor Relief, or grants to children's institutions, receives from each institution a history of each child admitted, a statement when the child is dismissed, and a statement of cost and maintenance. These institutions, in the past, have received city aid in the form of lump sum grants. In part, this custom still obtains, but payments on the basis of the number of inmates is rapidly superseding lump sum grants. The amounts of grants to all institutions is made on the approval of the Commission, which has the power to inspect all details as to costs and as to standard of work done.

#### Suggested Changes.

"In 1915, the following report and suggested changes were submitted to the Board of Control in reference to Children's Institutions:

"The Commission have gone very thoroughly into the matter, by way of close investigation, and report having obtained the following facts:

"That normal children removed from their parents on account of a family emergency and placed in an institution, remain long after the emergency has been tided over;

"That children of widows who might remain in the family are kept during their period of childhood in the institutions because the mother can pay a pittance toward their support (children belonging to this class can be kept with their mothers through private effort);

"That children whose parent or parents are living, but are irresponsible, are gradually forgotten by the parents, and are left practically deserted, not only are robbed of their own home, but of the right to a foster home;

"That normal, bright children are obliged to live and study side by side with abnormal and defective children;

'That the institutions in thus housing children year after year who might be returned to their homes, placed for adoption, or placed in foster homes, are losing sight of their only function, viz.: to shelter and protect a child during a short period while its own home is unfit, or until such time as a better home can be found;

'That three months' careful study of the needs of a child committed to an institution and the same careful study of the details of its home gives ample time to determine whether or not the child should be returned, adopted, or placed in a foster home;

'That there is no limited time for a child to remain in an institution.'

'The Commission having drawn its conclusions from the foregoing facts, and having considered and unanimously agreed that a change of method in granting money to the various children's homes and orphanages is a vital necessity, beg to recommend:

'That the following classes of children be placed on the per capita per diem basis: 1. Children whose parents' whereabouts are not known; 2. Children whose parent or parents are in jail or on probation; 3. Babies wilfully deserted by parents; 4. Illegitimate children deserted by their mothers; 5. Children who have neither father or mother living;

'That the names, ages and addresses of a sufficient number of children to absorb the grant calculated on the per diem basis, be furnished the Social Service Commission, and further additions be furnished to keep the number as originally stated;

'That the histories of children whose names, ages and addresses appear on the vouchers for all the institutions be carefully investigated by the Social Service Commission, whose responsibility it will be, in co-operation with the proper authorities, to determine from a history of each child whether or not the child: 1. Should be returned to its own home; 2. Should be placed for adoption; 3. Should be placed in a foster home; 4. Should remain in the institution; and be responsible for the proper carrying out of the plan with the proper authorities for each child over whom the city has control.

'If your Board approves of the policy as set forth, the Social Service Commission is of the opinion that sufficient power is given to bring such into effect, and in order to prove the value of this policy, both for the children concerned, the institution and the city, the Commission will be willing to undertake this work for this year, if so authorized by your Board, and beg to recommend as follows:—

'That your Board advise each of the several Children's Institutions receiving a civic grant that such grant is made under the provisions of this plan;

'That each and every institution admitting illegitimate children be instructed to report immediately to the Morality Department all facts it may have in order that steps may be taken to locate the responsible parties;

'That the City Relief Department report the names and addresses of every applicant for a hospital city order to the Morality Department immediately on the birth of an illegitimate child and co-operate with that department in securing maintenance from the parents when possible;

'That each and every institution admitting children be instructed to report every new admission immediately to the Confidential Exchange so that a complete family record may be secured by each institution in any way dealing with the family.' (See also History Form—Table II. of appendix).

'The Board of Control recommended the adoption of the foregoing report, the provisions of which, including payment by per capita rather than lump sum grants, are gradually being worked out in practice.'

It will be noticed that the work of the Commission was at first purely advisory, that later its administrative functions increased rapidly, that the Commission very properly has laid down some of these administrative functions as only temporary in nature, that owing to the necessities of the case and the fact that there was no adequate city-wide organization for the co-ordination of private charity the Commission was practically compelled to undertake advisory, and even administrative work for the control of private charity, and that the Commission looks forward to the formation of a Charity Organization Society at least to administer out-door relief from private sources.\* In line with this recommendation of the Commission, this study contains an outline of a possible co-operative organization of Toronto's private charities and philanthropies, for the co-ordination of private giving and the working out of a community programme of Social Service. If it is undesirable for a governmental organization to control directly the actual giving of private relief, it is equally undesirable for a branch of government to control such giving indirectly through endorsement cards. In the hands of less public-spirited and less impartial commissioners, the endorsement card might readily become the instrument of favoritism and injustice. Such cards should be given out only by a privately-supported board representative of all private charities. This would guarantee as nearly absolute justice as is humanly possible, adequate investigating staff to determine fitness of institutions, increased willingness on the part of private organizations to lay bare all information, and the disappearance of friction, suspicion and factious opposition in the face of a public opinion which all have had a share in forming.

The governmentally controlled Confidential Exchange is in the nature of an information service, and does not labor under the same objections as the endorsement card issued by governing bodies. But even this, if not independent, might better be conducted by a co-operative organization of private givers.

The Social Service Commission seems to be in accord with this opinion. The following is an extract, quoted by them, from a questionnaire and answer thereto submitted to Miss Helen M. Crittenden, Registrar of the Chicago Social Service Exchange.

Question: "Should it (the Exchange) be an independent entity, or a department of a public or private organization?"

Answer: "Speaking theoretically, I believe it should be independent. If attached to an organization, however, I have no hesitation in saying that the organization should be private. As a department of a public organization it has no assurance of permanency."

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\*See page 20; paragraph 3.

If and when the time comes that organized society through its governments shall hold itself directly responsible morally and financially for the relief and cure of human suffering and inefficiency, the very nature of governments will have so changed and their methods of operation will have been so modified that governmental agencies may readily be developed to deal with all social problems sympathetically, individually and fundamentally. As in most cases, however, in the absence of a militant public opinion on any social problem, the way for governmental operation of a new function, even if desirable, must be broken by a privately organized and controlled demonstration. **Public opinion controlled or formed by governmental action or regulation is never entirely trustworthy. Toronto needs a private agency which by co-ordinating private giving will naturally develop a sound public opinion with regard to social service.**

Through the courtesy of the Social Service Commission the Bureau was enabled to observe the work of their field representative who inspects and reports on the various private charities receiving city aid. The work observed by the Bureau was being done thoroughly and, no doubt, accounts largely for the advance in uniform accounting and financial reporting of these institutions, as well as for several other advances listed further on in this report.

The Bureau also had opportunity to observe the work in the head office, which was explained in detail to the Bureau's representative. Neither the files of the Confidential Exchange, which represent a large and important part of the work of the central office, nor the correspondence files of the Commission, were available for study, so that an analysis and classification of these by the Bureau was not possible. It seems certain that these files contain material which, if properly analyzed and classified, would be of great assistance in determining a policy of social service for Toronto, both private and public. The Bureau hopes that some agency selected by the Commission itself will be given access to these records for the purpose of conducting such a study.

Also through the courtesy of the Commission and its officials, the Bureau was given copies of official statements bearing on the growth of the work, and questions submitted by the Bureau in writing were carefully answered in detail. The Bureau also was given copies of the Commission's excellent annual reports, which give a very good idea of the evolution of the Commission's duties and its accomplishments.

The Standardized Maintenance Account Form used by charitable organizations receiving city aid is summarized in Table I. of the Appendix. This represents a tremendous advance. The grouping and arrangement of the items could, however, be improved. As the accounts of most, if not all, of the institutions concerned are on a cash-receipts cash-payments and not a revenue-expense basis, the information is not as valuable as it might be.

Information as to the registration of the Confidential Exchange to the end of 1916 has been supplied by the Commission. The total registration grew from 1,098 in 1913 and 10,550 in 1914 to 18,401 in 1915, decreasing slightly in 1916 to 17,622.

Of the 47,671 registrations in the Confidential Exchange at the end of 1916, 23,686 were made by public organizations, while private organizations—churches, missions and welfare associations of various sorts—were responsible for the remaining 23,985. In all 193 agencies have registered families in the Exchange.

An analysis of the 1911-1912 report of the Charities Commission, which was the organization out of which the Social Service Commission grew, was made by the Bureau, and a list compiled of the main recommendations contained therein. The Social Service Commission was then requested by the Bureau of Municipal Research to note after each recommendation the progress made in giving it effect. The Commission very courteously and in a very busy season gave the information contained in the schedule below (in which the recommendations are in display type and the action taken in ordinary type):

**1. That the Case of Every Admission for Which City Pays Should be Minutely Examined:**

The records of children admitted on City Order have been and are examined. The reports based on the investigations have fundamentally changed the policy of child-sheltering institutions. See the report of the Social Service Commission 1915, page 12. Hospital City Orders are examined, with the result that where previously no payments were made to the City Relief Office, now an average of about \$1,000.00 per month is paid.

**2. That More Accommodation in Institutions be Provided:**

At the present date no institution is overcrowded.

**3. That as Far as Possible Funds be Collected from Year to Year by Circular to Reduce Commissions:**

The endorsement sheets submitted by each institution coming under the supervision of the Social Service Commission show that commissions are paid in six instances, the highest being 15%. The policy of paying commissions is gradually going out of use.

**4. That Commissions be Paid for New Contributions Only:**

See No. 3.

**5. That Institutions Doing Similar Work be Amalgamated or Centralized, Reducing Management Expense, Securing Uniformity, and Making Investigating Easier:**

Five organizations and institutions have been taken off the city's list. Four organizations have been centralized.

**6. That More Creches be Established in Carefully Selected Locations:**

Since this date two Creches have been established, one in the Danforth District and one in the Queen East District.

**7. That These Creches be Under Central Management With Local Matrons:**

The Commission is urging central management.

**8. That More Careful Investigation be Made to Learn Whether Parents Who Should Not Do So Are Making Use of the Creches:**

Each year the Social Service Commission investigates this matter. The report on Creches for 1916 is very detailed.

**9. That Inmates of the Homes for the Aged Who Can Pay or Whose Relations Can Pay for Their Support Should be Provided for by Private Enterprise:**

The majority of Homes for the Aged now require a bond.

**10. In View of the Drift From the Country to the City of Those Needing Care, That the Provincial Government be More Liberal Than Hitherto:**

The Provincial Government has made no change in its per capita payment to institutions.

**11. That Power Should be Given the Authorities to Confine Imbecile Girls to an Institution:**

The law at present does not cover this point, unless the girl has committed a crime. Statistics are at hand and social workers are urging legislation.

**12. That Rescue Homes for Men, and Missions and Cheap Boarding Houses, be Under the Supervision of the Medical Officer of Health:**

The law now covers this from a sanitary standpoint.

**13. That Some of These Places Run for Private Gain Should Not Receive Either Public or Private Aid:**

None of those bodies mentioned under 12 receive city grants. We have no control over private donations except through the Card of Endorsation.

**14. That a Home for the Aged and Infirm be Erected on the Industrial Farm:**

This was under way when the war started. Plans were prepared. No further steps have been taken.

**15. That Permanent Residents of the House of Industry be Removed to the Industrial Farm:**

This is the intention when the Home for Aged and Infirm is erected on the Industrial Farm.

**16. That an Investigation Bureau be Established With Visitors for the Several Districts:**

This is completed and in working order with three field workers, all of whom are technically trained in family rehabilitation.

**17. That in the Near Future at Least Half the Dependent Children of the City Should be Transferred to Country Homes, and That With This Object in View an Enquiry Should be Made Into the History of Each Child in the Different Institutions:**

An enquiry is made into the history of each child to determine whether or not it should be returned to its own home, placed in a foster home, or remain in the institution. Enquiry does not show that one-half of the children should be placed in country homes.

**18. That the Work of Home-finding be Undertaken by the Children's Aid Society, the Shelter Being Made the Clearing House for All Dependent Children:**

This is in process of being consummated.

**19. That the Boys' and Girls' Homes be Removed to the Industrial Farm:**

The question of the removal of children's institutions to the country has been considered by several Boards and left in abeyance until the end of the war.

**20. That There Should be Obtained From Each Institution Each Year a Report for the Past Year and a Budget Showing Requirements for the Coming Year:**

The past year's statement is given in detail, the coming year is not presented in budget form, but as an estimate based on costs of previous year.

**21. That a Uniform System of Accounting be Established in the Institutions:**

Each institution sends in monthly statements according to printed forms.

**22. That Records be Established in Each Institution Giving Necessary Information for Action by Council:**

Records are kept and submitted to the Social Service Commission.

**23. That in Their Annual Statements, Institutions Give a Complete Balance Sheet:**

Each institution presents the following:

- a. A monthly statement of itemized expenditures with daily number of inmates;
- b. An endorsement sheet showing source of donations, totals of expenditures and estimates for the coming year;
- c. A detailed statement of income and expenditure including list of employees by work and salaries;
- d. Statement of assets and liabilities, including statement of investments.

This phase of institution work has advanced to a marked degree in the last two years.

**24. That the Council See That Titles to Property are Properly Vested:**

With few exceptions, institutions are incorporated with their property properly vested.

**25. That a Charities Commission be Appointed by Council:**

(This has been done: the title of the body being the Social Service Commission)

**The Duties of the Commission to Be:**

- a. To inform itself as to the working of all organizations applying for a civic grant, or aid from the general public.

This is done.

- b. To grant cards of endorsement to organizations and individuals proposing to solicit contributions from the public when these organizations—their needs, methods, efficiency—are approved by the Committee.

This is done.

- c. To determine when a proposed new organization will have a field of operation not already fully occupied.

This is done.

- d. To arrange with the city and the Provincial Government what proportion of the requirements should be met by each, the balance by the public, of which the public should be duly advised.

This is done as far as it effects the city and citizens of Toronto directly. Government payments are fixed by Statute.

## **B—Co-ordination of Private Giving.**

The City of Toronto has no private agency for the co-ordination of private giving. The Social Service Commission through its endorsement cards exercises some influence in so far as private givers ask to see these cards before giving, and in so far as they use the Confidential Exchange. **There is, however, no community social service budget. It is no one's duty to consider the city's charitable and philanthropic needs as a whole. Giving even to established organizations is largely casual, insufficiently informed, and entirely inco-ordinated. Except for police enforcement of the laws against vagrancy and begging there is no attempt to socialize the giving of individuals who have to those who have not.**

As a matter of fact, the Social Service Commission is the only barrier against utter chaos, without it the city would have fared badly in recent years. **What it has accomplished partially and under handicaps could be accomplished much more completely under a system by which organized private charity could co-operate with organized public charity to oversee the whole field of charitable endeavor.**

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## **6—A POLICY FOR TORONTO**

As in any other department of human endeavor, any programme of community philanthropy must be based on a consideration of:

- a—Actual existing conditions;
- b—Desired ends to be attained;
- c—Organization necessary to attain these ends.

### **a—Actual Existing Conditions.**

1. No one knows how much the citizens of Toronto spend collectively on community philanthropies;
2. No one knows how many existing philanthropies are not needed and how many non-existent philanthropies are needed although, within its prescribed limits, the Social Service Commission has not only obtained some information of the kind but has taken action thereon;
3. No one knows just how many existing institutions are crippled by lack of necessary funds, for what purposes, and to what extent;

4. No one knows just how many institutions receive funds in excess of what the community's highest welfare demands—funds which might better be applied elsewhere;
5. Everybody knows how many people give to individual philanthropies without first having a comprehensive view of the community's needs. How many? As many as give at all—for the reason that the necessary city-wide information is not available;
6. Many people give to one philanthropy rather than to another because one has a better or more persistent solicitor than the other;
7. Many people give small sums to all who ask, because it saves time which they can ill afford to take from their business, while they would be willing to give larger sums to many if they were given information with regard to the needs of the city's philanthropies as a whole which could be digested as readily as the average commercial prospectus;
8. Many people give to only one philanthropy because there is only one which they really know something about;
9. Many people give because they don't like to refuse people, and not because they hesitate to refuse aid to what they know to be a good work;
10. Many people receive aid who do not need or profit by it, although this form of waste has been greatly cut down in recent years.
11. Many people, no one knows who or how many, need and would profit by aid which they do not receive, although such aid would be a good investment for the city;
12. Although the Social Service Commission has done much to secure increased efficiency in the financial administration of city-aided institutions, no one knows how many improvements might be made in philanthropic institutions the city over, particularly those not receiving city aid;
13. In fine, the philanthropies of the community are not conducted as community philanthropies and as a part of a well-matured policy based on well-understood community needs.

### b.—Desired Ends to be Attained.

After stating to ourselves these and other existing conditions we may list some of the ends to be attained as follows:

1. A knowledge of the amount of our annual philanthropic expenditures, public and private;
2. A continuous inventory of our community needs to be met by philanthropic action;
3. An understanding as to how far these needs are met by existing organizations;
4. A method of presenting these needs yearly to the giving public, along with the individual requirements of the various organizations formed to meet them;
5. A method of collecting these necessary funds without too great cost of time and money on the part of organizations and the giving public;
6. A method of distributing these funds to the various philanthropic agencies who are to spend the community's money for what the community wants done;
7. Co-operation between the organization formed to co-ordinate private philanthropy and the city's agency for controlling municipal expenditures for charitable purposes, so as to eliminate all duplication in inspection, relief work, etc., and to ensure the adequate covering of the whole field.

### Results Obtained in Other Communities.

Wherever the Federation idea has been advanced the following objections have been raised:

1. Fewer people will be reached;
2. People will cease to take a personal interest in philanthropy;
3. Enthusiasm will be killed;
4. Receipts will diminish.

The centralized budget of philanthropy and charity has been tried out in eleven communities. Another community has just adopted the idea. The experiences of these cities should be of some interest to Toronto. They provide a clear-cut answer to the objections listed above.

### What One City Found After the First Seven Months' Operation:\*

- I. "**Larger Gifts:** A careful comparison of each subscription received by the Federation with the gifts made by the same persons in 1912 shows the use of the federated subscription blank to cause the following amazing results:

\*From the Social Year Book of Cleveland, 1913.

a—In 1911-1912, 4,118 Federation members  
(October 1) gave to federated institutions. \$126,735

In 1912-1913, Federation members pledged  
to the same institutions:

(1) Through Federation .....\$188,335.00  
(2) Direct ..... 26,027.50

Total .....\$214,363—69.1%  
Gain

Of this amount, 2,063 persons who gave  
nothing to Federation organizations in  
1912 subscribed .....\$ 14,749

The SAME PERSONS, therefore, who gave  
\$126,735 in 1912 gave, in 1913, directly and  
by Federation subscription blank.....\$199,614—57.5%  
Gain

b—Where, in 1912, a giver gave to one organ-  
ization, he gave to THREE through Feder-  
ation in 1913. (In 1909 two-thirds of all  
givers of \$5.00 gave to one organization  
only).

II. "More Effective Gifts: gifts not lessened by the cost of a fifty-  
fold solicitation of the same small group of less than 6,000 indi-  
viduals and corporations. The Federation's collection cost for  
the present year should be considerably less than one-half the  
average cost of collection on the competitive basis. Until  
practically all the city's giving can be directed into the feder-  
ated channel, solicitors will continue to be necessary to many of  
the organizations, and the desired saving will remain unrealized.  
Already, however, the payment of commissions—seldom less  
than 10% and in some cases as high as 33 1-3%!—has been  
abolished by the federated organizations. The expensive meth-  
od of raising money by benefit entertainments—where the cost  
is often 40 to 60% of the receipts—is also being abolished as  
rapidly as people can be helped to see the wisdom and the  
economy of the out-and-out gift. Co-operation between finan-  
cial representatives in interesting new givers is also already  
being practised in a way which will greatly lessen cost while  
covering the broadest possible field. Co-operation in purchase  
of supplies is now being studied by a special committee and  
should permit the saving of a considerable sum, considering that  
the total yearly expenditure of the federated organizations is  
more than \$1,000,000. ————— & Co., consulting engineers,  
have very thoughtfully contributed their expert service toward  
scientific economy in the use of coal; expert services in other  
directions are now being sought with every prospect of decided

savings. "The Social Year Book" also represents a great economy as compared with the publication of separate annual reports by the federated organizations."

III. **More Givers:** As the result of the devoted efforts of several hundred good citizens during "Good Will Week," June 2-9, 2,063 givers were secured whose names were on none of fifty givers' lists possessed by the Federation for 1912. These new givers contributed a total of \$14,749."

IV. **Happier Givers:** Happier givers and more numerous givers will be obtained only when partnership in meeting the local needs has been made interesting. In the long run, few of us do well—and none of us do enthusiastically—the thing that gives us no satisfaction. The best gift is the gift that represents, not surrender to a solicitor's appeal, but genuine interest and satisfaction in the kind of result obtainable by each benevolent investment. The "Social Year Book" and the "Bureau of Social Interests" are parts of the Federation's plan to make closer and plainer than before the connection between the giver-investor and the work his investment-gift accomplishes for the good of others—as well as between the non-giving citizen and the work his gift, when made, will accomplish. "Visitors' Days" at the different institutions are now in process of arrangement; moving pictures, a little later, will carry the various activities to those who cannot visit them. The co-operation of the churches, of the schools, of the press, of the Public Library and of many clubs and other similar local bodies has already been obtained—because most freely offered—for bringing every citizen into more intimate touch with social problems and social undertakings than ever before. Unless this can be permanently accomplished there is no question but that the federated plan will ultimately fail: hearts are much more indispensable in this connection than pocketbooks. But it daily becomes plainer that the broad co-operative plans of the fifty-five federated organizations secure much greater personal interest than do the calls of a score or two of solicitors working without reference to each other. Theoretically, every benevolent person receives every one of these callers: as a matter of fact nearly every one refuses to see any more representatives after reaching what appears to be the limit of his or her charity budget. Unquestionably the relation between the community's benevolences and the community's citizens, both those who give and those who do not, is to-day much closer than a year ago.

"Most important of all, every 'federated' giver is enjoying as never before the double privilege of knowing the whole field of the city's needs and of then choosing without pressure from anyone those particular needs which it gives him most satisfaction to take part in meeting—without the old annoyance of being compelled to say ten disagreeable 'noes' for every pleas-

urable 'yes.' That this in itself leads to larger gifts is indicated both by the 57.5% increase already mentioned and the further fact that many of the largest givers have made large increases in their renewals for the present year, 1913-14—and that quite without solicitation. As long as human nature is what it is, a happy giver is pretty sure to be a double giver.\*\*

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#### What the Same City Found After Three Years' Operation.†

"Results for the year indicate the lines along which progress has been made in realizing the Committee's original purposes. The more than \$410,000 placed in the Federation's hands by nearly 4,000 persons and firms was an increase of more than \$100,000 or thirty-three per cent. over any previous year. Regular federated givers increased their gifts over the previous year by \$18,520 (net). Formerly un-federated givers who joined the Federation during the year increased their gifts over their previous totals by more than \$5,000. Nearly 900 persons who previously had made no gifts to any of these organizations also contributed over \$5,000—not to mention another thousand persons whose first-time gifts were secured directly by the organizations because of the immunity of their Federation subscribers from their further direct appeal.

"This larger collection, furthermore, was accomplished at practically no increase of cost in the Federation office over last year. To this collection cost, which figured eight per cent., is to be added the cost of organizations collecting from their givers who still remain unwilling to send their gifts through the Federation. The resultant average of, say, nine per cent. for all collection represents a saving of from \$15,000 to \$25,000 over the old competitive method, even though it includes two costs which the older and larger figures did not: namely, the cost of a broad educational program for much of which no direct financial return is immediately expected and the other, cost of studies and other co-operative activities whereby the allied organizations increase their operating efficiency.

"Results since foundation: More gifts by over \$175,000 or sixty-five per cent. were received in 1915-16 to the **CURRENT EXPENSES** of the federated organizations than during the year previous to federation—due mostly though not entirely to Federation.

"Reasons: Most people have been willing to give as much as they **THOUGHT** they were giving—usually fifty per cent. or more above their actual gifts.

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\*\*Mr. X. illustrates this whole matter of increased interest and increased though pressureless gifts. He sent in his pledge of \$300 and promised designations a week later. When the list was received it showed 42 organizations sharing \$340 instead of the promised \$300, an increase of nearly 15%. In 1912 Mr. X. gave to 13 federated organizations a total of \$87.30."

†From the Social Year Book of Cleveland, 1916

“Over two-thirds of all givers formerly gave to some one organization only; consolidated pledge blank has easily doubled number chosen with resultant increase of amount.

“Of ‘more givers’ the exact increase has not been computed, but up to September 30th, 6,500 persons not givers in year previous to Federation made actual gifts either through Federation office or to federated organizations (following the immunity of their Federated givers from further appeal). Chamber of Commerce found givers decreased eleven per cent. in number between 1907 and 1909.

“In November, 1916, a telephone canvass, made possible by the courtesy of the ——— Telephone Company, brought pledges of over \$18,000 from more than 8,000 givers mostly ‘new to charity.’ (About half of these pledges were paid within two weeks).

“Accomplishments: The Federated pledge blank now shows work done and gifts needed by each in comparison with all others. Choice is absolutely free. Personal appeals of paid solicitors have been discontinued.

“Problem of Illegitimacy studied during three years resulting in various improvements.

“Problem of the Handicapped discussed in manner which led to present city-wide survey.

“Buying and other operating problems studied with good results. (An estimated increase of six per cent., or \$75,000, in effectiveness of annual expenditures of about \$1,250,000 in the three and one-half years is certainly conservative).

“Nearly a page per week of newspaper publicity has been secured since May 1, 1913, on social work and needs (unequaled in other cities).

“Over 60,000 citizens have been personally reached by welfare lectures, motion pictures, etc., supplied (free) by the Federation’s Social News Bureau.

“Federated Churches now arrange annual ‘Welfare Sunday’ for discussion of city’s social problems.

“Moving picture operators contributed (1916) Baby Welfare film, seen by 150,000.

“The ——— Company now carries educational inserts with its bills and has forwarded about \$1,000 from 775 contributors who enclosed gifts in their payment checks.

“The ——— Telephone Company made available 145 telephone equipments for the use of nearly 1,000 volunteers who telephoned November 20-27, 1916, all individual subscribers not members of the Federation. ‘Thanks-givers’ secured as shown above.”

**Results obtained by another Alliance of Charitable and Social Agencies in its first year:\***

1. On January 18, 1916, it had 7,587 contributors, a gain of 3,832 over the total period prior to the formation of the Alliance;
2. Pledges obtained totalled \$137,472 (not including \$30,000 of renewed or renewable subscriptions) instead of the previous year's total of \$92,416.

---

**What happened in still another community after federation:\***

"In October, 1915, at the beginning of the present fiscal year, a ten-day campaign for money was undertaken, only two months after the city had been visited by a disastrous flood and had contributed \$55,000 for the relief of those who suffered. Yet in this campaign over \$65,000 was pledged, and much more has come in since then. This was an increase of 200 per cent. over the total that the federated charities had received from donations the year previous, and an increase of 100 per cent. over what they had received from donations, fairs, balls and other benefits. The number of givers has been increased from 2,190 to 4,110. The average contribution under the old plan was less than \$10.00; under the new, nearly \$17.00. Before federation 47 contributors gave more than \$100 each; after federation, 151.

"Greater than the financial gains, however, in the eyes of many social workers are the gains in constructive service. Formerly the city had two private relief-giving charities. Now these have united, producing economy and increased efficiency. A social service exchange has been established for the first time, and is used by the directors of the poor, the Mothers' Pension Board and other civic groups. Formerly each organization had its own group of admirers, who gave to it alone; since amalgamation, 90 per cent. of givers have left it to the directors of the federation to decide how their money shall be used.

"'Co-operation has been strengthened,' says the executive secretary of the Federation. 'There is a spirit of fellowship among social workers to-day, and all interested in social work, such as we believe never could have been brought about under the old plan. This has just been put to a test during the national baby week. The social workers got together at once and prepared an exhibit dealing with local conditions, the equal of which Mrs. \_\_\_\_\_, of the Federal Children's Bureau, declares she has not seen outside of the larger cities.'"

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In the light of these and similar facts in other communities can the Federation of Philanthropies be looked upon any longer as an experiment?

\*The Survey, May 13, 1916.

### c.—Organization Necessary to Attain These Ends.

It is obvious in the first instance that any organization for the co-ordination of philanthropic and charitable giving must be co-operative. In the first place, private philanthropy must co-operate with public philanthropy. In the second place, private givers must co-operate with private philanthropies, and these with each other. In the third place, any organization, to unify private philanthropy and bring it to bear most directly on community needs, must have the confidence of

- 1—The giving public;
- 2—The general public;
- 3—Organized philanthropies.

Public philanthropy also must have the confidence of the tax-paying public. It must be allied with those functions of government which most nearly approximate it in nature. It must not give assistance without adequate inspection and it must set up no duplicate inspection. Public Health work and Public Relief work are most nearly allied. The unit for both is the family, and those families most in need of relief also usually constitute health problems. Poverty and disease are very closely connected. In fact, very often the only method open to health authorities in protecting the interests of the public in certain cases of disease or lowered vitality is to institute relief measures. The Health Department has already in its employ an efficient inspection corps in the Public Health Nurses and several other branches of the service. These already have entree to many homes and are, or ought to be, already cognizant of social conditions which should come under the attention of public and private philanthropy.

Toronto already has an excellent working organization for the co-ordination of outdoor relief. This organization—made up of the Neighborhood Workers' Associations and their Council—should be strengthened by an arrangement by which its secretaries should be paid from private rather than from public sources as at present. There should be full co-operation between public and private philanthropy and charity, but there should be no public control of private charity, which must finally result if organizations for the co-ordination of private charity receive financial aid directly or indirectly from public sources. The Neighborhood Workers' Associations, as representing outdoor relief, should in some way be more directly tied up with the organizations representing the work of indoor relief.

With these basal considerations in view and as a basis for public discussion, the following steps in philanthropic organization are suggested:

1. That as many of the private philanthropic institutions of the city as may be willing enter into a federation for the purposes of intensive co-operation;

2. That these federating institutions be represented in the Federation of Philanthropies by an elected delegation of ten;
3. That the city's private donors or contributors be represented in said federation by a delegation of ten, elected at an annual meeting called for the purpose;
4. That the general public be represented by a delegation of nine, selected somewhat as follows: 3 to be elected by the Council of Women, 3 by the Board of Trade, and 3 by the Trades and Labor Council;
5. That the Federation of Philanthropies thus formed as a Board of Trustees, with 29 members, undertake for the community the following functions:
  - a—Drawing up an annual philanthropic budget to meet the needs of the constituent organizations in grappling with the social problems of the community;
  - b—Reaching as large a proportion of the public as possible through the planned co-operation of professional and volunteer workers so that the widest and deepest possible community interest may be awakened in what is rightly the business of the whole public;
  - c—Forming a clearing house of information on social problems;
  - d—Forming a clearing house for cash contributions to be distributed according to the directions of the donors;
  - e—Eliminating waste time in collection, both the time of the collectors, paid and unpaid, and of the individuals solicited;
  - f—Eliminating as far as possible the cost of collection;
  - g—Eliminating duplication of visitation and inspection;
  - h—Bringing together most effectively the most urgent needs and the most "intelligent" dollars.
6. That the work of administering public charity, including hospital grants and payments—which form the largest item in public charity—be co-ordinated with the work of the Department of Public Health, the new department to be styled the "Department of Public Health and Welfare," with two bureaus: the Bureau of Public Health and the Bureau of Public Welfare;
7. That a joint committee for the supervision and co-ordination of philanthropic inspection be formed; four members being appointed and paid by the Federation of Philanthropies, and four being appointed and paid by the Bureau of Public Welfare, all members to be professional social workers, and each group to constitute sub-committees working independently in supervision of field inspection, but co-operating by exchanging information.

8. That a joint field inspection force be established in two distinct sections, meeting for the exchange of information so as to eliminate overlapping—those workers paid by the Federation of Philanthropies inspecting only institutions not receiving city aid and belonging to the Federation; the workers paid by the city inspecting only city-aided institutions.
9. That the forms used by the different groups be identical and that duplicate copies of reports on city-aided institutions be made available to the Federation of Philanthropy, where such institutions also receive aid from the general public.
10. That the Federation of Philanthropies do not attempt to pass on the relative necessity for the work of each institution but only upon the efficiency of its operation.
11. That the Federation of Philanthropy publish annually a Year Book giving a clear statement of the work done by each institution, leaving to the giving public the decision as to the amount and nature of its support and that these pamphlets be available for general distribution.
12. That any designated gift be sent by the Federation of Philanthropies, without diminution, to the designated institution, and that the expenses of the Federation of Philanthropies be paid out of a fund created by subtracting a small percentage from all undesignated gifts and from all gifts designated specifically to the Federation of Philanthropies.
13. That the four members of the Joint Committee on Supervision and Co-ordination of Inspection, who are paid by the Federation of Philanthropies, act: one as Secretary of the Central Council of the Neighborhood Workers' Associations, and the other three as secretaries of the nine Neighborhood Workers' Associations, each group of three Associations having a common secretary.
14. That these secretaries assist the various volunteer workers in their work of outdoor relief, report through the Central Council of Neighborhood Workers' Associations all facts of general significance to the Federation of Philanthropies, and act as clearing houses of information between the local Neighborhood Workers' Associations.
15. That all cases requiring institutional care or outdoor relief, discovered in the work of the Neighborhood Workers' Associations, be referred to the fitting private philanthropy by the various secretaries, and that all cases where individuals now receiving "indoor" care should be transferred to "outdoor" care be referred by the "indoor" philanthropies to the Neighborhood Workers' Associations concerned through their secretaries.
16. That every organization coming into the Federation pledge itself not to solicit current funds independently, and that any funds

coming in directly be reported to the Federation in order that all may be treated fairly when the undesignated funds come to be distributed pro rata.

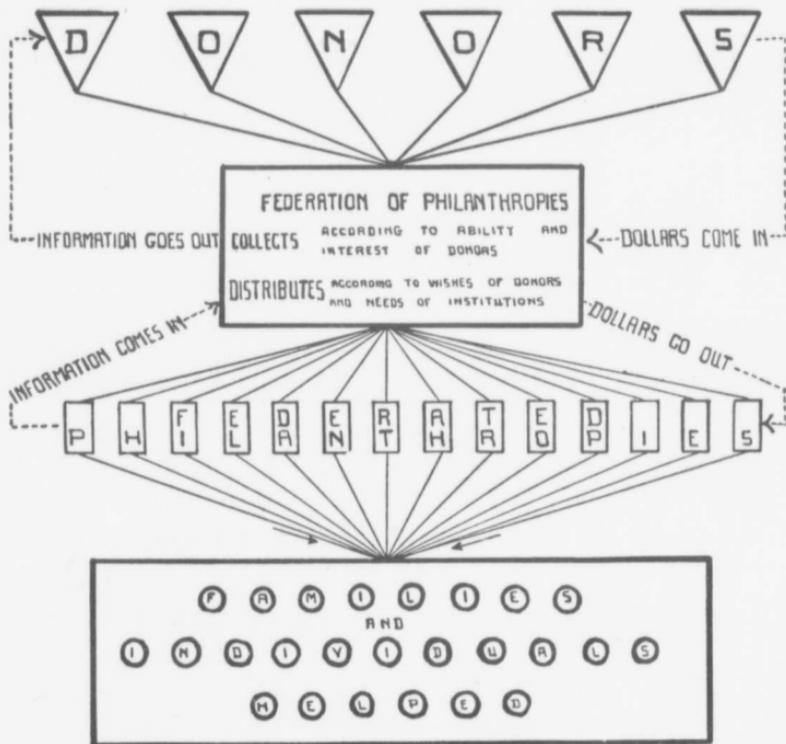
17. That every organization in the Federation be free to withdraw at the end of any fiscal year.
18. That the Federation of Philanthropies issue no information with regard to non-federated philanthropies, but that they forward any gifts which may come into their hands for such organizations.

Such an organization, if logically and completely carried out, would accomplish the following things:

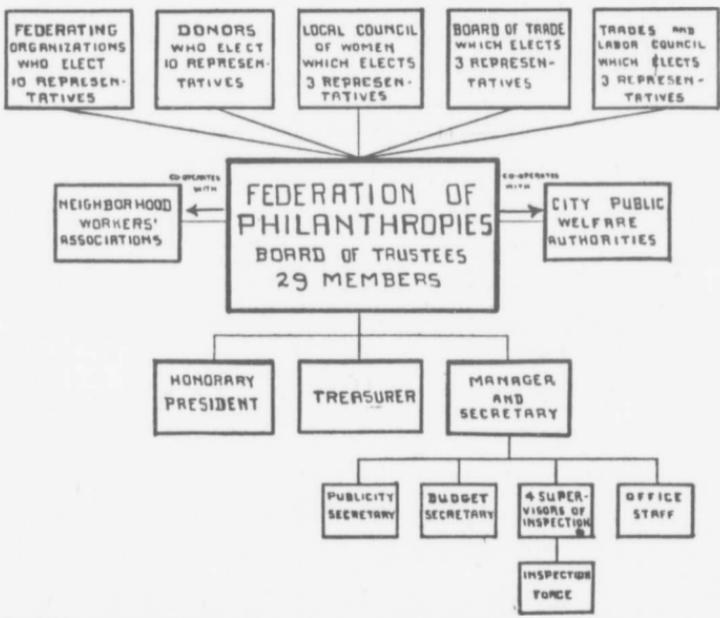
1. Givers would be afforded a bird's-eye view of the whole field before determining their annual expenditure for philanthropy, so that they could give to those objects which appealed to them most.
2. A greater number of people would be reached, so that the total number of givers would be increased.
3. Those giving only to objects which they understood would widen their circle of giving.
4. Personal interest in philanthropy and community patriotism would be greatly stirred by annual and periodical statements of the varied and great city-wide social needs, instead of piece-meal and partial statements of particular needs in some restricted field or fields.
5. Gifts to individual organizations would be increased if givers could see in their gifts a contribution to a general programme of social reconstruction.
6. The annual philanthropic budget could be cleaned up once for all in the early months of the year instead of dragging over the whole year and even running into the next.
7. Time now spent in soliciting funds could be directed into channels of personal service and practical philanthropy. Individual giving of money can do much harm, but individual giving of self can do nothing but good, if the worker is actuated by the spirit of service. "To visit the fatherless and the widow" is the very essence of philanthropy.
8. Investigation of social needs would be under the supervision of trained professional social workers, thus decreasing the danger of aggravating social evils by ill-chosen methods of assistance.

A PLAN BY WHICH THE DONORS' DOLLARS  
MAY SATISFY THE COMMUNITY'S NEEDS

MOST COMPLETELY  
MOST INTELLIGENTLY  
MOST CHEAPLY  
WITH LEAST FRICTION



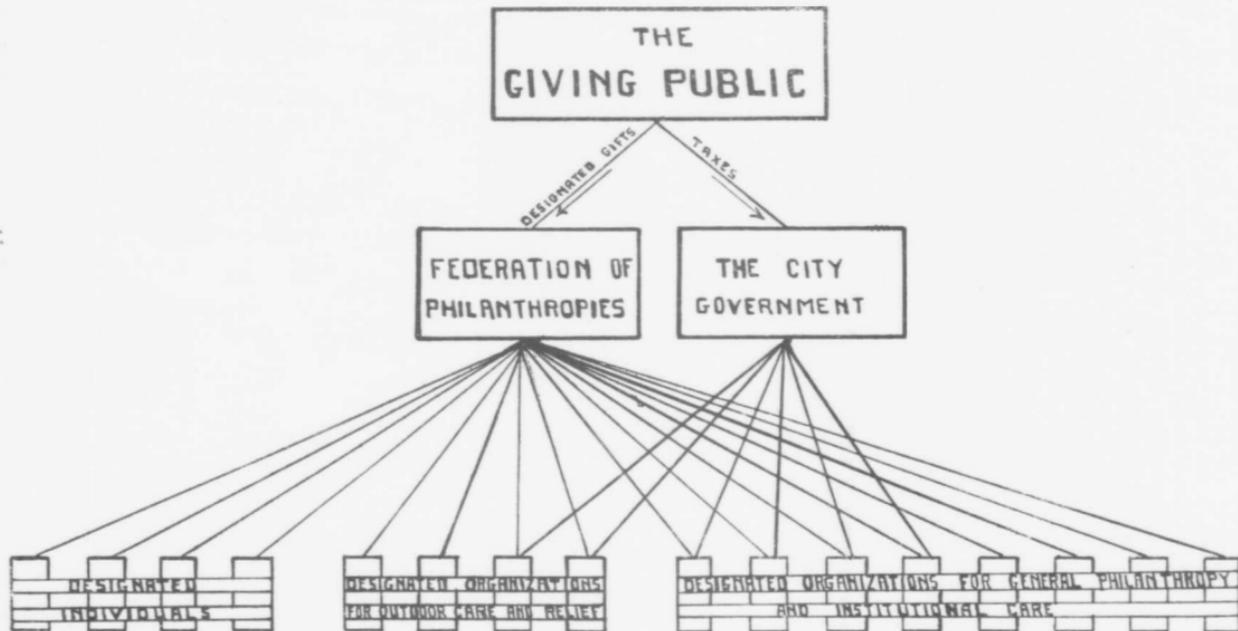
# OUTLINE OF PROPOSED ORGANIZATION OF FEDERATION OF PHILANTHROPIES



\* ALSO ACTING AS N.W.A. SECRETARIES.

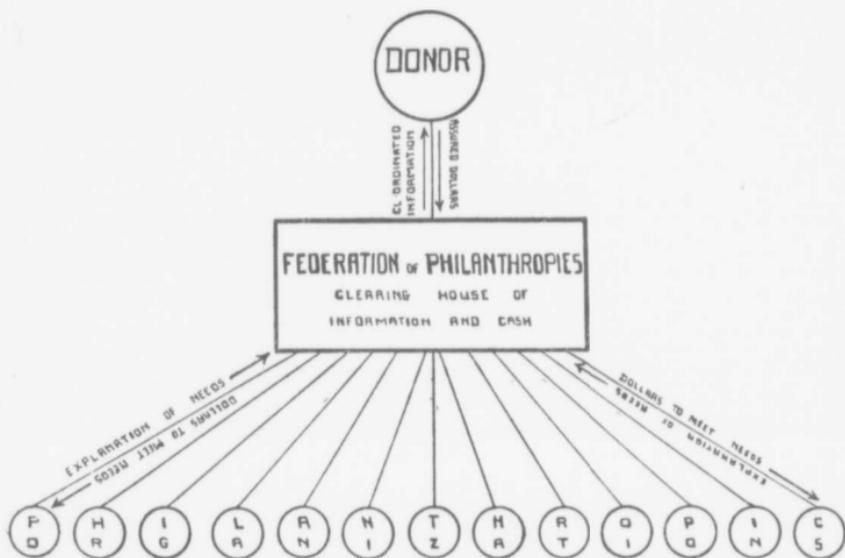
DISTRIBUTION CO-OPERATIVE

CO-OPERATIVE DISTRIBUTION  
OF  
PHILANTHROPIC AND CHARITABLE FUNDS



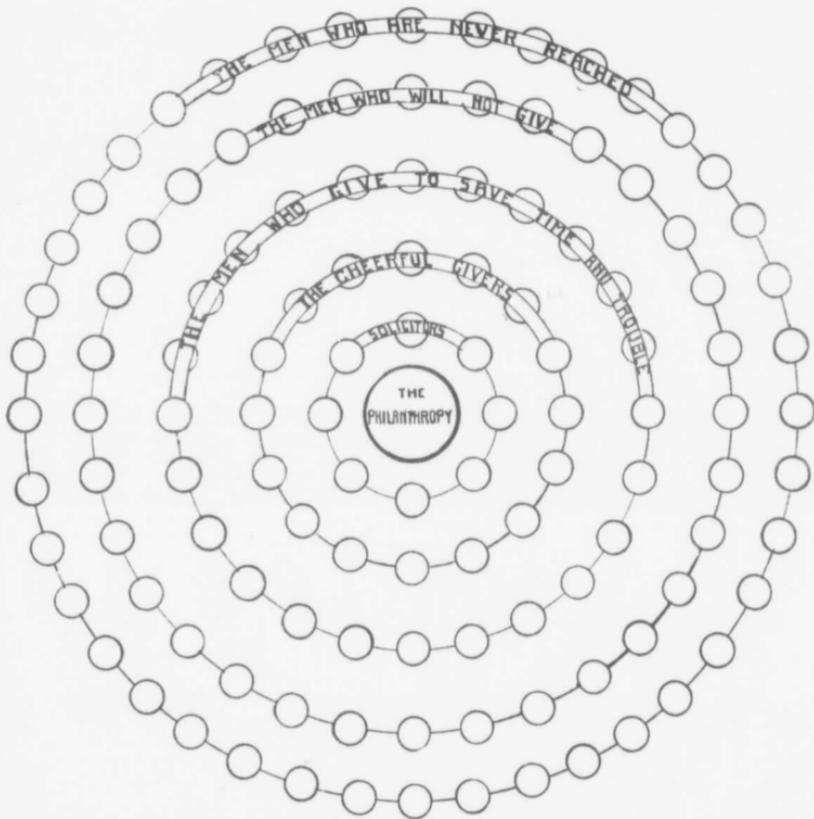


A DONOR  
AFTER FEDERATION



BRINGS TOGETHER  
THE MOST URGENT NEEDS  
AND  
THE MOST INTELLIGENT DOLLARS

THE PRESENT OUTLOOK  
FROM  
THE STANDPOINT OF SOME ORGANIZATIONS

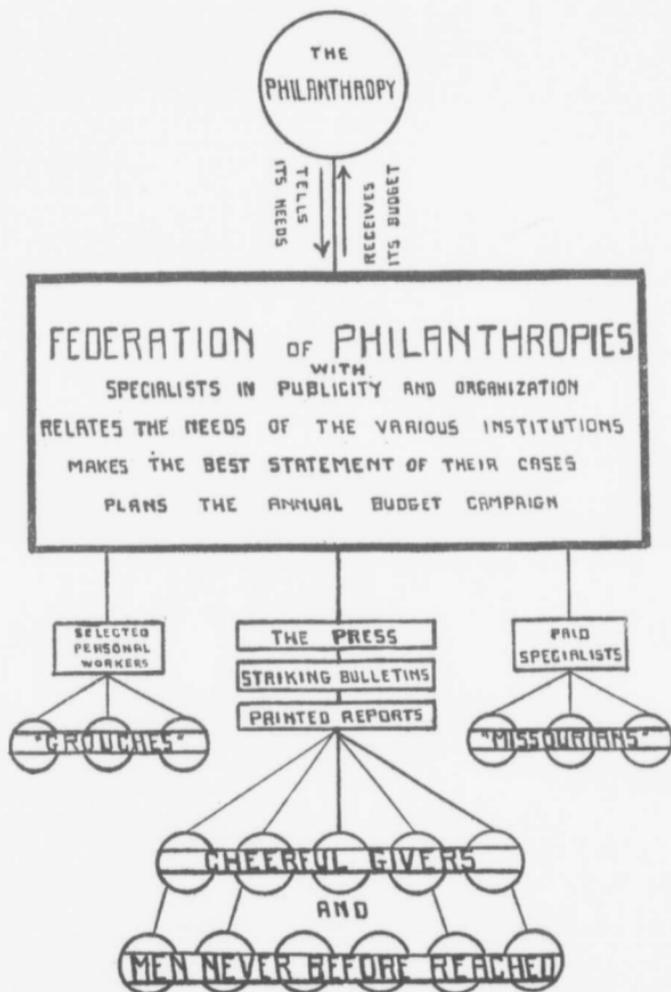


THE CANVASSER'S LOT IS NOT A HAPPY ONE

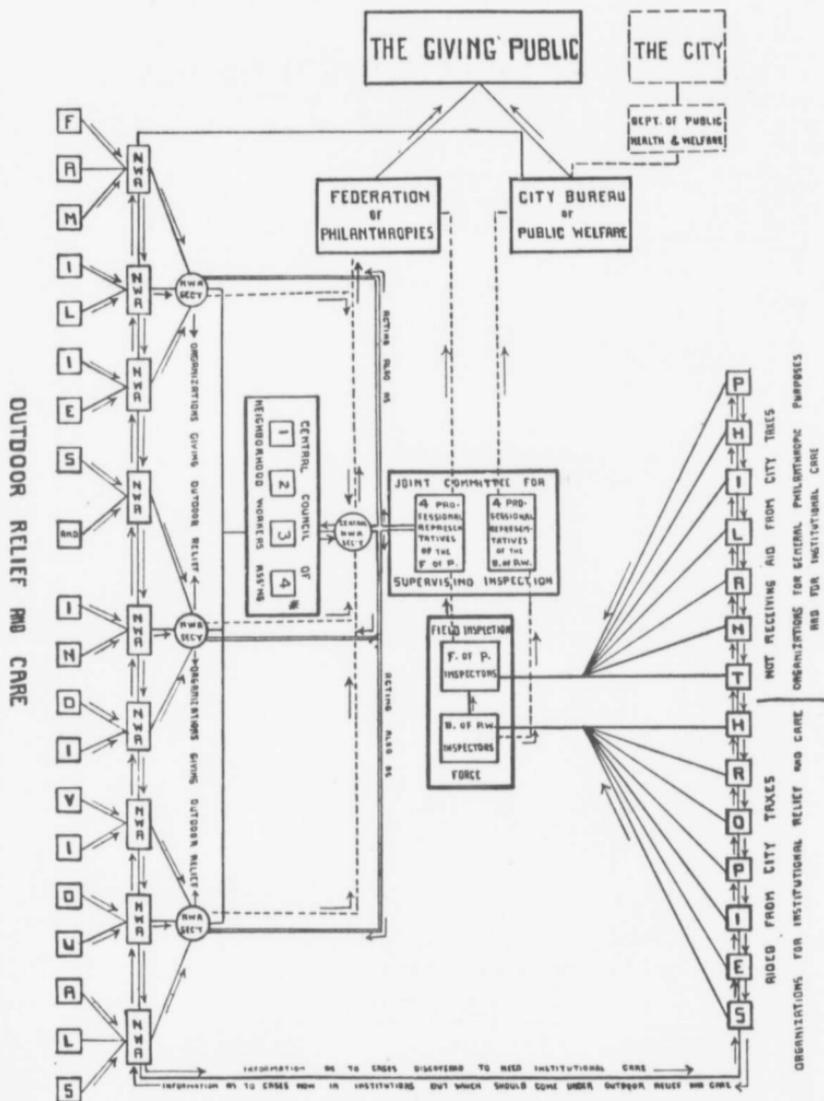
# THE OUTLOOK

## FROM THE STANDPOINT OF THE INDIVIDUAL ORGANIZATIONS

### AFTER FEDERATION



# CO-OPERATIVE INFORMATION SERVICE



\* 1-2-3 and 4 are respectively representatives of  
 THE NEIGHBORHOOD WORKERS ASSOCIATIONS  
 THE BUREAU OF PUBLIC WELFARE  
 OTHER CITY DEPARTMENTS  
 CITY-WIDE ORGANIZATIONS

APPENDIX.

TABLE I.

**MAINTENANCE ACCOUNT FORM.**

Institution (Name of) .....

**MAINTENANCE ACCOUNT.**  
**(For Social Service Commission).**

Month of.....191..

Columnar Headings:

Date  
No. of Inmates  
Meat and Fish  
Butter  
Eggs  
Milk  
Bread  
Flour and Meal  
Tea and Coffee  
Vegetables  
Groceries  
Spirits  
Medical Supplies  
Clothing, including Boots and Shoes  
Furniture and Furnishings

Date (On opposite side of Sheet)  
No. of Inmates  
Cleaning Appliances  
Fuel  
Ice  
Light  
Power  
Water  
Salaries and Wages  
Advertising, Postage and Stationery  
Telephone  
Ordinary Repairs  
Commission on Collections  
Rent  
Taxes  
Insurance  
Interest on Mortgage  
Extraordinary Repairs, including extra building  
not included in Ordinary Maintenance.

BY PERMISSION OF SOCIAL SERVICE COMMISSION.

## HISTORY FORM

Name of Institution.....

Name of Inmate..... Sex..... Age..... Date admitted.....

Date of Birth..... When born..... Date of previous admittances (if any).....

Why admitted?..... Deserted by either parent.....  
(SPECIFY FATHER OR MOTHER)Was child nursed by mother?..... How long?..... Mental condition of Inmate.....  
(TO BE ANSWERED BY INFANTS INSTITUTIONS ONLY)

Who made application for admittance of inmate?.....

Amount promised towards maintenance, \$..... (weekly, monthly). By whom?.....  
(IF PUBLIC CHARGE, STATE MUNICIPALITY)

Were parents married?..... Mental condition of parents: Father..... Mother.....

NAME						
Father	Age	Birth-place	Occupation	Wage	Present Address	Is he at present employed?
		Religion			Date	Name of Employer
					Previous Address	
					Date	

Residence last three years.....

Last place in which lived one year.....

Mother (Married or Maiden)	Age	Birth-place	Occupation	Wage	Present Address	Is she at present employed?
		Religion			Date	Name of Employer
					Previous Address	
					Date	

Residence last three years.....

Were lived during the past year.....

Brothers and Sisters and Other Relatives	Relationship to Child	Occupation	Last Known Address (Date)	Agencies Interested

REMARKS.....

TORONTO,.....19.....

Secretary.

**TORONTO  
GIVES**

**Trustees.**

Sir Edmund Osler.  
Lieut.-Col. A. E. Gooderham.  
Joseph Henderson, Esq.

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**Officers.**

John Macdonald.....President  
John Firstbrook.....Vice-President  
John I. Sutcliffe.....Hon. Sec.-Treasurer

---

**Council.**

C. E. Abbs	Norman A. Howie
W. H. Alderson	J. P. Hynes
Walter J. Barr	A. M. Ivey
C. S. Blackwell	John Macdonald
Mark Bredin	P. A. Manning
J. F. Brown	G. H. Muntz
W. A. Bucke	A. T. Reid
D. A. Dunlap	J. P. Rogers
Charles E. Edmonds	Wm. Stone, Sr.
John Firstbrook	John I. Sutcliffe
Fred I. Fox	H. C. Tomlin
Henry F. Gooderham	W. G. Watson
F. B. Hayes	C. F. Wheaton
Oliver Hezzelwood	Melville P. White
H. B. Housser	Frank Wise

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**Executive Committee.**

Walter J. Barr	A. M. Ivey
C. S. Blackwell	John Macdonald
John Firstbrook	G. H. Muntz
Henry F. Gooderham	J. P. Rogers
F. B. Hayes	John I. Sutcliffe
Oliver Hezzelwood	H. C. Tomlin
Norman A. Howie	Frank Wise
J. P. Hynes	

Horace L. Brittain.....Managing Director

CAN A COMMUNITY  
PLAN ITS GIVING  

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FOR

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COMMUNITY PURPOSES

OR

MUST INDIVIDUALS CONTINUE TO GIVE WITHOUT  
A KNOWLEDGE OF THE COMMUNITY'S NEEDS AND  
WHAT RESOURCES EXIST TO MEET THESE NEEDS ?

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A DISCUSSION OF HAPHAZARD  

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VERSUS

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PLANNED PHILANTHROPY  

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Based on a Study of the Facts.

ISSUED BY THE  
TORONTO BUREAU OF MUNICIPAL RESEARCH  
813-820 TRADERS BANK BLDG., TORONTO.

June, 1917

## CONTENTS

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	Page
LETTER OF TRANSMITTAL .....	3
INTRODUCTION .....	5
1.—WHAT TORONTO IS .....	6
2.—WHY TORONTO GIVES .....	7
3.—HOW TORONTO GIVES .....	7
a.—Municipal Giving .....	7
b.—Private Philanthropic and Charitable Organi- zations .....	8
c.—Casual Giving .....	8
4.—HOW MUCH TORONTO GIVES .....	9
a.—How much Toronto gives through her Muni- cipal Government .....	9
b.—How much the Citizens of Toronto give through the regular organized channels of Private Philanthropy .....	13
5.—HOW TORONTO CONTROLS HER GIFTS .....	18
a.—Control of Public Giving . .....	18
b.—Co-ordination of Private Giving .....	27
6.—A POLICY FOR TORONTO .....	27
a.—Actual existing conditions .....	27
b.—Desired ends to be attained .....	29
Results obtained in other communities .....	29
c.—Organization necessary to attain these ends .....	35
CHARTS .....	39
APPENDIX—Table I . .....	47
Table II.....	48

If you have not the time necessary for a careful reading of this report, will you read Part 6—"A Policy for Toronto"—particularly Section C, beginning on page 35?

## LETTER OF TRANSMITTAL.

To the Citizens of Toronto:

Poverty, too great wealth, oppression, parasitism, sickness, ignorance, indolence, cynicism, sentimentalism, brutality and crime, are disturbing aspects of all modern societies. They are all related to one another as they proceed from identical or related causes. The taproot of them all is unenlightened selfishness. They are all symptoms and, therefore, should be regarded as symptoms and not treated as causes. Failure to recognize this fact is the prime cause of the tremendous waste and destruction of human material which has made worse than futile most of the philanthropic methods of all climes and ages.

Toronto, like all other communities, faces all these problems. In her Public Health work, and her Industrial Farm, sickness is being treated—as far as may be under present conditions—as a problem related to poverty and ignorance, and crime is being treated in its relation to health and education.

Nevertheless, as a whole, considering not only public but private philanthropy, we are still touching but a fringe of the huge unitary social problem, and in our still largely haphazard philanthropy are not only leaving many needs unsatisfied but are not spending our annual philanthropic income to the best advantage.

There can be no doubt that Toronto, as well as every other great city, should and could have:

- More knowledge of community needs.
- More community needs met.
- More small gifts.
- More middle-sized gifts.
- More large gifts.
- More informed givers.
- More willing givers.
- More enthusiastic givers.
- More happiness for more people.
- More health for more people.
- More of the amenities of life for more people.
- Fewer inefficient homes.
- Fewer handicapped children.
- Fewer unproductive people.
- Fewer cases needing help.

Such results can be obtained only by universal community co-operation.

Shall we co-operate?

The last chapter of this booklet outlines a tentative plan for city-wide co-operation. While it is presented simply to stimulate discussion, looking toward a practical solution, it is based on the successful experience of other communities.

Yours respectfully,

BUREAU OF MUNICIPAL RESEARCH.

FEDERATION TO THE RESCUE.



Ye Maide "Charity" and ye Squire "Benevolence" are encumbered by two unworthy characters.

# TORONTO GIVES.

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## I N T R O D U C T I O N

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The words "Philanthropy" and "Charity" include the idea of intelligence. Action without thought or knowledge as to its effects is the very antithesis of both. Gifts without a personal investment of sympathetic thought and inquiry are chiefly opiates to the shocked sensibilities of the givers. The dangers of opiates—thoroughly well known in the medical world—are not so well understood in the world of philanthropy, where sentiment rather than sympathy still reigns supreme and where action still often follows the line of least resistance. The worst of us still give to relieve our own outraged feelings. The best of us, with an increasing number of shining exceptions, give to relieve the sufferings of others, but not to remove the causes which produce the sufferings.

Philanthropy does not have a retreating forehead and a rudimentary chin. Charity is not blind, nor feeble-minded, nor anaemic. Philanthropy and Charity are robust and demand heavy personal investments of thought and energy.

Every community has its many-sided problems of social service. No community can dodge its responsibility for solving these problems by handing them over to haphazard endeavor. **A community's first duty is to feel deeply; its second, to understand fully; its third, to act adequately.** Not all these duties can be completely fulfilled; but they constitute a goal.

The record of Toronto during the last three years and previously demonstrates that the community feels deeply—none more so. It would be idle to assert that we comprehend fully or even fairly well. What community does? There are, however, glimmerings of a better day, indicated concretely by the establishment of Medical Inspection of School Children, Public Health Nursing, the Neighborhood Workers' Associations, and the Social Service Commission.

In view of these facts and in anticipation of the great problems, responsibilities and opportunities which will face us after the conclusion of the world struggle, the time seems opportune for the taking of a community inventory of Social Service. Such an inventory would afford us at least a temporary point of departure for establishing a fact basis upon which we may finally be able to build a community policy of philanthropic and charitable endeavor so that we may

feel more truly and deeply,  
understand more fully, and  
plan and act more appropriately and adequately.

As a slight contribution to such an inventory the Bureau of Municipal Research offers this pamphlet, which treats the question of the Administration of Charity and Philanthropy in Toronto under six main heads:

What Toronto Is.  
Why Toronto Gives.  
How Toronto Gives.  
How Much Toronto Gives.  
How Toronto Controls Her Gifts.  
A Policy for Toronto.

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## 1—WHAT TORONTO IS

Perhaps the commonest answer to the question "What is Toronto?" would be: "Toronto is the second city in Canada." This would be true with the proviso that in many important particulars it is first.

But this answer would be superficial. Even in a political sense it is more than an urban municipality. It is in reality a double municipality, i.e., a school municipality and a city municipality, operating in practically the same area and with overlapping citizenships, but having independent functions.

Neither is Toronto like Boston, merely a state of mind. In this sense the Toronto of 1917 is a vastly different Toronto from that of 1913. Neither is Toronto merely a geographical position or even the sum of the 90,000 or 100,000 families which occupy this area. It is all of these things and more.

Toronto is a vast, complex, ever-changing social organism, with tremendous and complicated social problems demanding progressive solution. These cannot be solved for Toronto by any group without or within. They can be solved only by marshalling all the forces that work for human betterment and by continuing and complete co-operation of all patriotic citizens.

This is as true of community control of community giving as of any other problem of community life. It is not a purely governmental problem, and therefore cannot be solved by any purely governmental organization. A community is more than its government—which is only its best established committee—inasmuch as the whole is greater than a part. The community must develop some all-embracing co-operative administrative method, governmental and non-governmental, to meet the needs of human conservation and development.

## 2—WHY TORONTO GIVES

The field of charity has greatly shrunk in recent years. For example, while, in some reactionary minds, the taint of charity still clings to the public school system, in the consciousness of the people it is no more charitable than the police force. The police protection of all is paid for, at least in the first instance, by a portion of the people. Payment is not in proportion to benefits received, but ostensibly in proportion to ability to pay. Some could pay for their own protection; some could not. But community welfare demands that all should receive protection, so the community pays for the police protection of all.

So with Public Health. Some day it will be so with regard to the control of town planning developments, the control of feeble-mindedness, and the control of immigration. **In fine, the trend of the times is toward the conscious assumption by the public of responsibility for the results of the sins, weaknesses and inefficiencies of society. And the compelling though not the only motive for such assumption is enlightened self-interest.**

Private initiative has always gone in the van. It will continue to do so in the future. **To the great benefit of society, no governmental function ever has or ever will cover the whole of community needs.** Not all protection of life and property comes from the Police Department, the Fire Department and the Public Health Department. With the best public school system in the world, the individual gets more of his education outside the school than within it. Charity and philanthropy have not yet been completely accepted as forms of community social service. If and when they are, the term "charity" will disappear or lose its present meaning. As time goes on the fields of non-governmental and governmental administration of charity and philanthropy will tend to delimit themselves. **But at all times and under all conditions Toronto will give not only because she loves and sympathizes, but because she must and ought, and will come more and more to recognize that she is not giving but paying.**

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## 3—HOW TORONTO GIVES

Toronto gives in three ways: (a) Through her municipal government; (b) Through her regularly organized private charities and philanthropies; (c) Through indiscriminate and largely indiscriminating and inco-ordinated charity to individuals.

### a—Municipal Giving.

This is done in two ways—by lump sums and by per capita grants. It is unnecessary here to discuss the relative desirability of these methods as the Social Service Commission, the official

advisor of the City Council as to charitable grants, has already taken a businesslike position in favor of the latter. No doubt lump sum giving by the city will soon become obsolete except in cases of very grave emergency.

#### **b—Private Philanthropic and Charitable Organizations.**

Toronto has a very large number of philanthropic, charitable and semi-charitable organizations, some of which receive municipal aid. A large part of the revenue of many organizations comes in regularly without solicitation other than the original presentation of the case. The annual reports of some organizations show that varying sums are raised by canvassers, who are paid a percentage on receipts. The payment of percentages has decreased in recent years through the stand of the Social Service Commission which, since its inception, has taken a strong position against the payment of large sums for the raising of money. The monthly financial report to the Commission from municipally-aided organizations has a column for "Commission on Collections." The necessity of giving this information in itself should be sufficient to keep down the cost of collection materially, as the Social Service Commission is in a position to stop city grants or at least to recommend against them.

There is, however, no adequate means of preventing organizations not getting city aid from paying out considerable sums for the collection of funds. **This can hardly be avoided at present, as there is no avenue by which the requirements of all legitimate organizations can be brought before the giving public by a disinterested privately controlled body which can view the charitable and philanthropic requirements of the city as a whole.** To stop the practice of collection through canvassers for individual institutions is impracticable, unless and until some method to take its place is outlined and put into force.

#### **c—Casual Giving.**

Practically nothing of an organized nature is done in Toronto to control this extremely wasteful and often harmful mode of giving. Many people in all communities give because they do not want to be bothered or because the sight of suffering, real or pretended, makes them feel uncomfortable. An immediate gift enables them to get rid of the feeling and forget the suffering.

At this time particularly, every dollar given should do the maximum of good. To secure an approximation to this end, some avenue will have to be provided to the public by which it can avoid the immoral practice of giving without knowledge. **If such an avenue be not provided most people will continue to give, on the ground that it is better to give to ten dishonest claimants than to fail to give to one who has a just claim on society.**

#### 4—HOW MUCH TORONTO GIVES

Since the war began Toronto and other cities in the Dominion have upset all Canadian traditions in benevolent expenditure and have given the lie to all previous opinions as to what communities might do in giving without materially affecting economic efficiency. In this part of the study, therefore, no account has been taken of the magnificent sums raised for patriotic purposes through governmental and citizen co-operation, but attention has been confined to those channels of giving which have become more or less habitual to the citizens of Toronto. This inquiry has been divided into two parts:

- a—How much Toronto gives through her municipal government;
- b—How much the Citizens of Toronto give through the regularly organized channels of private philanthropy.

##### a—How Much Toronto Gives Through Her Municipal Government.

Recently the Bureau made an analysis of the charitable and hospital expenditures of the city between 1905 and 1915, inclusive. This was made from the City Treasurer's Report. Owing to certain details of classification in the city's official statement certain changes and additions were made necessary, and for these the Bureau is indebted to the Social Service Commission. In the table below, the expenditures on the Isolation Hospitals are not included as these are in the nature of health expenditures, although they may cover an element of charity which cannot be estimated accurately. For the same reason, expenditures on supplies for quarantined persons are not included. The total contains grants amounting to \$23,000 which, from the standpoint of the institutions concerned, might be regarded as of a capital nature; but, as these expenditures left behind them no assets for the city, from the city standpoint they can be regarded only as expense. Moreover, these grants were paid out of the city's current revenues. The total also includes a special grant amounting to \$6,500 paid from current funds.

In addition to these payments, out of current funds, the city has borrowed large sums and donated them to privately controlled philanthropies. The city's outstanding capital liabilities on this account now amount to \$1,514,594.06.

The Social Service Commission is responsible for the control of, or rather advice regarding, the expenditures of the first and fourth columns only. Admission to hospitals of city patients is under the care of the City Relief Officer. The Division of Records and Statistics of the Department of Public Health has recently completed "a new system of issuing, recording and indexing hospital orders and of registering admissions and discharges for the checking of hospital accounts, . . . making possible, for the first time, a real check upon the hospital accounts amounting annually to nearly half a million dollars."<sup>\*</sup>

<sup>\*</sup>From the December, 1916, Report of the Department of Public Health.

TABLE A

**THE CITY'S CHARITABLE AND HOSPITAL  
EXPENDITURES, 1905-1915.**

Year	Charitable Grants and Payments from City	Interment of Indigents	Expenses of City Relief Office	Expenses of Social Service Commission	Total Charitable Expenditures other than Hospital Grants and Payments	Refunds	Net Charitable Expenditures other than Hospital Grants and Payments	Total Hospital Grants and Payments	Refunds	Net Hospital Grants and Payments	Total Net Amount of the City's Charitable Expenditures	Per Capita Charitable Expenditures
1905	\$56,948.32	\$382.00	\$2,523.95	.....	\$ 59,854.27	.....	\$ 59,854.27	\$ 47,306.10	\$ 163.75	\$ 47,142.35	\$106,996.62	\$0.45
1906	55,777.51	604.25	2,538.95	.....	58,920.71	.....	58,920.71	49,219.50	308.50	48,911.00	107,831.71	0.43
1907	58,206.54	638.75	2,059.00	.....	60,904.29	.....	60,904.29	50,310.00	112.00	50,198.00	111,102.29	0.41
1908	102,414.25	768.00	3,542.30	.....	106,724.55	.....	106,724.55	80,563.90	250.60	80,313.30	187,037.85	0.65
1909	119,615.85	826.00	3,015.80	.....	123,457.65	.....	123,457.65	101,650.48	715.44	100,935.04	224,392.69	0.69
1910	92,730.48	667.00	2,801.93	.....	96,199.41	.....	96,199.41	121,230.85	1,110.90	120,119.95	216,319.36	0.63
1911	93,216.95	570.00	2,340.14	.....	96,127.09	.....	96,127.09	129,873.80	1,777.25	128,096.55	224,223.64	0.60
1912	106,718.00	731.00	2,279.07	\$ 459.20	110,187.27	\$ 5.00	110,182.27	153,995.95	1,001.40	152,994.55	263,176.82	0.63
1913	127,531.20	755.00	3,216.81	3,669.11	135,172.12	.....	135,172.12	241,811.25	1,883.80	239,927.45	375,099.57	0.84
1914	121,649.31	970.00	5,985.98	11,042.56	139,647.85	.....	139,647.85	369,520.14	1,854.88	367,665.26	507,313.11	1.08
1915	209,768.00	1,149.00	4,812.38	12,693.74	228,423.12	228.50	228,194.62	537,944.00	3,479.50	534,464.50	762,659.12	1.64

It will be observed that the Charitable Expenditures for other than Hospital Purposes have fluctuated considerably up to the end of 1915. The tendency is now downward.

We are indebted to the Social Service Commission for the following figures:

EXPENDITURES, 1916	ESTIMATES, 1917
Charitable Institutions..... \$88,226.00	Charitable Institutions ..... \$74,500.00
Social Service Commission and Neighborhood Worker's Ass'n <u>10,630.11</u>	Social Service Commission and Neighborhood Workers' Ass'n <u>11,668.00</u>
Total..... <u>\$98,856.11</u>	Total..... <u>\$86,168.00</u>

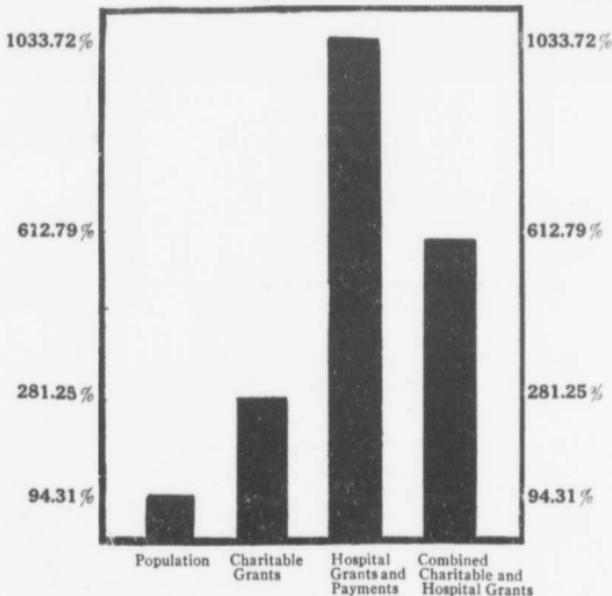
How much of this decrease is temporary, due partly to the effect of the war on unemployment and the existence of various other funds, is, of course, not known.

In order to give a clear idea of how the Charitable Expenditures and Hospitals Grants and Payments of the city have increased, Tables B and C of percentages of increases and of per capita costs, together with graphs based thereon, are inserted below.

**TABLE B.**  
**Showing Percentages of Increases.**  
**1905-1915 (inclusive).**

In Population.....	94.31%
In Net Charitable Expenditures, other than Hospital Grants and Payments	281.25%
In Net Hospital Grants and Payments.....	1033.72%
In Net Costs of both types of expenditure .....	612.79%

**Percentage of Increase In** **CHART B.**



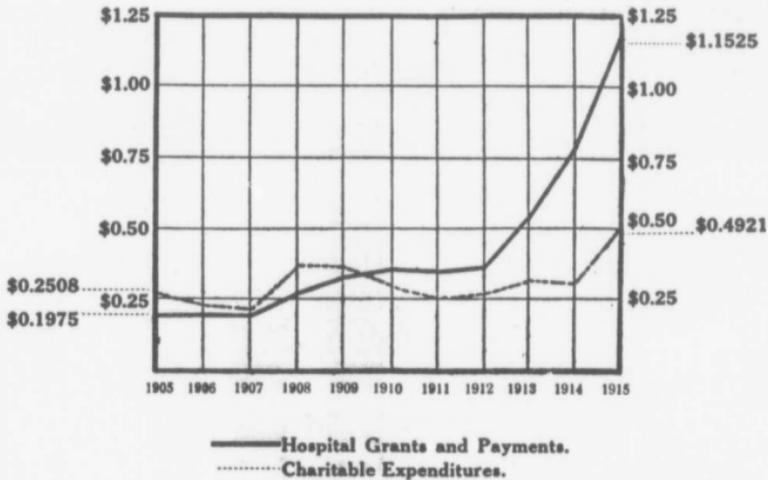
**TABLE C**

**Showing Increase of Net Per Capita Costs.**

YEAR	Hospital Grants and Payments	Charitable Expenditures
	Cents per head.	Cents per head.
1905	19.75	25.08
1906	19.31	23.22
1907	18.41	22.34
1908	27.96	37.16
1909	31.02	37.95
1910	35.12	28.12
1911	34.18	25.65
1912	36.66	26.41
1913	53.84	30.33
1914	78.20	29.70
1915	115.25 (\$1.15)	49.21

**CHART C.**

**Increase of Net Per Capita Costs.**



NOTE:—According to the figures supplied by the Social Service Commission, the per capita charitable expenditures for 1916 were \$0.214.

**b.—How much the Citizens of Toronto give through the regularly organized channels of Private Philanthropy.**

For the purpose of this study 14 institutions were first chosen whose annual reports were available, and whose work was fairly typical of charitable and benevolent work. Long before the inquiry had exhausted the original reports it became evident that the same list of givers formed the backbone of each institution's support. When the point was reached that all names were duplicates and no new ones were being added to the combined list of subscribers, it became clear that it would be unnecessary to carry the inquiry further along this line, as all salient facts had already emerged, and any further tabulation and analysis would be simply waste effort. The only additional information to be gained by further inquiry would be the total amount of benevolences. It will be observed that the hospitals, the Y. M. C. A. and several other large philanthropies have not been included, as would have to be done if a complete quantitative treatment were being attempted.

During their last fiscal years for which reports were available at least 12,459 separate gifts were made to the 14 institutions studied. The total of these gifts was \$39,742.95. Thus the average gift was \$3.19.

Below is a Summary of Subscriptions and Donations by Institutions. These have been grouped roughly, according to the emphasis placed on the different phases of their work :

**TABLE I.**

**SUMMARY OF SUBSCRIPTIONS AND DONATIONS  
BY INSTITUTIONS.**

Year	Institution	Nature of Work	No. of Subscriptions with names	No. of Anonymous Subscriptions	Subs'ns from Churches & Sun. Schools	Subs'ns from Lodges and Societies	Miscellaneous	Total
1914-15	No. 1	Philanthropic, with no charitable element .....	145	.....	.....	.....	.....	145
1915	No. 2	Philanthropic, doing some charitable work .....	1,866	205	.....	1	.....	2,072
1915	No. 3	" " " " .....	1,720	189	.....	4	.....	1,913
1915	No. 4	" " " " .....	285	1	.....	.....	.....	286
1915	No. 5	" " " " .....	282	14	.....	41	.....	337
1914-15	No. 6	Charitable, doing some self-sust'ng philanthropic work	209	24	25	134	6	398
1914-15	No. 7	" " " " .....	279	12	.....	.....	.....	291
1915	No. 8	" " " " .....	1,136	36	.....	38	.....	1,210
1915	No. 9	" " " " .....	2,173	780	.....	.....	.....	2,953
1914-15	No. 10	" " " " .....	737	10	.....	.....	.....	747
1914-15	No. 11	" " " " .....	695	99	.....	.....	.....	794
1914-15	No. 12	Charitable only .....	46	2	.....	.....	.....	48
1915	No. 13	" " .....	414	4	.....	.....	.....	418
1915	No. 14	" " .....	716	131	.....	.....	.....	847
Total.....			10,703	1,507	25	218	6	12,459

Out of the 12,459 gifts, 11,578, or 92.9%, were for five dollars or less. The most typical subscription was between fifty cents and one dollar. There were 4,654 such gifts, or 37.3% of the total number. Gifts over \$100 were 12 in number, or .069 of 1% of the total.

The table below gives a summary analysis of the gifts by amounts:

**TABLE II.**

**SUMMARY OF  
SUBSCRIPTIONS AND DONATIONS  
BY AMOUNTS**

AMOUNTS	Listed Subscribers	Anonymous Subs'ns	Churches and Sun. Schools	Lodges and Societies	Miscellaneous	Total Number	Per cent. of Total No. of Gifts
25c. and less .....	829	988	.....	.....	.....	1,817	14.6
26c. to 50c. ....	974	222	.....	.....	.....	1,196	9.6
51c. to \$1.00 .....	4,465	182	I	6	.....	4,654	37.4
\$1.01 to \$2.00 .....	2,016	45	2	31	.....	2,094	16.8
\$2.01 to \$5.00.....	1,648	47	10	112	.....	1,817	14.6
\$5.01 to \$10.00 .....	460	13	6	54	.....	533	4.3
\$10.01 to \$25.00.....	230	5	4	9	.....	248	1.9
\$25.01 to \$50.00.....	41	4	2	4	.....	51	.41
\$50.01 to \$75.00.....	2	.....	.....	.....	I	3	.024
\$75.01 to \$100.00 .....	30	I	.....	2	I	34	.27
\$100.01 to \$150.00.....	I	.....	.....	.....	2	3	.024
\$150.01 to \$200.00.....	5	.....	.....	.....	.....	5	.04
\$200.01 to \$250.00.....	I	.....	.....	.....	I	2	.016
\$250.01 to \$500.00 .....	I	.....	.....	.....	.....	I	.008
\$500.01 to \$1000.00.....	.....	.....	.....	.....	I	I	.008
Total.....	10,703	1,507	25	218	6	12,459	100%

What proportion of the income of these institutions came from public grants, private gifts, sale of work done by beneficiaries, contributions of beneficiaries to their own support or from the relatives of inmates, is shown in Table III., on next page.



The Cheerful Giver.

Missourian.

Grouch.

TABLE III.

**PERCENTAGE OF TOTAL CURRENT INCOME RECEIVED  
FROM VARIOUS SOURCES.**

Insti- tution	Nature of Work	Revenue for Services Rendered		Revenue coming indirectly from private givers		Revenue coming directly from private givers				Revenue from Governmental Sources		TOTAL
		Beneficiaries and Relatives	Industries Carried on in Institutions	Interest on Investments	Real Estate Revenue	Ordinary Donations	Special Donations	Tag Days	Miscellan- eous Gifts	Receipts from Province	Grants and other Pay- ments from City	
No. 1	Philanthropic, with no char- itable element.....	97.13%	.....	0.33%	0.26%	1.08%	0.88%	.....	0.32%	.....	.....	100%
No. 2	Philanthropic, doing some charitable work .....	36.18%	.....	.....	2.45%	43.66%	4.25%	2.83%	.....	.....	10.63%	100%
No. 3	" " " "	52.34%	23.02%	0.11%	.....	11.5 %	0.15%	.....	0.12%	9.93%	2.83%	100%
No. 4	" " " "	59.12%	.....	5.28%	.....	20.12%	.....	.....	.....	3.81%	11.67%	100%
No. 5	" " " "	43.40%	1.14%	.....	1.71%	29.84%	4.69%	.....	.....	.....	19.22%	100%
No. 6	Charitable, doing some self- sust'ng philanthropic work	12.30%	.....	.....	.....	50.02%	11.64%	13.78%	0.18%	2.79%	9.29%	100%
No. 7	" " " "	34.68%	.....	0.29%	.....	49.59%	.....	.....	4.27%	.....	11.17%	100%
No. 8	" " " "	24.55%	.....	2.99%	.....	8.25%	.....	.....	0.07%	13.68%	50.46%	100%
No. 9	" " " "	20.02%	.....	21.25%	.....	29.85%	.....	11.89%	0.05%	5.50%	11.44%	100%
No. 10	" " " "	21.59%	.....	22.75%	.....	24.68%	.....	10.7 %	3.9 %	5.27%	11.11%	100%
No. 11	" " " "	16.82%	34.04%	0.45%	.....	14.73%	.....	.....	.....	17.40%	16.56%	100%
No. 12	Charitable only.....	1.01%	.....	1.61%	0.48%	0.47%	.....	.....	0.1 %	8.49%	87.84%	100%
No. 13	" " .....	5.52%	.....	17.93%	1.55%	16.02%	0.39%	10.08%	.11%	17.81%	30.59%	100%
No. 14	" " .....	.....	.....	.....	.....	62.31%	.....	.....	.....	.....	37.69%	100%
All Institutions.....		40.63%	3.74%	2.96%	0.29%	10.14%	0.69%	1.35%	0.36%	6.98%	32.86%	100%

An examination of Table III. will show that one of these institutions is supported almost entirely by funds from public sources. May we raise the question here whether in such cases full ownership and control should not be vested in the city, rather than in a Board in which the city may have but a minority representation?

The 10,703 gifts from individuals who gave their names were received from 6,567 separate individuals. It would appear, not only from material evidence produced by the study itself, but from comparison with other available information, that in normal times this represents the greater part of the benevolent public in Toronto, although the total amount of their benevolences may be many times greater than their gifts to the 14 institutions chosen. Their names appear in other lists where much larger amounts are set opposite their names.

Of the 6,567 subscribers and donors

3,214	or 49%	gave to some one institution.
725	" 11%	" " 2 institutions.
328	" 5%	" " 3 "
171	" 2.6%	" " 4 "
126	" 2%	" " 5 "
94	" 1.4%	" " 6 "
75	" 1.1%	" " 7 "
41	" .62%	" " 8 "
31	" .47%	" " 9 "
18	" .27%	" " 10 "
11	" .16%	" " 11 "
1	" .01%	" " 12 "

In addition to these, there were 1,732 cases, or 26.37% of the total, where surnames only were given: If initials had been given, many of these names would undoubtedly have appeared as duplicates.

Thirty-five givers, of the 6,567, each made aggregate gifts amounting to \$100 or over. Fifty-eight made gifts which aggregated \$50 to \$100 each. These 93 individuals or firms would probably coincide quite closely with the names of the chief givers to the larger benevolences of the city, to which, on the average, they, of course, make much larger contributions.

Among others, the following conclusions would seem to be warranted by the above analysis:

1. Even including comparatively small gifts, the burden of benevolences and the opportunities for service which philanthropy offers seem to fall to the lot of a somewhat restricted and comparatively unvarying list of givers;
2. The greater part of this burden seems to be borne by a still more restricted list of givers who are evidently solicited by almost every benevolent institution in the city;

3. A tremendous amount of waste energy and time, both on the part of the giver and solicitor, must be expended in obtaining thousands of small gifts which, under a systematic method, backed up by intelligent co-operative and educative cultivation of the field, should be obtained in greater number with greater ease.
4. Although great headway has undoubtedly been made in recent years in cutting down that part of overhead which goes to expenses of collection, there must still be great room for improvement.
5. A great deal of giving must have been done mechanically without any real appreciation of the needs of the whole social service field in Toronto.



GIVING TO SAVE TIME.

## 5—HOW TORONTO CONTROLS HER GIFTS

### a.—Control of Public Giving.

The official advisor of the City Council with regard to all its charitable grants is the Social Service Commission, an unpaid body of seven men appointed by the City Council. The historical background, the evolution and the activities of the Commission up to the end of 1915 are best set forth in the following statement prepared by the Commission itself:

“Appointment: The Social Service Commission of Toronto was appointed in 1912 by a resolution of the City Council to report on a scheme of charity distribution. When the appointment of the Commission was made the Mayor and those who were directly interested, realizing that it was an entirely new departure which might cause a great deal of friction with bodies organized for many, many years, took the easiest and simplest way of dealing with the situation.

“Powers: At first no definite powers were given the Commission. The Mayor, in communicating with the gentleman who had consented to fill the position of chairman, set forth the idea that the Board of Control had in forming this committee, viz.: to bring together certain men who had a practical working knowledge of the conditions of charity distribution in Toronto, with the object of settling upon some sort of central bureau which would distinguish between the deserving and the undeserving institutions and individuals, and to arrange for a clearing house for the different cases. The inquiry which they desired the Commission to undertake covered the question of overlapping and of amalgamation of different institutions where desirable.

“Gradual Development: As time rolled by all applications to the Board of Control for assistance for any charitable purpose were referred to the Commission, and gradually it became a department where all sorts of problems, philanthropic and charitable, were taken up. In 1914 the City Solicitor, to whom we submitted amendments to the Municipal Act, giving certain powers to the Commission, advised that in the many By-laws of the City Council these powers were already in force. In our report of 1913 we submitted a large number of recommendations and intimated to the Council that if we had not the power to put these recommendations into effect, the City Solicitor should be empowered to draft legislation necessary. The Council, and the citizens generally, seemed to be perfectly satisfied that the Commission already had power by virtue of their appointment and without further legislation:

- “1. To supervise the work of every charitable and philanthropic institution receiving a civic grant and to determine the amount of such grant for the guidance of Council;
- “2. To approve or disapprove of any charitable and philanthropic organization soliciting funds from the charitable public;
- “3. To be the investigating body for the distribution of all funds appointed for special purposes of relief by the City;
- “4. To undertake the investigating of any case submitted to them by a citizen;

- “5. To be the supervising body of the Civic Employment Bureau;\*
- “6. To undertake the management of the Civic Lodging House;†
- “7. To supervise the distribution of Outdoor Relief as contained in the report of November 3rd.

“At the present time (1915) the following statements cover more accurately the functions of the Commission;§

- “1. The Social Service Commission is recognized by the city government as the agency to regulate all forms of social service undertaken by the city itself, or supported, either in part or as a whole, by city funds;
- “2. The Social Service Commission seeks to co-ordinate the work of all charitable societies in the city as far as it is possible, bringing the force of public opinion to bear so as to reduce and prevent unnecessary duplication;
- “3. The endorsement of the Social Service Commission should be recognized by the community as necessary to give standing to public solicitation of funds for charitable purposes;
- “4. The Social Service Commission is recognized by the city government as its advisor with respect to any new forms of social service proposed to be undertaken by the city and with respect to applications of charitable or philanthropic organizations for civic aid, and the Commission and the Board of Control should keep in close touch with each other with respect to all forms of social service work;
- “5. The Social Service Commission acts as a clearing house for information of all sorts with respect to the activities of all charitable agencies in the city;
- “6. The Social Service Commission is expected to make suggestions to the Board of Control and the Council from time to time, as to any new forms of social service which it deems necessary in working out a constructive and definite plan for meeting the city's social obligations.”

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#### RELATION OF THE COMMISSION TO OUTDOOR RELIEF.

“In 1914 the City Council instructed the Social Service Commission to confer with the various charities of the city and to report as to the general reorganization of charitable effort in Toronto.

“According to the plan, the general supervision of Outdoor Relief and the more important work of family rehabilitation are under the supervision of three district secretaries. They are appointed by the Commission and located so that their offices may serve the whole City. The North office is at 22 Yorkville Avenue, the East office at 570 Queen Street East, and the West office at 327 Adelaide Street West. Each office is a clearing house for private individuals and organizations interested in needy families. The secretaries are trained and experienced in family relief work. In each family needing help they see, because of conviction and training, an opportunity and responsibility to do constructive work.

\*Now administered by the Property Department.

†Not now administered.

§In 1914 the City Council passed a By-Law fixing the term of service of each Commissioner so that one would drop out each year.

"The Neighborhood Workers' Association in its present capacity represents the source or organization through which the City by means of the Field Secretaries is endeavoring to educate groups of people and private individuals in the proper methods of relief giving. The Secretaries are the advisors and field workers appointed by the Commission and responsible to them. The Neighborhood Workers' Association divides the City into three districts and subdivides each district into three divisions, the Field Secretaries acting as secretary of each main division.

"In this department of the Commission's work distress is relieved with care and sympathy, but the emphasis is not placed on mere relief giving. With each family helped the work includes co-operation with other agencies, diagnosis of need, decision as to remedy, application of remedy, subsequent care and tabulation of results. This is no haphazard "tinkering" with human beings but a real effort to render progressive and constructive service.

"In this plan as arranged by the Commission to meet the needs of the relief work of the city and for private organizations, it was necessary that the same workers handle both types of cases. We (the Social Service Commission) realize now that the work done for families cared for by private charity and that done for families cared for by the city must be done from a different office. Our aim, therefore, is to arrange for a Charity Organization Society to work with those handling city families."

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#### RELATION OF THE COMMISSION TO INDOOR RELIEF (ANNUAL REPORT, 1915).

"The Social Service Commission in dealing with Indoor Relief, or grants to children's institutions, receives from each institution a history of each child admitted, a statement when the child is dismissed, and a statement of cost and maintenance. These institutions, in the past, have received city aid in the form of lump sum grants. In part, this custom still obtains, but payments on the basis of the number of inmates is rapidly superseding lump sum grants. The amounts of grants to all institutions is made on the approval of the Commission, which has the power to inspect all details as to costs and as to standard of work done.

#### Suggested Changes.

"In 1915, the following report and suggested changes were submitted to the Board of Control in reference to Children's Institutions:

"The Commission have gone very thoroughly into the matter, by way of close investigation, and report having obtained the following facts:

"That normal children removed from their parents on account of a family emergency and placed in an institution, remain long after the emergency has been tided over;

"That children of widows who might remain in the family are kept during their period of childhood in the institutions because the mother can pay a pittance toward their support (children belonging to this class can be kept with their mothers through private effort);

"That children whose parent or parents are living, but are irresponsible, are gradually forgotten by the parents, and are left practically deserted, not only are robbed of their own home, but of the right to a foster home;

"That normal, bright children are obliged to live and study side by side with abnormal and defective children;

'That the institutions in thus housing children year after year who might be returned to their homes, placed for adoption, or placed in foster homes, are losing sight of their only function, viz.: to shelter and protect a child during a short period while its own home is unfit, or until such time as a better home can be found;

'That three months' careful study of the needs of a child committed to an institution and the same careful study of the details of its home gives ample time to determine whether or not the child should be returned, adopted, or placed in a foster home;

'That there is no limited time for a child to remain in an institution.'

'The Commission having drawn its conclusions from the foregoing facts, and having considered and unanimously agreed that a change of method in granting money to the various children's homes and orphanages is a vital necessity, beg to recommend:

'That the following classes of children be placed on the per capita per diem basis: 1. Children whose parents' whereabouts are not known; 2. Children whose parent or parents are in jail or on probation; 3. Babies wilfully deserted by parents; 4. Illegitimate children deserted by their mothers; 5. Children who have neither father or mother living;

'That the names, ages and addresses of a sufficient number of children to absorb the grant calculated on the per diem basis, be furnished the Social Service Commission, and further additions be furnished to keep the number as originally stated;

'That the histories of children whose names, ages and addresses appear on the vouchers for all the institutions be carefully investigated by the Social Service Commission, whose responsibility it will be, in co-operation with the proper authorities, to determine from a history of each child whether or not the child: 1. Should be returned to its own home; 2. Should be placed for adoption; 3. Should be placed in a foster home; 4. Should remain in the institution; and be responsible for the proper carrying out of the plan with the proper authorities for each child over whom the city has control.

'If your Board approves of the policy as set forth, the Social Service Commission is of the opinion that sufficient power is given to bring such into effect, and in order to prove the value of this policy, both for the children concerned, the institution and the city, the Commission will be willing to undertake this work for this year, if so authorized by your Board, and beg to recommend as follows:—

'That your Board advise each of the several Children's Institutions receiving a civic grant that such grant is made under the provisions of this plan;

'That each and every institution admitting illegitimate children be instructed to report immediately to the Morality Department all facts it may have in order that steps may be taken to locate the responsible parties;

'That the City Relief Department report the names and addresses of every applicant for a hospital city order to the Morality Department immediately on the birth of an illegitimate child and co-operate with that department in securing maintenance from the parents when possible;

'That each and every institution admitting children be instructed to report every new admission immediately to the Confidential Exchange so that a complete family record may be secured by each institution in any way dealing with the family.' (See also History Form—Table II. of appendix).

'The Board of Control recommended the adoption of the foregoing report, the provisions of which, including payment by per capita rather than lump sum grants, are gradually being worked out in practice.'

It will be noticed that the work of the Commission was at first purely advisory, that later its administrative functions increased rapidly, that the Commission very properly has laid down some of these administrative functions as only temporary in nature, that owing to the necessities of the case and the fact that there was no adequate city-wide organization for the co-ordination of private charity the Commission was practically compelled to undertake advisory, and even administrative work for the control of private charity, and that the Commission looks forward to the formation of a Charity Organization Society at least to administer out-door relief from private sources.\* In line with this recommendation of the Commission, this study contains an outline of a possible co-operative organization of Toronto's private charities and philanthropies, for the co-ordination of private giving and the working out of a community programme of Social Service. If it is undesirable for a governmental organization to control directly the actual giving of private relief, it is equally undesirable for a branch of government to control such giving indirectly through endorsement cards. In the hands of less public-spirited and less impartial commissioners, the endorsement card might readily become the instrument of favoritism and injustice. Such cards should be given out only by a privately-supported board representative of all private charities. This would guarantee as nearly absolute justice as is humanly possible, adequate investigating staff to determine fitness of institutions, increased willingness on the part of private organizations to lay bare all information, and the disappearance of friction, suspicion and factious opposition in the face of a public opinion which all have had a share in forming.

The governmentally controlled Confidential Exchange is in the nature of an information service, and does not labor under the same objections as the endorsement card issued by governing bodies. But even this, if not independent, might better be conducted by a co-operative organization of private givers.

The Social Service Commission seems to be in accord with this opinion. The following is an extract, quoted by them, from a questionnaire and answer thereto submitted to Miss Helen M. Crittenden, Registrar of the Chicago Social Service Exchange.

Question: "Should it (the Exchange) be an independent entity, or a department of a public or private organization?"

Answer: "Speaking theoretically, I believe it should be independent. If attached to an organization, however, I have no hesitation in saying that the organization should be private. As a department of a public organization it has no assurance of permanency."

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\*See page 20; paragraph 3.

If and when the time comes that organized society through its governments shall hold itself directly responsible morally and financially for the relief and cure of human suffering and inefficiency, the very nature of governments will have so changed and their methods of operation will have been so modified that governmental agencies may readily be developed to deal with all social problems sympathetically, individually and fundamentally. As in most cases, however, in the absence of a militant public opinion on any social problem, the way for governmental operation of a new function, even if desirable, must be broken by a privately organized and controlled demonstration. **Public opinion controlled or formed by governmental action or regulation is never entirely trustworthy. Toronto needs a private agency which by co-ordinating private giving will naturally develop a sound public opinion with regard to social service.**

Through the courtesy of the Social Service Commission the Bureau was enabled to observe the work of their field representative who inspects and reports on the various private charities receiving city aid. The work observed by the Bureau was being done thoroughly and, no doubt, accounts largely for the advance in uniform accounting and financial reporting of these institutions, as well as for several other advances listed further on in this report.

The Bureau also had opportunity to observe the work in the head office, which was explained in detail to the Bureau's representative. Neither the files of the Confidential Exchange, which represent a large and important part of the work of the central office, nor the correspondence files of the Commission, were available for study, so that an analysis and classification of these by the Bureau was not possible. It seems certain that these files contain material which, if properly analyzed and classified, would be of great assistance in determining a policy of social service for Toronto, both private and public. The Bureau hopes that some agency selected by the Commission itself will be given access to these records for the purpose of conducting such a study.

Also through the courtesy of the Commission and its officials, the Bureau was given copies of official statements bearing on the growth of the work, and questions submitted by the Bureau in writing were carefully answered in detail. The Bureau also was given copies of the Commission's excellent annual reports, which give a very good idea of the evolution of the Commission's duties and its accomplishments.

The Standardized Maintenance Account Form used by charitable organizations receiving city aid is summarized in Table I. of the Appendix. This represents a tremendous advance. The grouping and arrangement of the items could, however, be improved. As the accounts of most, if not all, of the institutions concerned are on a cash-receipts cash-payments and not a revenue-expense basis, the information is not as valuable as it might be.

Information as to the registration of the Confidential Exchange to the end of 1916 has been supplied by the Commission. The total registration grew from 1,098 in 1913 and 10,550 in 1914 to 18,401 in 1915, decreasing slightly in 1916 to 17,622.

Of the 47,671 registrations in the Confidential Exchange at the end of 1916, 23,686 were made by public organizations, while private organizations—churches, missions and welfare associations of various sorts—were responsible for the remaining 23,985. In all 193 agencies have registered families in the Exchange.

An analysis of the 1911-1912 report of the Charities Commission, which was the organization out of which the Social Service Commission grew, was made by the Bureau, and a list compiled of the main recommendations contained therein. The Social Service Commission was then requested by the Bureau of Municipal Research to note after each recommendation the progress made in giving it effect. The Commission very courteously and in a very busy season gave the information contained in the schedule below (in which the recommendations are in display type and the action taken in ordinary type):

**1. That the Case of Every Admission for Which City Pays Should be Minutely Examined:**

The records of children admitted on City Order have been and are examined. The reports based on the investigations have fundamentally changed the policy of child-sheltering institutions. See the report of the Social Service Commission 1915, page 12. Hospital City Orders are examined, with the result that where previously no payments were made to the City Relief Office, now an average of about \$1,000.00 per month is paid.

**2. That More Accommodation in Institutions be Provided:**

At the present date no institution is overcrowded.

**3. That as Far as Possible Funds be Collected from Year to Year by Circular to Reduce Commissions:**

The endorsement sheets submitted by each institution coming under the supervision of the Social Service Commission show that commissions are paid in six instances, the highest being 15%. The policy of paying commissions is gradually going out of use.

**4. That Commissions be Paid for New Contributions Only:**

See No. 3.

**5. That Institutions Doing Similar Work be Amalgamated or Centralized, Reducing Management Expense, Securing Uniformity, and Making Investigating Easier:**

Five organizations and institutions have been taken off the city's list. Four organizations have been centralized.

**6. That More Creches be Established in Carefully Selected Locations:**

Since this date two Creches have been established, one in the Danforth District and one in the Queen East District.

**7. That These Creches be Under Central Management With Local Matrons:**

The Commission is urging central management.

8. **That More Careful Investigation be Made to Learn Whether Parents Who Should Not Do So Are Making Use of the Creches:**  
Each year the Social Service Commission investigates this matter. The report on Creches for 1916 is very detailed.
9. **That Inmates of the Homes for the Aged Who Can Pay or Whose Relations Can Pay for Their Support Should be Provided for by Private Enterprise:**  
The majority of Homes for the Aged now require a bond.
10. **In View of the Drift From the Country to the City of Those Needing Care, That the Provincial Government be More Liberal Than Hitherto:**  
The Provincial Government has made no change in its per capita payment to institutions.
11. **That Power Should be Given the Authorities to Confine Imbecile Girls to an Institution:**  
The law at present does not cover this point, unless the girl has committed a crime. Statistics are at hand and social workers are urging legislation.
12. **That Rescue Homes for Men, and Missions and Cheap Boarding Houses, be Under the Supervision of the Medical Officer of Health:**  
The law now covers this from a sanitary standpoint.
13. **That Some of These Places Run for Private Gain Should Not Receive Either Public or Private Aid:**  
None of those bodies mentioned under 12 receive city grants. We have no control over private donations except through the Card of Endorsation.
14. **That a Home for the Aged and Infirm be Erected on the Industrial Farm:**  
This was under way when the war started. Plans were prepared. No further steps have been taken.
15. **That Permanent Residents of the House of Industry be Removed to the Industrial Farm:**  
This is the intention when the Home for Aged and Infirm is erected on the Industrial Farm.
16. **That an Investigation Bureau be Established With Visitors for the Several Districts:**  
This is completed and in working order with three field workers, all of whom are technically trained in family rehabilitation.
17. **That in the Near Future at Least Half the Dependent Children of the City Should be Transferred to Country Homes, and That With This Object in View an Enquiry Should be Made Into the History of Each Child in the Different Institutions:**  
An enquiry is made into the history of each child to determine whether or not it should be returned to its own home, placed in a foster home, or remain in the institution. Enquiry does not show that one-half of the children should be placed in country homes.
18. **That the Work of Home-finding be Undertaken by the Children's Aid Society, the Shelter Being Made the Clearing House for All Dependent Children:**  
This is in process of being consummated.
19. **That the Boys' and Girls' Homes be Removed to the Industrial Farm:**  
The question of the removal of children's institutions to the country has been considered by several Boards and left in abeyance until the end of the war.

20. **That There Should be Obtained From Each Institution Each Year a Report for the Past Year and a Budget Showing Requirements for the Coming Year:**

The past year's statement is given in detail, the coming year is not presented in budget form, but as an estimate based on costs of previous year.

21. **That a Uniform System of Accounting be Established in the Institutions:**  
Each institution sends in monthly statements according to printed forms.

22. **That Records be Established in Each Institution Giving Necessary Information for Action by Council:**

Records are kept and submitted to the Social Service Commission.

23. **That in Their Annual Statements, Institutions Give a Complete Balance Sheet:**

Each institution presents the following:

- a. A monthly statement of itemized expenditures with daily number of inmates;
- b. An endorsement sheet showing source of donations, totals of expenditures and estimates for the coming year;
- c. A detailed statement of income and expenditure including list of employees by work and salaries;
- d. Statement of assets and liabilities, including statement of investments.

This phase of institution work has advanced to a marked degree in the last two years.

24. **That the Council See That Titles to Property are Properly Vested:**

With few exceptions, institutions are incorporated with their property properly vested.

25. **That a Charities Commission be Appointed by Council:**

(This has been done: the title of the body being the Social Service Commission)

**The Duties of the Commission to Be:**

- a. To inform itself as to the working of all organizations applying for a civic grant, or aid from the general public.

This is done.

- b. To grant cards of endorsement to organizations and individuals proposing to solicit contributions from the public when these organizations—their needs, methods, efficiency—are approved by the Committee.

This is done.

- c. To determine when a proposed new organization will have a field of operation not already fully occupied.

This is done.

- d. To arrange with the city and the Provincial Government what proportion of the requirements should be met by each, the balance by the public, of which the public should be duly advised.

This is done as far as it effects the city and citizens of Toronto directly. Government payments are fixed by Statute.

## B—Co-ordination of Private Giving.

The City of Toronto has no private agency for the co-ordination of private giving. The Social Service Commission through its endorsement cards exercises some influence in so far as private givers ask to see these cards before giving, and in so far as they use the Confidential Exchange. **There is, however, no community social service budget. It is no one's duty to consider the city's charitable and philanthropic needs as a whole. Giving even to established organizations is largely casual, insufficiently informed, and entirely inco-ordinated. Except for police enforcement of the laws against vagrancy and begging there is no attempt to socialize the giving of individuals who have to those who have not.**

As a matter of fact, the Social Service Commission is the only barrier against utter chaos, without it the city would have fared badly in recent years. **What it has accomplished partially and under handicaps could be accomplished much more completely under a system by which organized private charity could co-operate with organized public charity to oversee the whole field of charitable endeavor.**

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## 6—A POLICY FOR TORONTO

As in any other department of human endeavor, any programme of community philanthropy must be based on a consideration of:

- a—Actual existing conditions;
- b—Desired ends to be attained;
- c—Organization necessary to attain these ends.

### a—Actual Existing Conditions.

1. No one knows how much the citizens of Toronto spend collectively on community philanthropies;
2. No one knows how many existing philanthropies are not needed and how many non-existent philanthropies are needed although, within its prescribed limits, the Social Service Commission has not only obtained some information of the kind but has taken action thereon;
3. No one knows just how many existing institutions are crippled by lack of necessary funds, for what purposes, and to what extent;

4. No one knows just how many institutions receive funds in excess of what the community's highest welfare demands—funds which might better be applied elsewhere;
5. Everybody knows how many people give to individual philanthropies without first having a comprehensive view of the community's needs. How many? As many as give at all—for the reason that the necessary city-wide information is not available;
6. Many people give to one philanthropy rather than to another because one has a better or more persistent solicitor than the other;
7. Many people give small sums to all who ask, because it saves time which they can ill afford to take from their business, while they would be willing to give larger sums to many if they were given information with regard to the needs of the city's philanthropies as a whole which could be digested as readily as the average commercial prospectus;
8. Many people give to only one philanthropy because there is only one which they really know something about;
9. Many people give because they don't like to refuse people, and not because they hesitate to refuse aid to what they know to be a good work;
10. Many people receive aid who do not need or profit by it, although this form of waste has been greatly cut down in recent years.
11. Many people, no one knows who or how many, need and would profit by aid which they do not receive, although such aid would be a good investment for the city;
12. Although the Social Service Commission has done much to secure increased efficiency in the financial administration of city-aided institutions, no one knows how many improvements might be made in philanthropic institutions the city over, particularly those not receiving city aid;
13. In fine, the philanthropies of the community are not conducted as community philanthropies and as a part of a well-matured policy based on well-understood community needs.

### b.—Desired Ends to be Attained.

After stating to ourselves these and other existing conditions we may list some of the ends to be attained as follows:

1. A knowledge of the amount of our annual philanthropic expenditures, public and private;
2. A continuous inventory of our community needs to be met by philanthropic action;
3. An understanding as to how far these needs are met by existing organizations;
4. A method of presenting these needs yearly to the giving public, along with the individual requirements of the various organizations formed to meet them;
5. A method of collecting these necessary funds without too great cost of time and money on the part of organizations and the giving public;
6. A method of distributing these funds to the various philanthropic agencies who are to spend the community's money for what the community wants done;
7. Co-operation between the organization formed to co-ordinate private philanthropy and the city's agency for controlling municipal expenditures for charitable purposes, so as to eliminate all duplication in inspection, relief work, etc., and to ensure the adequate covering of the whole field.

### Results Obtained in Other Communities.

Wherever the Federation idea has been advanced the following objections have been raised:

1. Fewer people will be reached;
2. People will cease to take a personal interest in philanthropy;
3. Enthusiasm will be killed;
4. Receipts will diminish.

The centralized budget of philanthropy and charity has been tried out in eleven communities. Another community has just adopted the idea. The experiences of these cities should be of some interest to Toronto. They provide a clear-cut answer to the objections listed above.

### What One City Found After the First Seven Months' Operation:\*

- I. "**Larger Gifts:** A careful comparison of each subscription received by the Federation with the gifts made by the same persons in 1912 shows the use of the federated subscription blank to cause the following amazing results:

\*From the Social Year Book of Cleveland, 1913.

a—In 1911-1912, 4,118 Federation members (October 1) gave to federated institutions. \$126,735

In 1912-1913, Federation members pledged to the same institutions:

- (1) Through Federation .....\$188,335.00
- (2) Direct ..... 26,027.50

Total .....\$214,363—69.1%  
Gain

Of this amount, 2,063 persons who gave nothing to Federation organizations in 1912 subscribed .....\$ 14,749

The SAME PERSONS, therefore, who gave \$126,735 in 1912 gave, in 1913, directly and by Federation subscription blank.....\$199,614—57.5%  
Gain

b—Where, in 1912, a giver gave to one organization, he gave to **THREE** through Federation in 1913. (In 1909 two-thirds of all givers of \$5.00 gave to one organization only).

II. "More Effective Gifts: gifts not lessened by the cost of a fifty-fold solicitation of the same small group of less than 6,000 individuals and corporations. The Federation's collection cost for the present year should be considerably less than one-half the average cost of collection on the competitive basis. Until practically all the city's giving can be directed into the federated channel, solicitors will continue to be necessary to many of the organizations, and the desired saving will remain unrealized. Already, however, the payment of commissions—seldom less than 10% and in some cases as high as 33 1-3%!—has been abolished by the federated organizations. The expensive method of raising money by benefit entertainments—where the cost is often 40 to 60% of the receipts—is also being abolished as rapidly as people can be helped to see the wisdom and the economy of the out-and-out gift. Co-operation between financial representatives in interesting new givers is also already being practised in a way which will greatly lessen cost while covering the broadest possible field. Co-operation in purchase of supplies is now being studied by a special committee and should permit the saving of a considerable sum, considering that the total yearly expenditure of the federated organizations is more than \$1,000,000. \_\_\_\_\_ & Co., consulting engineers, have very thoughtfully contributed their expert service toward scientific economy in the use of coal; expert services in other directions are now being sought with every prospect of decided

savings. "The Social Year Book" also represents a great economy as compared with the publication of separate annual reports by the federated organizations."

III. **More Givers:** As the result of the devoted efforts of several hundred good citizens during "Good Will Week," June 2-9, 2,063 givers were secured whose names were on none of fifty givers' lists possessed by the Federation for 1912. These new givers contributed a total of \$14,749."

IV. **Happier Givers:** Happier givers and more numerous givers will be obtained only when partnership in meeting the local needs has been made interesting. In the long run, few of us do well—and none of us do enthusiastically—the thing that gives us no satisfaction. The best gift is the gift that represents, not surrender to a solicitor's appeal, but genuine interest and satisfaction in the kind of result obtainable by each benevolent investment. The "Social Year Book" and the "Bureau of Social Interests" are parts of the Federation's plan to make closer and plainer than before the connection between the giver-investor and the work his investment-gift accomplishes for the good of others—as well as between the non-giving citizen and the work his gift, when made, will accomplish. "Visitors' Days" at the different institutions are now in process of arrangement; moving pictures, a little later, will carry the various activities to those who cannot visit them. The co-operation of the churches, of the schools, of the press, of the Public Library and of many clubs and other similar local bodies has already been obtained—because most freely offered—for bringing every citizen into more intimate touch with social problems and social undertakings than ever before. Unless this can be permanently accomplished there is no question but that the federated plan will ultimately fail: hearts are much more indispensable in this connection than pocketbooks. But it daily becomes plainer that the broad co-operative plans of the fifty-five federated organizations secure much greater personal interest than do the calls of a score or two of solicitors working without reference to each other. Theoretically, every benevolent person receives every one of these callers: as a matter of fact nearly every one refuses to see any more representatives after reaching what appears to be the limit of his or her charity budget. Unquestionably the relation between the community's benevolences and the community's citizens, both those who give and those who do not, is to-day much closer than a year ago.

"Most important of all, every 'federated' giver is enjoying as never before the double privilege of knowing the whole field of the city's needs and of then choosing without pressure from anyone those particular needs which it gives him most satisfaction to take part in meeting—without the old annoyance of being compelled to say ten disagreeable 'noes' for every pleas-

urable 'yes.' That this in itself leads to larger gifts is indicated both by the 57.5% increase already mentioned and the further fact that many of the largest givers have made large increases in their renewals for the present year, 1913-14—and that quite without solicitation. As long as human nature is what it is, a happy giver is pretty sure to be a double giver.\*\*

#### What the Same City Found After Three Years' Operation.†

"Results for the year indicate the lines along which progress has been made in realizing the Committee's original purposes. The more than \$410,000 placed in the Federation's hands by nearly 4,000 persons and firms was an increase of more than \$100,000 or thirty-three per cent. over any previous year. Regular federated givers increased their gifts over the previous year by \$18,520 (net). Formerly un-federated givers who joined the Federation during the year increased their gifts over their previous totals by more than \$5,000. Nearly 900 persons who previously had made no gifts to any of these organizations also contributed over \$5,000—not to mention another thousand persons whose first-time gifts were secured directly by the organizations because of the immunity of their Federation subscribers from their further direct appeal.

"This larger collection, furthermore, was accomplished at practically no increase of cost in the Federation office over last year. To this collection cost, which figured eight per cent., is to be added the cost of organizations collecting from their givers who still remain unwilling to send their gifts through the Federation. The resultant average of, say, nine per cent. for all collection represents a saving of from \$15,000 to \$25,000 over the old competitive method, even though it includes two costs which the older and larger figures did not: namely, the cost of a broad educational program for much of which no direct financial return is immediately expected and the other, cost of studies and other co-operative activities whereby the allied organizations increase their operating efficiency.

"Results since foundation: **More gifts by over \$175,000 or sixty-five per cent. were received in 1915-16 to the CURRENT EXPENSES of the federated organizations than during the year previous to federation—due mostly though not entirely to Federation.**

"Reasons: Most people have been willing to give as much as they **THOUGHT** they were giving—usually fifty per cent. or more above their actual gifts.

\*\*Mr. X. illustrates this whole matter of increased interest and increased though pressureless gifts. He sent in his pledge of \$300 and promised designations a week later. When the list was received it showed 42 organizations sharing \$340 instead of the promised \$300, an increase of nearly 15%. In 1912 Mr. X. gave to 13 federated organizations a total of \$87.30."

†From the Social Year Book of Cleveland, 1916

"Over two-thirds of all givers formerly gave to some one organization only; consolidated pledge blank has easily doubled number chosen with resultant increase of amount.

"Of 'more givers' the exact increase has not been computed, but up to September 30th, 6,500 persons not givers in year previous to Federation made actual gifts either through Federation office or to federated organizations (following the immunity of their Federated givers from further appeal). Chamber of Commerce found givers decreased eleven per cent. in number between 1907 and 1909.

"In November, 1916, a telephone canvass, made possible by the courtesy of the ——— Telephone Company, brought pledges of over \$18,000 from more than 8,000 givers mostly 'new to charity.' (About half of these pledges were paid within two weeks).

"Accomplishments: The Federated pledge blank now shows work done and gifts needed by each in comparison with all others. Choice is absolutely free. Personal appeals of paid solicitors have been discontinued.

"Problem of Illegitimacy studied during three years resulting in various improvements.

"Problem of the Handicapped discussed in manner which led to present city-wide survey.

"Buying and other operating problems studied with good results. (An estimated increase of six per cent., or \$75,000, in effectiveness of annual expenditures of about \$1,250,000 in the three and one-half years is certainly conservative).

"Nearly a page per week of newspaper publicity has been secured since May 1, 1913, on social work and needs (unequaled in other cities).

"Over 60,000 citizens have been personally reached by welfare lectures, motion pictures, etc., supplied (free) by the Federation's Social News Bureau.

"Federated Churches now arrange annual "Welfare Sunday" for discussion of city's social problems.

"Moving picture operators contributed (1916) Baby Welfare film, seen by 150,000.

"The ——— Company now carries educational inserts with its bills and has forwarded about \$1,000 from 775 contributors who enclosed gifts in their payment checks.

"The ——— Telephone Company made available 145 telephone equipments for the use of nearly 1,000 volunteers who telephoned November 20-27, 1916, all individual subscribers not members of the Federation. 'Thanks-givers' secured as shown above."

**Results obtained by another Alliance of Charitable and Social Agencies in its first year:\***

1. On January 18, 1916, it had 7,587 contributors, a gain of 3,832 over the total period prior to the formation of the Alliance;
2. Pledges obtained totalled \$137,472 (not including \$30,000 of renewed or renewable subscriptions) instead of the previous year's total of \$92,416.

**What happened in still another community after federation:\***

"In October, 1915, at the beginning of the present fiscal year, a ten-day campaign for money was undertaken, only two months after the city had been visited by a disastrous flood and had contributed \$55,000 for the relief of those who suffered. Yet in this campaign over \$65,000 was pledged, and much more has come in since then. This was an increase of 200 per cent. over the total that the federated charities had received from donations the year previous, and an increase of 100 per cent. over what they had received from donations, fairs, balls and other benefits. The number of givers has been increased from 2,190 to 4,110. The average contribution under the old plan was less than \$10.00; under the new, nearly \$17.00. Before federation 47 contributors gave more than \$100 each; after federation, 151.

"Greater than the financial gains, however, in the eyes of many social workers are the gains in constructive service. Formerly the city had two private relief-giving charities. Now these have united, producing economy and increased efficiency. A social service exchange has been established for the first time, and is used by the directors of the poor, the Mothers' Pension Board and other civic groups. Formerly each organization had its own group of admirers, who gave to it alone; since amalgamation, 90 per cent. of givers have left it to the directors of the federation to decide how their money shall be used.

"'Co-operation has been strengthened,' says the executive secretary of the Federation. 'There is a spirit of fellowship among social workers to-day, and all interested in social work, such as we believe never could have been brought about under the old plan. This has just been put to a test during the national baby week. The social workers got together at once and prepared an exhibit dealing with local conditions, the equal of which Mrs. \_\_\_\_\_, of the Federal Children's Bureau, declares she has not seen outside of the larger cities.'"

In the light of these and similar facts in other communities can the Federation of Philanthropies be looked upon any longer as an experiment?

\*The Survey, May 13, 1916.

### c.—Organization Necessary to Attain These Ends.

It is obvious in the first instance that any organization for the co-ordination of philanthropic and charitable giving must be co-operative. In the first place, private philanthropy must co-operate with public philanthropy. In the second place, private givers must co-operate with private philanthropies, and these with each other. In the third place, any organization, to unify private philanthropy and bring it to bear most directly on community needs, must have the confidence of

- 1—The giving public;
- 2—The general public;
- 3—Organized philanthropies.

Public philanthropy also must have the confidence of the tax-paying public. It must be allied with those functions of government which most nearly approximate it in nature. It must not give assistance without adequate inspection and it must set up no duplicate inspection. Public Health work and Public Relief work are most nearly allied. The unit for both is the family, and those families most in need of relief also usually constitute health problems. Poverty and disease are very closely connected. In fact, very often the only method open to health authorities in protecting the interests of the public in certain cases of disease or lowered vitality is to institute relief measures. The Health Department has already in its employ an efficient inspection corps in the Public Health Nurses and several other branches of the service. These already have entree to many homes and are, or ought to be, already cognizant of social conditions which should come under the attention of public and private philanthropy.

Toronto already has an excellent working organization for the co-ordination of outdoor relief. This organization—made up of the Neighborhood Workers' Associations and their Council—should be strengthened by an arrangement by which its secretaries should be paid from private rather than from public sources as at present. There should be full co-operation between public and private philanthropy and charity, but there should be no public control of private charity, which must finally result if organizations for the co-ordination of private charity receive financial aid directly or indirectly from public sources. The Neighborhood Workers' Associations, as representing outdoor relief, should in some way be more directly tied up with the organizations representing the work of indoor relief.

With these basal considerations in view and as a basis for public discussion, the following steps in philanthropic organization are suggested:

1. That as many of the private philanthropic institutions of the city as may be willing enter into a federation for the purposes of intensive co-operation;

2. That these federating institutions be represented in the Federation of Philanthropies by an elected delegation of ten;
3. That the city's private donors or contributors be represented in said federation by a delegation of ten, elected at an annual meeting called for the purpose;
4. That the general public be represented by a delegation of nine, selected somewhat as follows: 3 to be elected by the Council of Women, 3 by the Board of Trade, and 3 by the Trades and Labor Council;
5. That the Federation of Philanthropies thus formed as a Board of Trustees, with 29 members, undertake for the community the following functions:
  - a—Drawing up an annual philanthropic budget to meet the needs of the constituent organizations in grappling with the social problems of the community;
  - b—Reaching as large a proportion of the public as possible through the planned co-operation of professional and volunteer workers so that the widest and deepest possible community interest may be awakened in what is rightly the business of the whole public;
  - c—Forming a clearing house of information on social problems;
  - d—Forming a clearing house for cash contributions to be distributed according to the directions of the donors;
  - e—Eliminating waste time in collection, both the time of the collectors, paid and unpaid, and of the individuals solicited;
  - f—Eliminating as far as possible the cost of collection;
  - g—Eliminating duplication of visitation and inspection;
  - h—Bringing together most effectively the most urgent needs and the most "intelligent" dollars.
6. That the work of administering public charity, including hospital grants and payments—which form the largest item in public charity—be co-ordinated with the work of the Department of Public Health, the new department to be styled the "Department of Public Health and Welfare," with two bureaus: the Bureau of Public Health and the Bureau of Public Welfare;
7. That a joint committee for the supervision and co-ordination of philanthropic inspection be formed; four members being appointed and paid by the Federation of Philanthropies, and four being appointed and paid by the Bureau of Public Welfare, all members to be professional social workers, and each group to constitute sub-committees working independently in supervision of field inspection, but co-operating by exchanging information.

8. That a joint field inspection force be established in two distinct sections, meeting for the exchange of information so as to eliminate overlapping—those workers paid by the Federation of Philanthropies inspecting only institutions not receiving city aid and belonging to the Federation; the workers paid by the city inspecting only city-aided institutions.
9. That the forms used by the different groups be identical and that duplicate copies of reports on city-aided institutions be made available to the Federation of Philanthropy, where such institutions also receive aid from the general public.
10. That the Federation of Philanthropies do not attempt to pass on the relative necessity for the work of each institution but only upon the efficiency of its operation.
11. That the Federation of Philanthropy publish annually a Year Book giving a clear statement of the work done by each institution, leaving to the giving public the decision as to the amount and nature of its support and that these pamphlets be available for general distribution.
12. That any designated gift be sent by the Federation of Philanthropies, without diminution, to the designated institution, and that the expenses of the Federation of Philanthropies be paid out of a fund created by subtracting a small percentage from all undesignated gifts and from all gifts designated specifically to the Federation of Philanthropies.
13. That the four members of the Joint Committee on Supervision and Co-ordination of Inspection, who are paid by the Federation of Philanthropies, act: one as Secretary of the Central Council of the Neighborhood Workers' Associations, and the other three as secretaries of the nine Neighborhood Workers' Associations, each group of three Associations having a common secretary.
14. That these secretaries assist the various volunteer workers in their work of outdoor relief, report through the Central Council of Neighborhood Workers' Associations all facts of general significance to the Federation of Philanthropies, and act as clearing houses of information between the local Neighborhood Workers' Associations.
15. That all cases requiring institutional care or outdoor relief, discovered in the work of the Neighborhood Workers' Associations, be referred to the fitting private philanthropy by the various secretaries, and that all cases where individuals now receiving "indoor" care should be transferred to "outdoor" care be referred by the "indoor" philanthropies to the Neighborhood Workers' Associations concerned through their secretaries.
16. That every organization coming into the Federation pledge itself not to solicit current funds independently, and that any funds

coming in directly be reported to the Federation in order that all may be treated fairly when the undesignated funds come to be distributed pro rata.

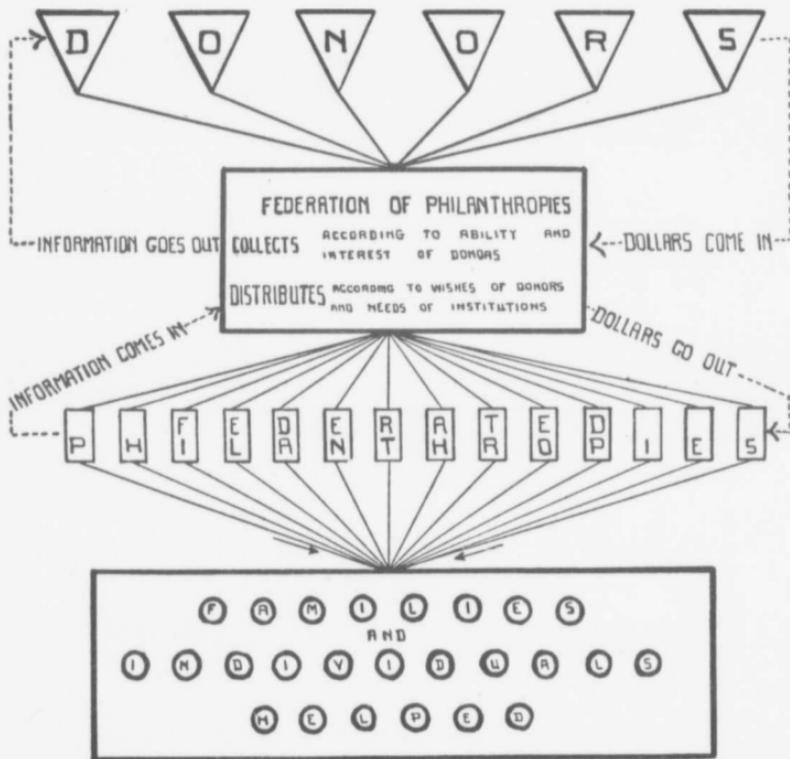
17. That every organization in the Federation be free to withdraw at the end of any fiscal year.
18. That the Federation of Philanthropies issue no information with regard to non-federated philanthropies, but that they forward any gifts which may come into their hands for such organizations.

Such an organization, if logically and completely carried out, would accomplish the following things:

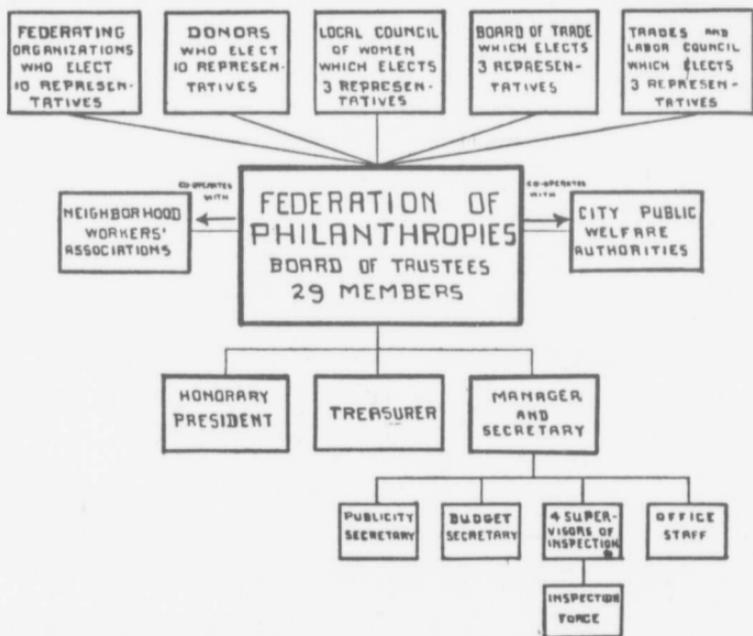
1. Givers would be afforded a bird's-eye view of the whole field before determining their annual expenditure for philanthropy, so that they could give to those objects which appealed to them most.
2. A greater number of people would be reached, so that the total number of givers would be increased.
3. Those giving only to objects which they understood would widen their circle of giving.
4. Personal interest in philanthropy and community patriotism would be greatly stirred by annual and periodical statements of the varied and great city-wide social needs, instead of piece-meal and partial statements of particular needs in some restricted field or fields.
5. Gifts to individual organizations would be increased if givers could see in their gifts a contribution to a general programme of social reconstruction.
6. The annual philanthropic budget could be cleaned up once for all in the early months of the year instead of dragging over the whole year and even running into the next.
7. Time now spent in soliciting funds could be directed into channels of personal service and practical philanthropy. Individual giving of money can do much harm, but individual giving of self can do nothing but good, if the worker is actuated by the spirit of service. "To visit the fatherless and the widow" is the very essence of philanthropy.
8. Investigation of social needs would be under the supervision of trained professional social workers, thus decreasing the danger of aggravating social evils by ill-chosen methods of assistance.

A PLAN BY WHICH THE DONORS' DOLLARS  
MAY SATISFY THE COMMUNITY'S NEEDS

MOST COMPLETELY  
MOST INTELLIGENTLY  
MOST CHEAPLY  
WITH LEAST FRICTION

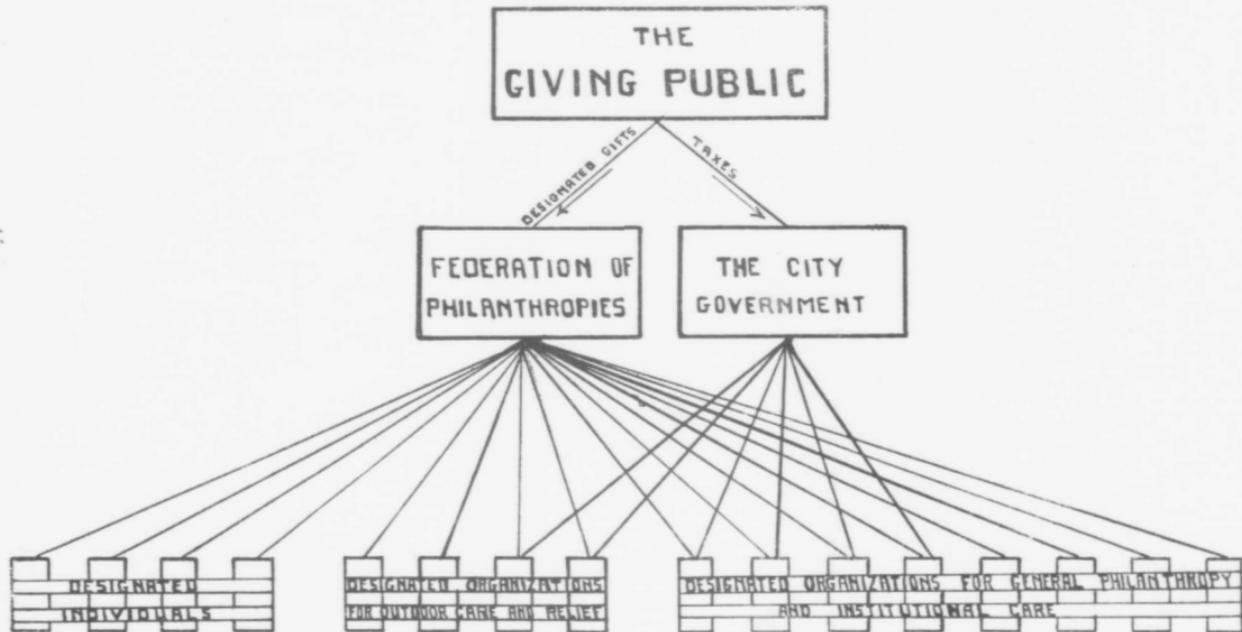


OUTLINE OF  
 PROPOSED ORGANIZATION OF  
 FEDERATION OF PHILANTHROPIES



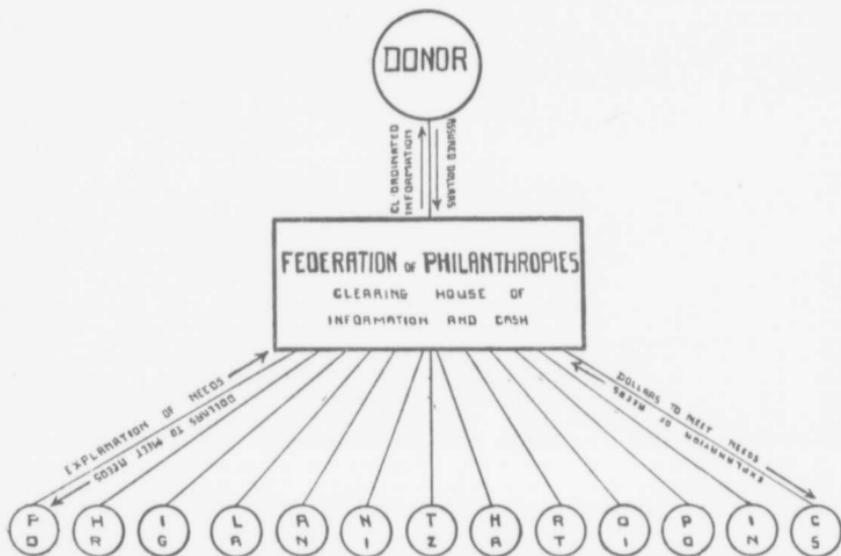
\* ALSO ACTING AS N.W.A. SECRETARIES.

CO-OPERATIVE DISTRIBUTION  
OF  
PHILANTHROPIC AND CHARITABLE FUNDS



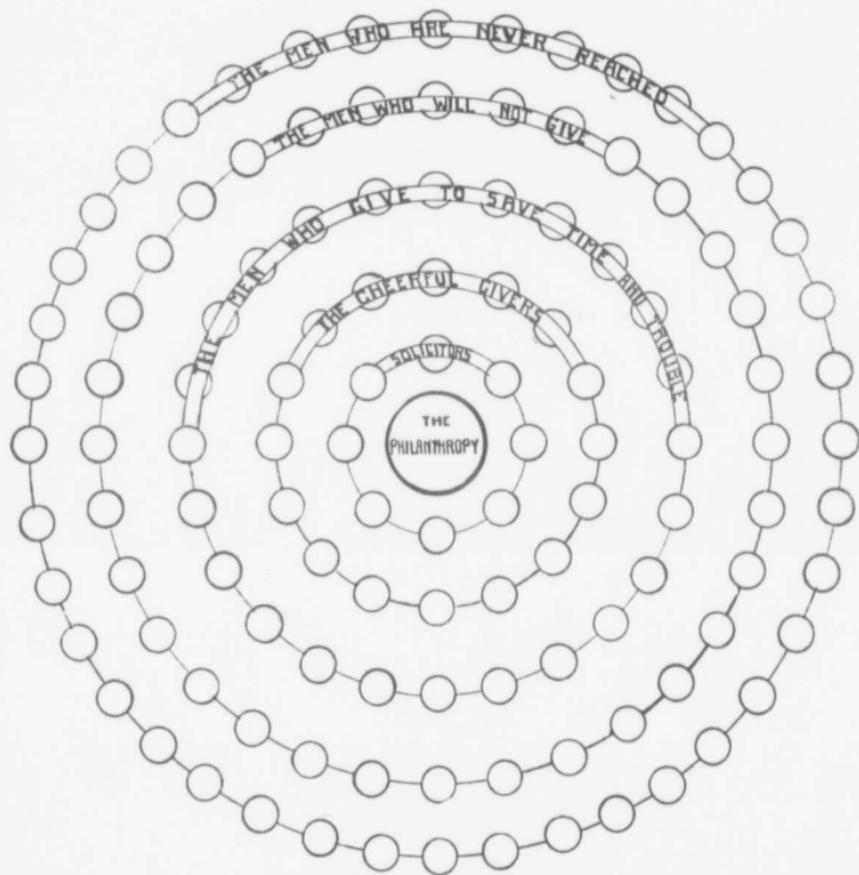


A DONOR  
AFTER FEDERATION



BRINGS TOGETHER  
THE MOST URGENT NEEDS  
AND  
THE MOST INTELLIGENT DOLLARS

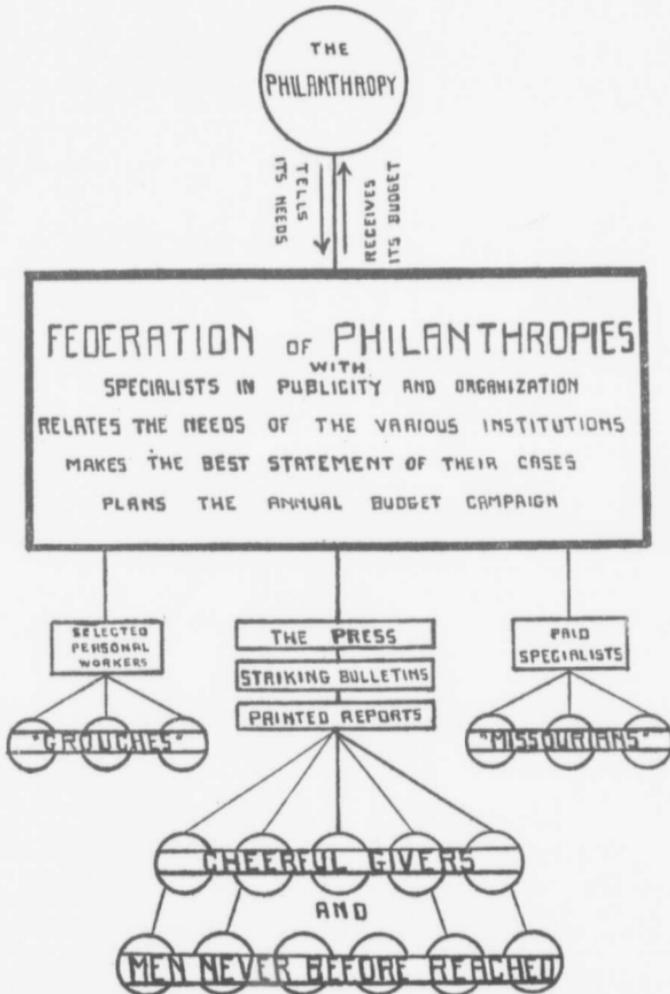
THE PRESENT OUTLOOK  
FROM  
THE STANDPOINT OF SOME ORGANIZATIONS



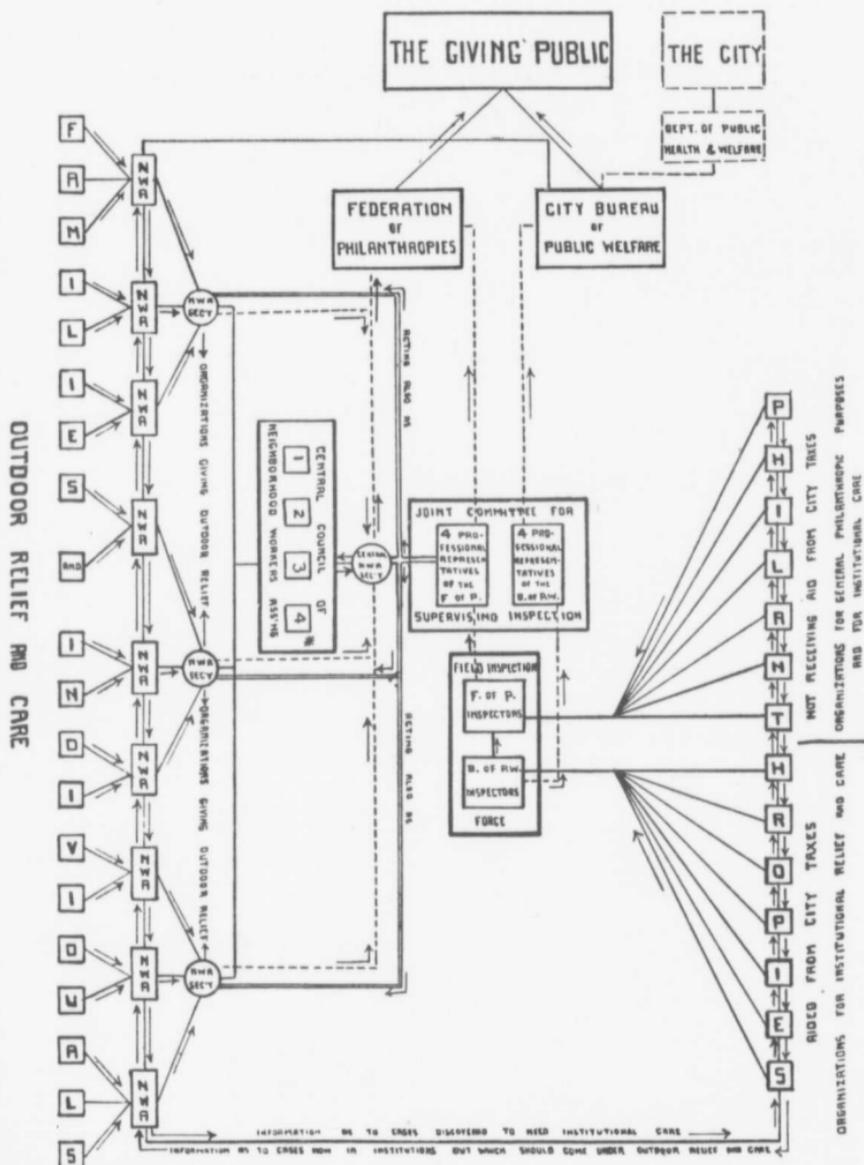
THE CANVASSER'S LOT IS NOT A HAPPY ONE

# THE OUTLOOK

## FROM THE STANDPOINT OF THE INDIVIDUAL ORGANIZATIONS AFTER FEDERATION



# CO-OPERATIVE INFORMATION SERVICE



\* 1-2-3 and 4 are respectively representatives of  
 THE NEIGHBORHOOD WORKERS ASSOCIATIONS  
 THE BUREAU OF PUBLIC WELFARE  
 OTHER CITY DEPARTMENTS  
 CITY-WIDE ORGANIZATIONS

ORGANIZATIONS FOR INSTITUTIONAL RELIEF AND CARE  
 AIDED FROM CITY TREAS  
 NOT RECEIVING AID FROM CITY TREAS  
 ORGANIZATIONS FOR GENERAL PHILANTHROPIC PURPOSES  
 AID FOR INSTITUTIONAL CARE

APPENDIX.

TABLE I.

**MAINTENANCE ACCOUNT FORM.**

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Institution (Name of) .....

**MAINTENANCE ACCOUNT.**  
**(For Social Service Commission).**

Month of.....191..

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Columnar Headings:

Date  
No. of Inmates  
Meat and Fish  
Butter  
Eggs  
Milk  
Bread  
Flour and Meal  
Tea and Coffee  
Vegetables  
Groceries  
Spirits  
Medical Supplies  
Clothing, including Boots and Shoes  
Furniture and Furnishings

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Date (On opposite side of Sheet)  
No. of Inmates  
Cleaning Appliances  
Fuel  
Ice  
Light  
Power  
Water  
Salaries and Wages  
Advertising, Postage and Stationery  
Telephone  
Ordinary Repairs  
Commission on Collections  
Rent  
Taxes  
Insurance  
Interest on Mortgage  
Extraordinary Repairs, including extra building  
not included in Ordinary Maintenance.

BY PERMISSION OF SOCIAL SERVICE COMMISSION.

# HISTORY FORM

Name of Institution.....

Name of Inmate..... Sex..... Age..... Date admitted.....

Date of Birth..... When born..... Date of previous admittances (if any).....

Why admitted?..... Deserted by either parent.....  
(SPECIFY FATHER OR MOTHER)

Was child nursed by mother?..... How long?..... Mental condition of Inmate.....  
(TO BE ANSWERED BY INFANTS INSTITUTIONS ONLY)

Who made application for admittance of inmate?.....

Amount promised towards maintenance, \$..... (weekly, monthly). By whom?.....  
(IF PUBLIC CHARGE, STATE MUNICIPALITY)

Were parents married?..... Mental condition of parents: Father..... Mother.....

NAME						
Father	Age	Birth- place	Occupation	Wage	Present Address Date	Is he at present employed?
					Previous Address Date	Name of Employer
		Religion				

Residence last three years.....

Last place in which lived one year.....

Mother (Married or Maiden)	Age	Birth- place	Occupation	Wage	Present Address Date	Is she at present employed?
					Previous Address Date	Name of Employer
		Religion				

Residence last three years.....

Were lived during the past year.....

Brothers and Sisters and Other Relatives	Relationship to Child	Occupation	Last Known Address (Date)	Agencies Interested

REMARKS.....

TORONTO,.....19.....

Secretary.