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A SURVEY  
of  
CHILD WELFARE AGENCIES  
in the  
CITY OF HAMILTON

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## CHILD WELFARE IN THE CITY OF HAMILTON.

"Child welfare is a term which connotes the general well being of the child. In all ages this has depended principally on the social valuation of children. At the present time the child is considered an important social unit and is held to be entitled to all that makes for healthy living, sufficient recreation, schooling adapted to his maturational learning methods, intelligent home care and the right to develop his abilities to their fullest extent."<sup>1</sup>

Since the time of the Industrial Revolution, the civilized world has begun to realize the importance of the child. Efforts were first made to guard the health of the child through early childhood and adolescence. The need of going even further back led to the establishment of centres whose care was the baby. Only within the last thirty or forty years has the need for care of the mother during the pre-natal period been realized. The infant mortality rate may be used to judge the results of child health work, and is thought to be a sensitive index of social and economic conditions. Efforts to lessen the infant death rate from communicable diseases are being redoubled and the results are proving highly satisfactory.

The need of recreation for children is also a matter which has received attention only recently. Playgrounds and camps are creations of the twentieth century. From bitter experience we have learned that the centres of the greatest amount of delinquency are those where play space is lacking.

That all children are not capable of doing the work of elementary and secondary schools has led to the broadening of the educational curricula. Two of the most important changes

1. Encyclopedia of Social Sciences, Deardorff, Neva R., page 373.

have been vocational training in the secondary schools, and the separation of the mentally deficient into auxiliary classes in the public schools or their removal to handicraft schools. Mental hygiene has aided in guiding children to an adjusted life by making the fullest use of their capacities.

The need for the care and protection of children is fundamental in all programs of child welfare, and legislation providing for such is to be found on the statute books of Ontario as early as 1893. Later legislation providing for pensions and compensation is based upon the theory that the child should be kept in his home wherever possible. Another principle underlying modern welfare programs is the prevention of delinquency before bad habits have been formed. "Save the child and you save the adult."

Under the League of Nations a Child Welfare Committee conducts research and compiles national laws relating to children under such topics as infant mortality, the family allowance system, delinquency, illegitimacy, child labour, etc.

The machinery for putting child welfare programs into effect differs in various parts of the world. In Canada activity on behalf of child health is carried on under the Department of Health, Division of Child Welfare, created in 1920. This co-operates with provincial and municipal health authorities. Other aspects of child welfare are provincial. In Ontario authority is vested in the Department of Public Welfare organized in 1930 after the presentation of the Ross Report. A large amount of child welfare work is carried on by private organizations which do not come under government supervision.

An investigation of child welfare in Hamilton lends itself to these divisions, which shall be followed throughout.

- I. Legislation (Provincial and Federal)
- II. Delinquency Prevention.
- III. Institutional Care.
- IV. Health.
- V. Recreation.
- VI. Miscellaneous.

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### Legislation

In order to study the child welfare of any centre in Ontario it is necessary first to make a study of the background and the legislation of the province and the Dominion that permit and aid the carrying out of child Welfare Programs. Following are the most important acts.

#### 1. The Children's Protection Act.

Prior to 1892 voluntary societies looked after children who were likely to become delinquents. Sir John Gibson of Hamilton heard deputations of those anxious to secure legal status for these societies. An act was drawn up, the plan of which adopted the principle of the encouragement of local effort in dealing with such cases by adding the legal power required to make the action of local boards effectual, at the same time providing for a central office to direct the work in cities. This act has been very successful for it has not only helped the societies for which it was intended but has enlisted the co-operation of many earnest and intelligent citizens. Mr. J. J. Kelso was one of the men chiefly interested in child welfare and under this Act he was appointed as Superintendent of Neglected and Dependent Children and he has held this office until the present time. He also received the position of Provincial Officer under the Children of Unmarried Parents Act and under the Adoption Act.

The Children's Protection Act gives a definition of all types of children who are to be dealt with by this act. "A neglected child shall mean,--a child who is an orphan--; a child who is abandoned or deserted--; a child whose home--is an unfit and improper place for him; a child begging or receiving alms in a public place--; a child who by reason of inadequate parental control is delinquent or incorrigible--; a child who without sufficient cause habitually absents himself from his home or school; a child born out of wedlock whose

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mother is unable to maintain him; a child who by reason of ill-treatment---is in peril of loss of life, health or morality." <sup>1</sup>

Under this act "a childrens' aid society" may be formed having among its objects the purpose<sup>s</sup> of the protection of children from cruelty, the care and control of neglected children,--but no such society shall be organized to act as such until the formation of the society has been approved by the Lieutenant-Governor in Council. <sup>2</sup> Such a society is to be advised and instructed by the Superintendent. A neglected child may be taken in charge by an officer of this society without a warrant notifying the parents, and taken to a place of safety until he appears before a judge. The cost of keeping such a child is paid by the municipality, ~~and~~ though the parent may be ordered to help.

Every city and town must provide a shelter and maintain the same to the satisfaction of the Minister. This shelter is to be used for the separate custody and detention of children prior to trial; it also serves as a place of detention until a child is placed out.

All wards of the Children's Aid Society must be cared for until the age of twenty-one or until adoption. If possible they are to be placed in suitable homes rather than in institutions. This act provides for the inspection of homes in which children are placed. Those contributing to the neglect of children are liable to a fine of \$100 or imprisonment not exceeding one year.

This act makes careful provision as regards the religion of the children that come under the care of the children's aid societies: a Roman Catholic child must be committed to a Catholic Institution, or placed in a Roman Catholic home.

The act has proved very comprehensive and has required but few  
1. Revised Statutes of Ontario, 1927, Chapter 279 as amended by 1928, Chapter 46.

2.. R.S.O. 1927, C. 279, S. 31.

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modifications since it first became law. This Ontario Act is also one of the oldest in the Dominion dealing with child welfare. It is interesting to note that Ontario led the way in this matter, and that her good example was followed shortly after by the other provinces.

### 2. The Children of Unmarried Parents Act R.S.O. 1927 Chapter 188

There was on the statute books of Ontario an act known as "the Illegitimate Childrens Act" This permitted any person who had provided necessaries for a child born out of wedlock to sue the father. The great defect in the act was that such action could be followed only if the mother had made an affidavit as to the paternity of the child. It was necessary that this affidavit be filed with the city clerk. It is easy to see that due to carelessness or ignorance it was impossible in the majority of cases to enlist the financial aid of the father.

In 1921 a careful investigation was made on all available material and laws from other countries. From these the best material was selected and a new act was drafted which became law in 1921.

Provision was made for the notification of the birth of an illegitimate child through the division registrar who is to notify the provincial officer, who shall make inquiries to "obtain all information possible with respect to every child born out of wedlock and shall take such proceedings and do all such things as are permitted or required under this act as may seem to him advisable in the interest of such child." Such action is not necessary if the child is adopted or is cared for voluntarily. The child may be dealt with as a "neglected child" within the meaning of the Children's Protection Act.

The act provides for applying for an "affiliation order" to a judge. The judge may, upon sufficient evidence, make an order declaring the person named to be the father and require the father of the child to pay the reasonable expenses for the maintenance and care of  
1. R.S.O. 1927, C. 188, s.4.

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the mother during the three months preceding the birth of the child and for as long after as the judge thinks necessary; to pay a sum of money weekly towards the maintenance of the child until the child attains the age of sixteen; to pay the burial expenses of the mother in case of her death through child birth. In estimating the sum payable by the father, the judge shall take into consideration his prospective means"<sup>1</sup>

This act has proved to be a very great improvement over the original "Illegitimate Childrens Act" which appeared on the earlier Statutes of Ontario.

### 3 Adoption Act

This act was passed in the same session as the Children of Unmarried Parents Act" in 1921. Up until this date there was no such thing as adoption, so that children could not inherit and had none of the rights of natural children.

By this act a person may make application to a judge to adopt a child, provided that person is over twenty-five years of age; except in the case of an unmarried mother adopting her own child. The judge must be satisfied that the prospective parents are proper persons to have the care and custody of a child, and that the child has already lived two years with the applicants.

"Upon an adoption order being made, the child shall, unless the adopting order otherwise provides, assume the surname of the adopting parents and all rights, duties, obligations and liabilities of the parents in relation to the future custody, maintenance and education of the adopted child-- , and all rights, duties, obligations and liabilities shall vest in--the adopting parents as though the adopted child was child born to the adopting parents in lawful wedlock--." <sup>1</sup> An adopted child shall inherit as if he were a natural child.

1. R.S.O. 1927, Chapter 189, as amended by 1928, Chapter 29.

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### 4. Legitimation Act: R.S.O. 1927, Chapter 187.

This states that if the parents of a child born out of wedlock, subsequently marry, the child becomes legitimate and inherits upon their death as though they were born in wedlock.

### 5. The Factory, Shop and Office Buildings Act. R.S.O. 1927, Chapter 275

This prohibits the employment of children under fourteen in factories unless a certificate is given to the employer meeting the requirements of the Adolescent School Attendance Act. Employment of children in factories in which the work is dangerous or unwholesome is prohibited.

### 6. Mothers' Allowance Act. R.S.O. 1927, Chapter 280.

This provides for the payment of a monthly allowance to mothers towards the support of dependent children where the father is dead, permanently disabled or has deserted, if the mother has been a resident of Ontario for two years before application, is a British Citizen and a fit person to have the care and custody of her children. This allowance is granted only to mothers who have two or more children under sixteen years of age dependent on her.

The act is administered by a commission with the assistance of local boards. Allowances are paid out of a fund to which the province and the municipality contribute equally.

This act makes it possible for children to remain under the care and supervision of their own mother. It is a recognition of the fact that home life is best for the child.

### 7. Workmen's Compensation Act R.S.O. 1927, Chapter 179.

This provides that children shall share in compensation. It enables mothers to maintain family life for the benefit of the children. An amendment of 1928, provides that action may be taken against a man receiving compensation who neglects to provide for his wife and children. His compensation may be diverted from the workmen for the benefit of his wife and children.

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8. The Deserted Wives and Childrens Maintenance Act. R.S.O. 1927, Chapter 184.

The husband may be ordered by a magistrate to pay a certain sum to his wife and children. A complaint may be laid by wife, or child or persons caring for them.

9. Industrial Schools Act.

Any wayward child under the age of sixteen may be ~~appointed~~<sup>committed</sup> to an Industrial School by a judge. The cost of maintaining the child in this institution shall be met as follows--fifty cents per day should be paid by provincial government, and a similar sum by the municipality.

10. Adolescent School Attendance Act. R.S.O. 1927, Chapter 333.

This act instituted school attendance officers and fixed the age of compulsory school attendance at sixteen years, with a few exceptions which are enumerated.

11. The Juvenile Court Act. was passed in 1916. By its provisions, the judge of the juvenile court is appointed by the Lieutenant-Governor in Council and holds office during good behaviour. The juvenile court deals with all offences against the laws of Ontario under the Childrens Protection Act, the Industrial Schools Act and the School Attendance Act. The salary of the judge is to be paid by the Municipality as well as the maintenance cost of any child committed to a place of detention.

These include the most important of the provincial acts touching the welfare of children; particularly those acts which require in any way municipal co-operation. There are also several acts on the Dominion Statute Books which affect child welfare, among the most important of which is the Juvenile Delinquents Act which was passed in 1908. Before this time Juvenile delinquents could be dealt with under the provisions of the Criminal Code and the Acts of the Province dealing

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with youthful offenders, in 1908 a general act was passed providing for a complete (~~for a complete~~) and humane method of dealing <sup>with</sup> delinquents. The law can be put into force only through application to the attorney-General's Department of Ontario, and there are certain conditions necessary such as the consent of the Municipality and the providing of proper facilities for dealing with the children.

This act provides for the appointment of probation officers and the establishment of juvenile courts. Trials must take place without publicity and no report of trials shall be printed. Children shall be detained only in a detention home or shelter used exclusively for children.

13. Dominion Criminal Code R.S.O. 1927, Chapter 36.

One section of this code is very important, that dealing with persons who cause a child to become immoral, dissolute or criminal who render the home of such a child an unfit place ~~for~~ such child to be in. The fine for such offences may be fixed at any amount not exceeding \$500 or a prison term not exceeding one year, or to both fine and imprisonment. Such cases are handled by the Hamilton Juvenile Court at a Special session held Monday morning known as the Adult Juvenile Court.

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### 1. Juvenile Courts.

Law now recognizes the fact that a child should be treated as a child and not only as an offender, that he is to be corrected and developed, if possible, into a good citizen. The aim of the juvenile court is not so much to punish as to prevent violations of the law, and to correct wrong tendencies. For many years adults and juveniles were tried and punished alike. The first step away from this unjust state of affairs was the separation of adult and juvenile prisoners. The creation of the Juvenile Court in Canada in 1908 marked a significant step in the treatment of juvenile delinquency. This has done away with the need of trying children in the demoralizing atmosphere of the adult court. "Legal concepts are becoming of less importance than the idea of the social treatment of unadjusted children."<sup>1</sup>

The juvenile court judges in Ontario are appointed by the Lieutenant-Governor in Council. The present official in Hamilton is Judge H. A. Burbidge. Sessions are held twice a week; the Monday morning session is the adult Juvenile Court, the Thursday afternoon period is the Juvenile Court. Trials take place in the Police Station in a small well-lighted room which has a separate entrance on a side street. The room and procedure of the court are very informal in character.

Besides the judge there is a probation officer and a stenographer. Often the case worker of children's welfare organizations such as the Children's Aid Society, the Big Brother and Big Sister Associations act as probation officers and are usually present at court. "The very principle of probation--involves an attitude on the part of the state that is entirely different from that contemplated in proceedings in criminal courts---."<sup>2</sup> In the adult courts the

1. Klein, Philip, "Encyclopedia of Social Sciences," p.408.

2. Lindsey, B. B., "The Trial of Criminal Cases and Adult Probation in the Chancery Court," proceedings of the National Probation Association, N. Y.? 1925.

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remedy is punishment, to furnish an example of potential offenders; in the juvenile court the purpose is to correct and prevent. Probation is the concept of overcoming evil with good.

In his investigation of child welfare in the District of Columbia, Hastings Hart gives four principles underlying juvenile probation. Briefly, these are as follows; (1) One probation officer shall not handle more than fifty probationers at one time, (2) the probation officer shall prepare in advance a plan for the child, taking into account his personality, home and neighborhood, (3) children shall be assigned to a probation officer on the basis of personality rather than home location, (4) there shall be higher standards<sup>1</sup> of character, ability and training of probation officers.

The duty of the caseworkers of welfare organizations acting as probation officers is to make an investigation into the home surroundings of the delinquent, to be present at court during proceedings, to try to discover any personality problem that has caused delinquency, to act as friend and counselor for the delinquent. The court probation officer handles only such cases as require no home visiting, but where the child is required to report at regular intervals. If the probation officer finds that conditions at home are extremely demoralizing; the child is removed to the Shelter, through the help of the Children's Aid Society. At the conclusion of the

1. Hart, Hastings H., "Child Welfare in the District of Columbia," Russell Sage Foundation, 1924.

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trial the child may be committed to the care of an institution, if he seems to need institutional care and an introduction to regular hours and regular habits; a child may be removed from his parents and made a ward of the Children's Aid Society; or a child may be returned to his home after a warning from the court to the child and his parents.

Let us look at the figures, given in the Annual Report of the Juvenile Court, showing the organizations and individuals appointed as probation officers during the past year!

Probation to the Big Brother Association-----	65
Probation to the Probation Officer-----	24
Probation to the Big Sister Association-----	18
Probation to Citizens-----	5
Probation to other Communities-----	3

A careful system of probation has been highly successful in dealing with delinquent children. Hand in hand with probation work go the diagnoses and examinations in problem cases and in cases of mental deficiency. The probation system would often be ineffective in handling certain types of children if it were not fortified by the co-operation of the mental clinic. Of increasing importance then, is the mental examinations given to delinquents. In Hamilton most of the children are sent to the Provincial mental health clinic. It is the policy of the court to recommend many of the children, for examination at the Provincial Mental Health Clinic before a decision is reached. Unfortunately this clinic cannot at present meet the demands on its services and cases <sup>must sometimes wait</sup> for two weeks or a month.

1. Hamilton Juvenile Court, Annual Report for Year 1932.

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The report of the Hamilton Juvenile Court for the year 1932 shows 214 boys and 29 girls charged with 372 offences. This is a decrease over the preceding years in which there were in 1930--494 offences, in 1931--449 offences. Out of a potential field of 30,000 school children, this is a very favourable record. The fact that the number of offenders has decreased is interesting and to be wondered at, in times of economic hardship. The decrease is explained to some extent by the fact that several store managers have co-operated with the Big Sister and Big Brother Associations so that eighty cases of juvenile theft were handled out of court. An examination of the figures of these two societies shows a very great increase in the matter of shop-lifting handled by them during the past year. When this fact is taken into consideration it seems obvious that juvenile delinquency on the whole did not decrease last year, although the annual report of the Juvenile Court would lead one to believe that it had.

"An institution is necessary for youth who have committed acts which would send an adult to the state penitentiary--." <sup>1</sup> The Report of the Minister of Public Welfare shows that during the year 1930, eleven boys and nine girls were placed in institutions for the following causes: immorality--2, theft---5, incorrigible--9, destruction---1. <sup>2</sup> For the year 1932 the following were committed to institutions, 15 boys to the various institutions and reformatories of Ontario, 1 boy to the Ontario Hospital; 7 girls to institutions, 1 girl to the Ontario Hospital. <sup>1</sup> This is an increase over the year 1930.

1. Henderson, Charles R., "Dependents, Defectives, Delinquents," D. C. Heath & Co., Boston 1906. ?
2. First Annual Report of the Minister of Public Welfare, Province of Ontario, 1930-1931, (Printed and Published by Herbert Hall, Printed to The King's Most Excellent Majesty.)

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The general belief is that the Children of non-Anglo-Saxon parents contribute the largest numbers to delinquency. The figures for 1932

disprove, this-

Boys	<u>Nationality</u>	
	Canadians-----	177
	U. S. -----	7
	England-----	7
	Scotland-----	12
	Ireland-----	1
	Hungary-----	4
	Italy-----	2
	Armenian-----	1
	Poland-----	1
	Roumanian-----	1

Girls	<u>Nationality</u>	
	Canada-----	25
	Austria---	1
	U. S. A.--	1
	England---	2

An investigation into the religion of the offenders is also interesting. By far the greatest number of offenders are Roman Catholics, second in the list are the Anglicans, and those belonging to the United Church.

Boys	<u>Religion</u>	
	Roman Catholic----	69
	Anglican-----	52
	United-----	33
	Presbyterian-----	17
	Baptist-----	16
	Gospel-----	12
	Hebrew-----	5
	Miscellaneous-----	4
	Greek Orthodox----	3
	Lutheran-----	2
	Spiritual-----	1

Girls	<u>Religion</u>	
	Roman Catholic----	11
	Anglican-----	6
	United-----	7
	Presbyterian-----	2
	Greek Orthodox----	1
	Lutheran-----	1
	Hebrew-----	1

Let us consider one other set of figures shown

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on this report, that is the ages of the delinquents.

<u>Ages</u>	<u>Ages</u>
Boys 7 years----- 2	Girls 10 years----- 1
8 years----- 6	11 years----- 1
9 years----- 5	12 years----- 2
10 years----15	13 years----- 0
11 years---24	14 years----- 4
12 years---30	15 years-----17
13 years---32	16 years----- 4
14 years---47	
15 years---46	
16 years--- 7	

This list shows that the number of delinquents among the boys increased up to the ages of 14-15 and from there up is a decrease. Among the girls, by far the greatest number of offenders are fifteen years of age.

An examination of the figures for juvenile offenders in other centres of Ontario tends to uphold the observations made from the figures of the Hamilton Juvenile Court.

The work of the Juvenile Court in Hamilton is very important in the field of Child Welfare. The character of the judge has much to do with the success of such work, and in Judge Burbidge we have a man of keen insight.

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### 2. The Big Brother and Big Sister Associations.

These two organizations are very similar in scope and activities. Among the agencies dealing with child welfare in Hamilton, these two rank very high in importance. We shall make a thorough investigation into but one of these organizations.

The Big Sister Association, as the name suggests, is an organization which limits its activities to girls who present a problem of some kind. It does its greatest work among teen age girls, yet the cases being handled during the present year show a wide range of ages---from seven to nineteen years.

The staff is comprised of two trained workers and a stenographer and many volunteer workers. This year they are finding the work very much heavier than ever before so that the secretary has about 150 cases to follow up, while the assistant has 98. Each girl must be visited once a month and as many times more as possible. Considering the number of charges allotted to each worker one wonders how they can keep an accurate account of these girls. No worker should be expected to handle more than 50 or 60 cases.

The work of the Association may be divided into four headings.

1. The care and supervision of girls who show a tendency towards delinquency.

11. Girls who present no problem of behaviour but who show extra abilities for higher (secondary) education, whose families are unable to keep them in school are provided with books and

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clothing from a special fund maintained by the society for such cases.

III. The Society endeavours to bring every girl into complete harmony with her environment, school, home and community.

IV. The organization provides braces and appliances to crippled girls who are brought to their attention. Operative work is arranged for through the McGregor-Mowbray Clinic.

The keynote of all work done by this association is "prevention," rather than cure. The association endeavours to extend its influence to a girl before matters have gone too far. The case worker or a volunteer "Big Sister" tries to find a basis of common sympathy and understanding between herself and the girl. The aim is to help the girl place church, recreation, books and education above any interests that tend to have a ~~an~~ evil influence upon her. The Association is most successful where it has the opportunity to check unfavourable tendencies when they first appear.

Cases are reported in a variety of ways. Complaints are sent in by parents, neighbours, teachers, the girls themselves and relatives. Parents call in the help of the Big Sister Association for a girl who has become unmanageable, or for supervision of the younger sister of a girl who has been delinquent.

Social workers are discovering what a large part is played in the life of a child by home, school, neighborhood and community. In every case calling for attention, a careful survey is made of home and school to determine their effect upon the life of the child. Truancy problems are among those dealt with. A variety of conditions may be the cause of delinquency of this kind. Frequently

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it is found to be home conditions, lack of control on the part of the parents, too rapid physical growth or low mentality. Many of the cases are those of moral delinquency. Some of the causes of this include lack of sexual education, a craving for affection, overcrowding in the homes or extreme poverty. Repeated examinations of children who are moral delinquents have proved that over-sexed individuals are usually low in mentality.

Sub-normals often come under the guidance of the Association. The problem of these girls is becoming increasingly important, because we are realizing the expense of supporting individuals of this type. It is most advisable that feeble-minded girls should be segregated during the child-bearing period. The Local Council of Women has taken a decided stand in favour of segregation or sterilization of the unfit. The organization of a birth-control clinic in Hamilton has made a start in combating the expense involved in the birth of feeble-minded children.

### Method of Procedure.

1. When a complaint is received, the social worker makes a visit to the home to get a complete family background. This is valuable in determining the causes of delinquency and very often furnishes a key in curative measures. An attempt is made to find what are the girl's difficulties. Her friends among both girls and boys are ascertained, her school and teacher, her religious affiliations, if any.

2. The girl is then asked to come to the office to talk to her social worker. This contact with the girl is essential. Here a keen social worker is able to determine personality difficulties that need adjustment. It is very necessary to have the co-operation of the girl herself, if any lasting results are to be achieved.

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3. Next her school teacher is interviewed, her minister or any older persons with whom she comes in contact, in order that their co-operation might be enlisted. In some cases it is necessary to create an understanding between the leader and the girl which has been lacking. After these interviews the girl is visited at least once a month.

4. The girl is then obliged to attend organized recreation activities held at the Big Sister headquarters, or arrangements may be made for her to go to the Y.W.C.A. to some activity offered there. A class in sewing is held every Saturday morning at which the attendance has been very large during the past year. This class is attended by the early teen age girls. There is also a library at the Association centre containing only the best of literature. The need for such a library was called to the attention of the Big Sisters by repeated complaints of parents and teachers as to the type of books and magazines which these problem girls were reading. The idea underlying all this is to substitute positive things for negative ones.

5. In some cases, where the fault seems to lie entirely with the parents, they are interviewed and every effort is made to secure their co-operation. Unless the Association has the help of the parents it is very difficult to make progress. In extreme cases where it seems that delinquency cannot be cured in present home surroundings, the help of the Children's Aid Society is sought to remove the girl from her home.

Most of the cases which come to the attention of the Big

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Sisters are followed about two years. All cases are sent to the Provincial Mental Health Clinic for examination. The recommendations made by the Clinic are useful in planning the course of action to be pursued by the organization.

The secretary's report for the year 1932 shows a decided increase in the amount of work done. This is largely due to the unemployment situation. Many girls, not having work and with time on their hands drift into delinquency.

At the annual meeting Mrs. Wright, a member of the executive, said, 'The Big Sister Association renders a service which is worth while. It is sympathetic, uplifting and inspiring to the members themselves and to those whom they seek to aid.' In 1932 not all girls who had been under supervision had measured up to expectation, but of 416 cases, 53 had been satisfactorily adjusted. It was found that the present economic condition accounts for a large amount of ill health which has a direct bearing on delinquency.

To quote from the annual report--"Only about eight per cent of the little sisters came to the Association from the court, and this spoke well for their progress in the field of prevention, as they now got the girl in the early stage of delinquency before she fell into the hands of the law, and in most cases were able to make an adjustment without bringing the girl into court. The Association's aim was to reach the girl when she first began to show a tendency to juvenile delinquency."

In the matter of crippled children the report shows that 43

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cases have been under the care of the Association during 1932, nine cases being new. These range in age from one to twenty-four years. The Association bought 21 pairs of special shoes, seven pairs of ordinary shoes, five braces, supplied thyroid medicine, cod liver oil etc. "Prevention rather than treatment was the watchword of all work among crippled girls---."

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### 3. The Children's Aid Society.

The need for children's protection was first seen by Mr. J. J. Kelso of Toronto. Due in a large measure to his influence a bill known as the Children's Protection Act was drafted by Sir John Gibson of Hamilton in 1893, and became law the same year. Under it local children's aid societies were established. In Hamilton such a society was organized in 1894, and continued, as did other children's aid societies, to act under this authority until 1921 when two other acts were passed: the Unmarried Parents Act and the Adoption Act, which have been summarized elsewhere. Prior to 1921 there was no such thing as legal adoption in Ontario. By the Unmarried Parents Act the father is liable for maintenance just as if he were married. The local society acts as agents in these matters. Certain Dominion laws relate to the work of these societies viz., the Juvenile Delinquents Act and the Criminal Code.

The headquarters of this organization in Hamilton is at 47 King Street East. The staff consists of a very capable managing director, Mr. B. W. Heise, an office assistant, stenographer, book-keeper, five workers in the investigation department and five supervisors in the child placing department. At the Children's Aid shelter are a matron, a janitor and boy's supervisor, cook and laundress.

#### The aims of the Children's Aid Society:

- I. To care for and protect neglected.
- II. To improve home conditions.
- III. To discover suitable foster homes. In the year 1931 approximately 420 children were under the care of the society

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in Hamilton. Since its organization it has endeavoured to act as a preventive agency in the matter of delinquency, though as a matter of fact this work has been stressed only within the last three years.

### Method of Procedure.

1. When a child is first received into the shelter it is placed under careful observation and as soon as possible sent to the Provincial mental clinic for examination. Most cases remain in the Shelter only a few weeks but a few mental defectives have remained there for years. The Hamilton Society is anxious to have these sent to a mental hospital. It is advisable to send such cases to a hospital as quickly as possible after they are made wards of the Society, otherwise it is very difficult to transfer them after a long stay at the Shelter. It is advisable to use the Shelter as a temporary detention home only. In 1932 there were 28 children housed at the Shelter at the beginning of the year, 16 at the end of the year.

11. After a short period in the Shelter a child may be placed in a boarding home under careful supervision at a weekly rate ranging from \$3.50 to \$5.00. In determining what sum shall be paid the financial status of the family is taken into consideration. A special allowance is made if the child needs extra care. There were 145 children in boarding homes on Sept. 30, 1931. A child may be placed in a wage home, where he works to help pay the cost of his board, or he may be placed in a free home. In many cases a child spends some time in a boarding or wage home before he is placed in a free home. In the latter place supervision is somewhat lessened. Last year ended with 24 children in wage homes and

## DELINQUENCY PREVENTION

1  
148 in free homes.

111. When the child seems to have made a satisfactory adjustment, and it is possible to do so, he is placed in an adoption home. Every effort is made to place him in a home of his own social level. During the two years of adoption probation as specified in the act, every effort is made to discover if the prospective parents are fit and proper persons. During the year 1931, 37 adoptions were completed.

There are two sources from which the bulk of its financial support is (is) obtained---the Hamilton Community Fund (and the) and the city of Hamilton. In 1931, the former contributed approximately \$14,000, the latter \$50,000. In comparison with these sums it is seen that the amount contributed by the province, \$985.00, is very small. In the administration of the Unmarried Parents Act the Society feels that the province should do more. Last year the total expenditures of the Society were approximately \$73,000, which covered the expenses of administering care to 1206 children. This averages \$50.00 per child.

Some of the factors in cases brought before the society last year are: moral neglect--56, separation of parents--41, non support--40 physical neglect--37, physical cruelty--24, desertion--21, drunkenness--20. Thus we see that poor home conditions are the greatest contributing factor.

Two valuable field studies in problems incidental to its work were made by the Children's Aid Society last year under the direction of Mr. B. W. Heise. One study was connected with the street trades

1. The Children's Aid Society of Hamilton, Annual Reports, 1931-32.

## DELINQUENCY PREVENTION

and their relation to delinquency. While it was found that many boys were contributing to the family budget, almost as many others were selling for expending money. Many boys under the age of 12 were found on the streets, contrary to the provisions of the Juvenile Delinquents Act. A plea was made for stronger municipal control and the introduction of an identification badge system.

The second study was the matter of unmarried parenthood. It was found that of 55 girls studied, 25 came from broken homes. Little can be done in effecting ~~(an)~~ re-establishment with these girls with years of unsatisfactory home background. The report shows that the majority of the mothers continued to care for their children, but fail to make use of pre-natal and well-baby facilities. Last year there were 221 cases of unmarried parenthood. There has been an average increase of twenty per year in the last few years, which gives us every reason to realize that something should be done to stem the increasing number. The appointment of one full-time worker in this field is urged.

This society is carrying on a very valuable work among the neglected children of Hamilton. It is seeking to carry out the idea of Mr. J. J. Kelso, "A family home for every needy child." Its preventive and rehabilitation work takes up the greatest amount of time. Surveys such as were made last year show that the Hamilton branch is making every effort to become thoroughly acquainted with conditions in Hamilton in order to direct its attention intelligently to the correction of such conditions.

# MENTAL HEALTH CLINIC

## DEPARTMENT OF HEALTH

Your Mental Health Clinic has its headquarters at the Ontario Hospital .....

A regular service is maintained and will be available in your vicinity at ..... on .....

It is highly desirable that as complete a history as possible of the individual to be examined should be presented with the case, in order that the Clinic may be familiar with every aspect to be considered. An outline of the essential history is given herewith, with explanatory notes.

Name: \_\_\_\_\_ Clinic: \_\_\_\_\_ Date: \_\_\_\_\_ File No.: \_\_\_\_\_  
Examined at: \_\_\_\_\_  
Religion: \_\_\_\_\_ Social Status: \_\_\_\_\_

Address: _____	Municipality: _____
Previous Addresses: _____	Length of Residence: _____
	National Extraction: _____

Referred by: \_\_\_\_\_

Family Physician: \_\_\_\_\_

Problem: \_\_\_\_\_

Education: \_\_\_\_\_

Social Activities: \_\_\_\_\_

Occupational Activities: \_\_\_\_\_

Behavior Difficulties: \_\_\_\_\_

FAMILY	B. Date	B. Place	School	Occupation and Notes
Father				
Mother				
Siblings:				
1.				
2.				
3.				
4.				
5.				
6.				
7.				
8.				
9.				
10.				
11.				
12.				

Charities Interested: \_\_\_\_\_

S.S. Investigator: \_\_\_\_\_

Source of Information and  
Reliability:

Personal History:—

*Development:* — Any unusual conditions of pregnancy and birth, breast or bottle-fed, age of teething, walking, talking, any nutritional difficulties, age of spincter control.

*Health:*—Record illnesses in chronological order, serious injuries, earache or running ears, fainting spells, convulsions, chorea, "nervousness". Note after effects of any illness; any hospital treatment.

*Puberty:*—If subject is a female state age menstruation was established, if periods are irregular, painful, etc.

*Habits:* — Sleeping arrangements—hours, regularity, quiet or restless, dreams, night terrors, talking or walking in sleep, enuresis;

Eating — appetite, regularity, diet, food fussiness, vomiting;

Drinking—tea or coffee in excess, alcohol;

Any such habits as nail-biting, thumb sucking, speech difficulty, tics, masturbation;

Sex knowledge, how obtained, parents or other sources, sex experiences.

Personality and Conduct:—

Describe any disturbing personality traits and behavior, age when first noted. Any recent changes in personality and behavior that have occurred. Desirable as well as undesirable tendencies are important. Give instances; probable underlying causes; such traits as egotistical, quarrelsome, quick-tempered, vain, selfish, obedient, suggestible, stubborn, dependable, social, seclusive, impulsive, holding grudge, resentful of authority, over-affectionate, day-dreaming, self-confident, suspicious, stolid, pressure of bodily activity or speech, unduly interested in health, variability of moods.

(Rate as marked, average or absent.)

**Home and Home Conditions:—**

Describe in chronological order the different circumstances in which the subject has lived, type of neighborhood, people in the home (list present personnel of home), general financial situation, cleanliness, attractiveness, home standards and general atmosphere of the home. Describe the attitude and behavior of the household members to each other and to the patient.

(These topics may suggest paragraph headings.)

**Family History:—**

*Paternal:*— Grandparents and children of union in chronological order; if dead, give cause of death and age.

Record any outstanding facts.

If any relatives have played important parts in the child's life, describe circumstances.

Father—if dead, give cause of death; intelligence, health, war record, efficiency, habits, personality traits, any nervous or mental disease.

*Maternal:*—Similar history.

**Tentative Social Plan:—**

Have you any information of value to an examiner in making a social plan?

Do you feel that subject should be removed from the home?

What special help, financial and recreational, are available?

How far will relatives cooperate?

**Present Situation:—**

State briefly any recent changes or circumstances leading up to the request for this psychiatric examination.

**Remarks:—**

## INSTITUTIONS

### Orphan Asylums

There is no need to stress institutional care. For years people have been only too anxious to give to orphan asylums because they appealed to the imagination. It is more difficult to interest the public in a plan of prevention of keeping children within their own homes where ever it is possible. Institutional care of children is one phase of child welfare which is receiving less and less attention, due to the fact that we now believe the best place to raise a child is in a home, institutional care is only a last resort. Latest developments show the decreasing need of homes and orphanages. In Toronto almost all Protestant orphanages have been discontinued and the policy of placing children in homes has been adopted. In Hamilton there are four orphanages still in operation, namely: the Boy's Home, the Girls' Home, St. Mary's Orphanage Asylum, the Home of the Friendless and Infants' Home.

The Boys' Home provides a home for boys between the ages of 5 and 15 years. Boys, one or both of whose parents are dead, or because of other circumstances must be cared for by the city, are admitted to this institution. These boys are dressed alike, and are given lessons in their own school room by teachers supplied by the Board of Education. They are given institutional care in every sense of the word.

The Girls' Home corresponds exactly.--Here girls from 5 to 15 years of age are given a home. As in the above mentioned institution the girls are dressed alike and are taught in their own building. At one period of the year, usually in September, the girls are taken to the Spectator Fresh Air Camp. The leaders are those in charge at the Home. The camp period means therefore, moving the Home to the Hamilton Beach for a period of ten days. I think it would be an interesting experiment to send these girls down by threes and fours to the regular

## INSTITUTIONS

camp period to give them a opportunity to mix with other children and to benefit by other leaders.

The St. Mary's Orphanage corresponds in a certain measure to the Girls' Home and Boys' Homes. It provides a home for Catholic boys and girls of 5 to 15 years. These children are not dressed alike, but can play on the street and not attract attention as 'orphans.' There is an improvement here in the schooling system. The children go out to attend a nearby Separate School. Therefore, they are able to mix with other children and lead a more nearly normal life. They are allowed to play with other children after four o'clock. This system gives more opportunity for outside contact and minimizes the difference between an orphan and a normal child. In the two institutions previously mentioned, the children have no opportunity for play with children outside the Home. They march down the street two by two, each child a replica of the one beside him, they are looked at, pointed at by the children at play on the streets. The idea that they are orphans and therefore different is thoroughly ingrained.

The Home of the Friendless and Infants' Home is rather different in its scope. This institution takes care of infants up to the age of 5 years, and houses as well the unmarried mothers of these children for a short space of time. The principle underlying this is that this is that the mother needs a certain amount of care and training to fit her to take her place again in the world. This institution is the means of enabling many unmarried girls to retain the care of their children. This institution is resorted to, if the identity of the father cannot be ascertained, or if the father cannot supply necessaries.

Following is a group of three tables taken from the First Annual Report of the Minister of Public Welfare, Province of Ontario, 1930-31.

TABLE I

Name of Orphanage	No. of beds.	No. of inmates on Sept. 30/30	No. admitted dur. year	Tot. No. und. Lodgment dur. year	Tot. No. who left dur. year	No. of deaths dur. yr.	No. remaining Sept. 30/30
Boys' Home	60	41	7	48	13	--	35
Girls' "	60	40	22	62	19	--	43
St. Mary's Orph. Asyl.	132	132	72	204	80	--	124
Home of the Friendless & Infant's Home	120	72	116	188	104	1	83

TABLE II.

Name of Orphanage	Total Day's stay of inmates	Total cost of Dietaries	Other Maintenance	Total Maintenance	Aver. Cost of each inmate per day
Boys' Home	14,377	2,360.70	8,807.53	11,168.23	.77
Girls' "	17,825	3,959.34	6,926.18	10,885.52	.61
St. Mary's Orphanage	49,264	10,480.90	16,625.90	27,106.90	.55
Infants' Home	26,840	7,198.62	14,501.90	21,700.52	.81

TABLE III.

Name of orphanage	Inc. from Prov. Govt.	Inc. from Patients	Inc. from Municipalities	Inc. from Investments	Inc. from Donations Bequests	Total Income.
Boys' home	718.85	2,055.79	2,446.56	2,511.35	3,136.77	10,869.32
Girls' "	891.25	1,571.32	2,907.96	---	6,334.94	11,705.47
St. Mary's Orphanage	2,284.80	3,333.70	5,805.79	---	16,967.38	28,391.67
Infants' Home	1,661.40	2,685.50	8,474.00	1,290.37	7,511.95	21,623.22

## INSTITUTIONS

From these tables several interesting facts may be observed.

1. The cost per day of maintaining a child in these institutions is comparatively low. The figures compare favourably with average daily costs in orphanages in other cities. The fact that the per diem cost of maintaining a child in the St. Mary's Orphan Asylum is less may be due to the fact that there is a greater number of children housed there.
2. It is interesting to note from what sources these institutions derive their revenue. In each case there is a provincial grant, a municipal grant, a sum paid by parents or relatives for maintenance, and donations. The donations include a sum handed over to each of the institutions by the Community Fund of Hamilton.
3. The total income exceeds the total maintenance cost in the case of the Girls' Home and the St. Mary's Orphanage. In the other two institutions there was a deficit. This fact, and the further fact that the total maintenance cost of all four institutions is well over seventy thousand dollars, causes one to wonder if these children could not be handled more economically by placing them in private homes. In this particular case, enforced economy leads us to the best method of caring for the child---family care.

The recent change in attitude in the matter of institutional care of children has led some cities of Canada and the United States to abolish orphanages altogether. Orphaned children are then handled through an office which serves as a placement agency. Why cannot the same be done in Hamilton? Have the citizens of Hamilton not yet realized the importance of home training in the lives of its children? Why can we not follow in the footsteps of other cities who have worked

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out a new plan for the handling of their orphans? Let me quote from the Annual Report of the Children's Aid Society of 1931, "Not only are there a sufficient number of homes available in which to place children, but at the present time, we have a waiting list of approximately two hundred families willing and anxious to have children, but for whom we have no placeable children."<sup>1</sup>

From the average per diem costs of Table 11 we find that the average per child in the four institutions is 68 $\frac{1}{2}$ ¢ or \$4.80 per week. When the Children's Aid places a child in a boarding home it does so at a cost rarely exceeding \$4.80. Not only does this society place children in boarding homes--- but it also places them in wage or free homes in which case there is no cost to the Society. This leads us to believe that the 285 individuals in the four institutions of Hamilton on Sept. 30, 1931 could be transferred to private homes at a considerable saving.

The Children's Aid Society has a slogan, "A family home for every needy child". It seems to me this slogan might be extended to include all institutional children of Hamilton as well as wards of the Children's Aid Society. If other cities have found this a workable scheme a thorough investigation into conditions in Hamilton should be made.

1. The Children's Aid Society of Hamilton, "Annual Report", 1931-1932. p. 7.

## INSTITUTIONS

We now turn our attention to a very different type of institution--the Day Nursery. Of these there are two in Hamilton, the W.C.T.U. Day Nursery and the East End Creche.

Hastings Hart has outlined the principles underlying them. Briefly they are.

- I. Day Nurseries must not relieve the mothers unduly of their duty.
- II. Every day nursery should employ a case worker to visit the home of an applicant for the admission of children.
- III. The health of the children must be carefully looked after.
- IV. The day nursery should be under public supervision.

How far are these principles followed by the day nurseries of Hamilton? Every effort is made to achieve the first. A case worker is not employed but information must be filed by each mother bringing a child to the nursery. The third principle is adhered to closely as we shall see in our investigations. The fourth is necessarily followed, since each nursery receives a certain grant from the municipality and in return must hand in a quarterly report of receipts and expenditures.

The ~~W.C.T.U.~~ Day Nursery was started about forty years ago by a Mrs. Chadwick in the kitchen of her own home, after seeing the need for a place where the children of working mothers might be left during the day. This filled such a definite need that the idea was taken over by the W.C.T.U. who established a nursery in that part of the city which seemed to need it most. So successful have they been that they now own the building which is located

1. Hart, H. Hastings, "Child Welfare in the District of Columbia," Russell Sage Foundation, N. Y., 1924.

## INSTITUTIONS

at 489 John Street N. and they have also laid away certain sums from time to time in bonds, the interest of which is used for maintenance costs. This nursery has never joined the Hamilton Community Fund but has preferred to remain independent. The major portion of its support comes from private donations. Any charity which belongs to the Community Fund must be guided entirely by its dictates and the Nursery has preferred not to do so.

The children may be brought in at six o'clock in the morning and must be called for by six o'clock at night. They are given breakfast, are bathed and put to bed. A small meal is given in the middle of the morning and another in the middle of the afternoon, as well as a well-planned meal at noon. School children are allowed to come to the nursery after school until called for by their mothers. The children are well looked after in the matter of health, many mothers admit that the children are in better health than when they look after them themselves. This speaks well for the efficiency of the Nursery.

For some years the mothers have paid ten cents per child. The city paid to the nursery ten cents for each child brought in. Now the city pays only five cents per child. and has suggested (and this plan has been put into practice) that the nursery discriminate between the parents. Those who keep boarders or seem able to do so, are asked to pay fifteen cents.

At one time the monthly attendance was as high as 859, but this figure has decreased to 56. It seems odd to think that among all the charities, here is one which has become less busy during

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this time of economic pressure. Yet the explanation is not difficult to find. Many mothers are now unable to find work, others who are working have an unemployed husband to look after the children, many mothers are working only a few days every now and then and these leave their children in the charge of husband or older children who are not working. Due to the decrease in attendance, the staff has been decreased from a matron and two nurses to a matron and a girl.

The salary of the matron was formerly \$55 per month. This has been reduced voluntarily to \$45 per month. The helper is \$20 monthly.

Following is a set of figures taken from the books of the Day Nursery for the years 1927 to 1932. These figures are valuable because they show one definite trend.

	1927	1928	1929	1930	1931	1932
Aug.-----	848	658	716	373	220	132
Sept.-----	838	701	609	559	239	146
Oct.-----	798	767	556	572	254	114
Nov.-----	630	535	509	475	183	108
Dec.-----	509	441	503	356	187	79
Jan.-----	337	456	329	255	94	56
Feb.-----	380	531	427	235	132	
March-----	456	539	440	227	121	
April-----	444	668	562	317	150	
May-----	650	748	639	331	152	
June-----	614	859	603	373	195	
July-----	<u>438</u>	<u>766</u>	<u>509</u>	<u>229</u>	<u>119</u>	
Totals	6942	7669	6463	4302	2046	

This table of the number of children in attendance monthly at the Day Nursery shows 1928 to be the peak year, with a very definite decrease in 1929, 1930, 1931 and 1932. In 1928 the average daily attendance was 24 children. Taking the total expenditures of

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that year, we find that it cost 32¢ per child per day. This does not include upkeep costs. In 1928, therefore, it cost \$7.68 per day to run the nursery exclusive of upkeep. In 1931 the total expenditures were \$1,540.63 and the number cared for was 2046, therefore the per diem cost of each child was 75¢ or a total maintenance cost of \$4.50 per day to care for 6 children as compared with \$7.68 per day to care for 24 children in 1931. This means that the cost per child has more than doubled. In 1932-33 there is every indication that the maintenance cost per child will again increase considerably. For the past two months the Nursery has been caring for only three or four children per day. The funds to support this institution come from various sources, parent's money, donations, investments, city grant, bequests. So far the Nursery has operated without incurring a deficit, but with decreasing receipts it seems likely that it will <sup>not so</sup> do in the near future.

There are those who have been wondering if the Day Nursery should be discontinued until better times. This hardly seems a wise move, as it is very difficult to bring into use again an institution which has been closed for the space of a year or so.

There is in the East End of the city a second day nursery called "The East End Creche." This has come into existence within the last five years. The Creche is a member of the Community Fund. Similar conditions are found there. The future of both these institutions looks far from bright, and enforced economy may lead to the discontinuance of one or both.

## HEALTH

### Public Health Department of Hamilton.

Since 1924 all health organizations must be supervised by the Provincial Department of Health, if a grant is given. Clinics, home visits and examinations at school are the media through which the public health nurses reach the infant and pre-school population.

"Public Health Nursing is an organized community service rendered by graduate nurses to the individual, family and community. This service includes the interpretation and application of medical, sanitary and social procedures for the correction of defects, prevention of disease, and the promotion of health, and may include skilled care of the sick in their homes."<sup>1</sup>

The Public Health Department under Dr. Roberts has its headquarters in the old Library Building on Main Street West. Here various clinics are held once or twice a week: pre-natal, pre-school, well-babe, chest, mental health and others. Clinics corresponding to two of these--pre-natal and well-baby are held in schools, churches or halls at strategic points throughout the city.

The Pre-natal Service includes nursing care given during pregnancy and delivery. It is essential for prospective mothers to attend clinics as early in pregnancy as possible. This is one aspect of health service which has received attention only within the last half-century. Up until this time the need for pre-natal care was not recognized. The attendance has been incre<sup>a</sup>sing steadily, numbering 1850 in 1932. This may be due to the fact that women who in better times would go to their family doctor are unable to pay for such service, or it may be that women who ordinarily would receive no pre-natal care are now beginning to realize its importance.

1. Public Health Nurse, "Definition of Nursing Services," October, 1929.

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The attendance at these clinics approximates 40 women per day. If the mother needs extra nourishment, arrangements are made - a to supply it through the city relief department. There is a Women's Auxiliary to prevent overlapping in the matter of the distribution of material relief such as bed clothing and layettes. These are donated by several women's clubs, and are handled exclusively through this Auxiliary.

If the mother is unable to give birth to her baby at home, arrangements are made by the Public Health Nurses through the City Relief Department for care at the General Hospital. The cost to the city of the birth of one baby whose parents are on relief is somewhere in the neighbourhood of \$50.

Most of the mothers who attend pre-natal clinics return with their babies to the Well-baby Clinics. These are definitely for babies who are well; if there is any indication of illness the baby is referred to the Outdoor Department of the Hospital or to a family doctor. This section of the Public Health Department assists or supervises the complete registration of births. It also instructs the mother in the proper feeding of infants, stressing above all the value of breast-feeding. Here the mother is instructed in the hygiene and daily care of the child. One of the most important objectives of this clinic is the immunization of babies against disease. Hamilton has made a reputation in its effective immunization against diphtheria. A child is usually immunized at the age of six months, if possible.

There are 19 well-baby clinics in this city which are supervised

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by the Public Health Department. All babies are weighed and examined regularly to see that they are gaining in weight. Parents who attend are graded according to income, and those whose babies need special care and can afford to pay for it, are referred to their family physicians.

There is also nursing service for infants under six years of age--pre-school clinics. The work done corresponds to the care given in the well-baby clinics; the maintenance of general good health, immunization, control of communicable disease, provision for extra milk where necessary and the correction of physical defects. The importance of this work may be comprehended when one realizes that without this care, many children would otherwise suffer from physical defects which would be undetected until they had reached school age.

Throughout all the schools, the Health Department assists in controlling communicable disease by the recognition of early symptoms and by securing immunization. The figures for 1930 show the value of this work. 1,976 school children and 2,571 pre-school children were immunized against diphtheria. In that year only 12 cases occurred, with 2 deaths, neither of whom had been immunized.<sup>1</sup> In 1932 there were 20,865 attendances at this clinic, there was one case of diphtheria and no deaths.

The Public Health Department takes entire charge of health supervision among children of the Separate Schools, whereas the general health of public school children is under the supervision of the Board of Education.

1. Report of the Department of Health for the year ending Oct. 31, 1930, City of Hamilton, Ont., Canada.

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The report groups together all activities having to do with child welfare, exclusive of mental hygiene, chest, etc., and gives the attendances at well-baby, pre-school, Separate School clinics as 36,286.

The Chest Clinic is one of the oldest departments of Public Health Service. It endeavours to supervise all children and adults who have been exposed to tuberculosis. Children may be referred to the clinic by school nurses, family doctors or private citizens. When one member has been removed from the family because of tuberculosis or has been discharged from the Sanatorium, the others are watched carefully and are asked to report for examination at the Chest Clinic at stated intervals. Usually this care is given over a period of five years. Last year attendances at the clinic numbered 3,115.

Material help is given to tuberculous families by the Samaritan Club, who also arranged for 20 mothers and 32 children to be sent to camp.

Mental Health Clinic, of the Public Health Department is under the supervision of Dr. G. S. Glassco. During the past several years there has been a substantial gain in the attendance, chiefly in the children's department. In 1933 attendances numbered 2,957, as compared with 1,847 in 1930. This shows the growing appreciation of the value of prevention in the field of mental and nervous disorders.

There is a marked distinction in the work of the two Mental Hygiene Clinics which serve Hamilton, which will be dealt with in connection with the Provincial Clinic. To the Civic Mental

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Hygiene Clinic are sent children from the public schools and on its recommendation such children are placed in auxiliary classes or are removed to the Boys' or Girls' Handicraft Schools.

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The Provincial Mental Hygiene Clinic is under the direction of Dr. Williams of the Ontario Hospital. It is known as a travelling clinic, that is one which functions in several cities and towns, day or half day to each.

In 1930 a Royal Commission was appointed by the Ontario government to make a thorough investigation of the administration of public welfare throughout the province. This Commission reported on the strength and weakness found in the provincial system and made several valuable suggestions, one of which led to the organization of Mental Health Clinics in connection with the Ontario Hospital Service.

Mental hygiene is nothing new "In its present organized form it is the practical reincarnation of a doctrine preached years ago by Plato, when he urged upon physicians to consider the souls of their patients as well as their bodies."<sup>1</sup>

The causes of mental disorders are many, among which heredity and physical ailments are the chief. The aim of the present hygiene movement is twofold. (1) to prevent nervous and mental disorders, (2) to provide for better care and treatment of the affected.--Dr. Martin shows the great need of this work when he said."A careful investigation shows 4% of all school children are in need of mental hygiene treatment."<sup>2</sup> In line with this movement the Ontario government has made provision for auxiliary classes, for children who are feeble-minded, yet whose I.Q. is above 50. All those below 50 should be sent to Orillia. Children with an I.Q. of 70-80 can be taught to earn a living. The work of auxiliary classes is carefully inspected by a provincial officer.

1. Dr. Chas. Martin, "The Mental Hygiene Movement in Canada" from Mental Hygiene of Childhood published by the Canadian National Committee for Mental Hygiene.
2. *ibid.*

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One day is given to Hamilton by the Provincial Mental Hygiene Clinic. There are three workers; a psychologist who takes an intelligence test of the child, a case worker who makes a thorough survey of home surroundings and general environment, a doctor who gives a medical examination. Taking into account all the material thus obtained, the clinic makes a suggestion as treatment. Cases are sent to this Clinic by the Children's Aid Society, the Big Brother and Big Sister Association and the Juvenile Court etc., only when those in authority have a complete picture, mental and physical, of the delinquent can they reach wise decisions.

In March of 1933 approximately 80 cases were examined in Hamilton, at the present time they are very much overburdened with work. Sometimes a child, recommended for examination by the Juvenile Court judge must wait for several weeks. This is a far from ideal state of affairs, for a judge cannot prescribe for a child unless he has on hand the evidence necessary to make an intelligent diagnosis.

It seems to me that this is a field where two societies overlap. The city and the province each maintain mental health clinics. A matter of differing theories, or personalities should not prevent the co-operation of these two clinics for greater efficiency.

As explained above the provincial clinic employs a case worker and stresses the importance of environment. The municipal clinic entirely ignores this aspect of the problem and stresses the psychological.

## HEALTH

Babies' Dispensary Guild. (284 Victoria Avenue N.)

The increasing number of the unemployed has rendered the services of this organization more necessary than ever. Canada has the distinction of competing with U. S. for the highest maternal mortality death rate of any civilized country. "Three mothers died every day in Canada--. Maternal mortality follows tuberculosis in the number of deaths, cancer and heart disease following after, respectively. Canada's rate is far in advance of European countries. Denmark claims the honour of the lowest with a 2 per cent rate."<sup>1</sup> These figures lead us to believe that pre-natal care and education are vital necessities if we are to lower our rate.

The Babies' Dispensary Guild is a private association formed under the leadership of some physicians of Hamilton in 1911. During the first year of its existence infant mortality in Hamilton decreased by half. Up until this time little or nothing was done to maintain or improve the health of children of pre-school age. There has been a growing confidence and appreciation of the work done by the Guild.

The functions of this Guild are in three closely related fields. The pre-natal work especially, has been exceedingly appreciated, as is witnessed by the 2,220 attendance at 49 clinics. This figure averages 58 per day at each clinic as compared with 33 per day last year. The total number of mothers cared for in 1932 was 528, among which occurred but one maternal death. A large percentage (75%) of these return with their babies to the well-baby clinics,

1. Green, Dr., "Hamilton Spectator," March 22, 1933.

## HEALTH

and 1915 infants were cared for in 15 centres last year, among which group the death rate was 1%. In the pre-school clinics 537 children were cared for, an average of 30 per day at each clinic. Material aid is given in the form of milk distributed to expectant mothers and to children, cod-liver oil, free supplies for feeding, layettes and woollen undergarments.

This same care, pre-natal, well-baby, pre-school, is given as well by the Public Health Department. There is no question of the fact that both these clinics are crowded to capacity at the present time. Usually a private organization paves the way in this and similar fields, and makes way for, or is absorbed in, a public organization at a later date. Does it not seem logical to expect that these two clinics might work more economically if they amalgamated. It seems to me that there is a certain amount of overlapping that could be avoided.

## Health

### Board of Education:

School health supervision is a service intended to aid in the improvement of physical well-being of children.

"It has three aims.

- (1) To lessen the amount of communicable disease.
- (2) To aid in the detection and correction of such physical defects as are definitely handicapping children.
- (3) To stimulate a greater interest in personal and community hygiene and the practice of health habits." <sup>1</sup>

It helps children since it corrects undernourishment, mental decay and similar defects. A physical examination is made of every elementary school child at least once a year. A card is filed showing its physical history, height, weight and related information. When defects are found, a card is sent to the parents who take the child to the family doctor if possible. If they cannot afford to do so (they state so on the back of the card with reasons) the matter is attended to by the School Medical Health Officer on recommendation of the school nurse. In cases of malnutrition the child is given a glass of milk in mid afternoon and mid morning.

A dental clinic was begun in normal times to provide for the requirements of the community. The facilities are inadequate now because of the unemployment situation. The number of cases treated during the past few months show 565 in March, 470 in February, 447 in January. There are four dentists and four dental nurses working at the clinic morning and afternoon. The demand for their service has been steadily increasing, although the amount turned over by the city for this branch of work has been decreased, and the clinic is filled to capacity.

A report was published recently on the dental situation among the Hamilton public school children which Dr. Davey declared to be "deplorable"--there being 2000 children requiring treatment for which their parents are unable to pay--"Because of dental ills the health of several thousand school children in this community is being undermined, yet the city is unwilling to spend more on its health services." <sup>1</sup>

A perusal of the figures of the dental clinic for one month gives us some idea of the enormous amount of work being done.

Amalgam fillings	1076
Cement "	351
Gutta percha "	147
Silicate "	226
Extractions	1064
Miscellaneous operations	2096
Dental examinations	2515

These figures are almost double the figures for the corresponding month of last year, yet appropriation for the work has been decreased. A more thorough examination into the cases might help. It seems to me that unless thorough investigation is made, many people will send children to the civic clinic to have work done which they could afford to pay for themselves. So much of the welfare work has been taken over by the city of the province that parents are beginning to feel that the responsibility has been removed from them entirely.

1. The Hamilton Spectator, March 1933.

## HEALTH

### The Junior Red Cross

"The object of the Junior Red Cross is to promote:--  
Health--Service for others--Good Citizenship and International  
Friendliness."<sup>1</sup>

The Junior branch was started during the Great war and had developed into a world wide league. The Junior Branch is educational in its scope carrying on its work with the co-operation and help of the public schools. It begins by teaching the children personal health habits.

Units of the Junior Red Cross are organized in the class rooms to carry out the aims of the Society. A fee of \$1.00 is sent to the central office to cover the cost of "The Canadian Red Cross Junior," a magazine which is sent once a month to each organized class. An opportunity is given to the children to contribute for money which they earn to a fund for the Crippled Children Hospital in Toronto. Last year approximately 2,000 Junior Red Cross members "played the Health Game" in 55 Hamilton Schools. This work depends entirely on the interest and energy of the teachers. It seems to me that the teaching of health habits is very worth while, and that the 2000 membership out of a school population of 30,000 should be increased. The Hamilton Red Cross Society feel that more could be done to increase interest in following of health rules but the Society is very busy at the present time with its relief work.

The Red Cross Society has during the last year, supplied 1406 school children with clothing; have sent Visiting Housekeepers to 170 families to look after father and children during the illness of the mother; has furthered the knowledge of good nutrition and better house-keeping by giving cookery instruction to 103 mothers most of them were on city relief, and giving classes in Home Nursing to a group of 68 women.

1. Teachers' Guide, Issued by the Canadian Red Cross Society, Toronto, Canada, 1929.

## HEALTH.

### Birth Control Association.

No paper on child welfare would be complete without a brief summary of this negative side of the problem.

"As I had the honour and privilege of coining the term 'birth control', let me define what it means. It is the conscious control of the birth rate by means which prevent the conception of human life."<sup>1</sup> Birth control increases the quality of the population and eliminates defective types. Children will no longer be born unwanted but will be planned for and the better spacing out of children will ensure their greater care. It will enable parents to maintain their economic standards.

The Hamilton Birth Control Association was organized in 1931, and is the only one of its kind in Canada. It was originated by 20 women, and the membership now numbers 500. The Clinic, situated at the corner of Main and Walnut Streets, was opened in March 1932. During the first year the patients numbered 390, eighty doctors referring their patients to the Clinic. The service is free but supplies must be paid for unless the patient is unable to do so. The cost of maintaining this clinic is met by donations, membership fees and receipts from patients.

The only patients that are accepted by the clinic are those who are feeble-minded or are diseased. A valuable piece of work is therefore being done in Hamilton by this society, since "the procreation of the unfit, mentally and physically--hapless children doomed from their birth to lives of futility and disappointment--is an act of cruelty to them and socially unpardonable."<sup>2</sup>

1. Margaret Sanger, "Hamilton Spectator", April 6, 1933.
2. The Hamilton Spectator, April 6, 1933.

## RECREATION

### Hamilton Playground Association

The Hamilton Playground Association was founded in 1907 and has grown rapidly since that date, until at the present time there are seventeen playgrounds in operation. Some idea of the large number of children benefitting from this recreation may be ascertained from the figures of last year, showing that the average daily attendance for July and August was 6786, and that the total attendance from May 15 to the end of September was 429,841. The city makes an annual grant of \$18,000 for the support of this association which amounts to approximately 5 cents per family per month or a per capita cost of 3 cents per child attending.

There is standard equipment on all the grounds and wading pools in four. The program offers a variety of activities in order to attract children of all ages and dispositions, including games, track meets, swimming at the Y.W.C.A. and Y.M.C.A., sewing, dancing, and dramatics. Occasional hikes and picnics add further variety. Within the last four years the program has been extended beyond the summer session and is carried on in certain of the schools during the winter time.

The Hamilton Playground Associations has earned for itself an enviable place among organizations carrying on this type of work in Canadian and American cities. It has always kept an open mind to new suggestions and improvements. The grounds provide wholesome recreation for children who cannot afford to have a holiday out of the city and here discipline is learned and a spirit of fair play is developed among our future citizens.

## HEALTH AND RECREATION.

### Spectator Fresh Air Camp.

Approximately 700 children were cared for during July and August, which means that 130 girls attended each of six camps. There is always one period of ten days set apart for Catholic children when their fast days are observed, although any Catholic or Jewish girls may attend the regular camps if they so desire. In addition to the six regular camp periods, there is a period of ten days in September set aside for the use of the Girls' Home, which has already been discussed.

During the summer session there is a staff of paid help including a cook, dining-room girl, kitchen helper, matron and handy-men. Last year for the first time a sports director was employed to make up a program of events and to direct the daily activities of the children.

The girls, ranging in age from five to eleven years, are recommended by the school nurses. All investigations are carried on by the Council of Social Agencies, which sends out approximately 150 to 160 cards before each camp period. At Gibson school, each child is weighed and examined by the public health nurses, where it is usually found that about 20 applicants must be rejected due to skin disease, a temperature or evidence of communicable disease. Those who are accepted are stripped and dressed in camp clothes. Each child has previously been asked to bring a tooth brush, comb and one or two other pieces of necessary equipment.

Each year the Hamilton Spectator sets its objective at \$6000, although \$4000 covers the actual cost of food, wages, light, it is not sufficient for maintenance and upkeep expenses such as repairs, painting, dresses and bedding. In 1932, approximately \$3900 was subscribed through the columns of the paper. It has been estimated that the cost of keeping one child at camp for ten days is six dollars.

Considering that the girls who attend are largely malnutrition problems or recreation problems, the citizens of Hamilton may feel that it is due to their generosity that a certain measure of health and happiness is brought to these handicapped girls.

## Jewish Children.

The headquarters for work among the Jewish Children of the city is at 14 Merrick St. The Jewish Social Services came into being two years ago. Its work with children is largely recreational; approximately 100 boys and 50 girls of all ages take an active part in the recreation classes, which include games, dancing and health <sup>l</sup>talks. This organization feels that its work is largely preventive. All boys of questionable neighbourhoods are urged to attend classes at the social centre. A small fee is charged for all children taking part. If a child cannot pay the required fee he is given some small task to do at the recreation centre.

A second function of this organization is the protection of health. All Jewish doctors and dentists of this city are organized and voluntarily give up some <sup>m</sup>time in maintaining and improving the health of Jewish children. At the present <sup>m</sup>time the social worker has 36 cases which require constant care because of rickets, undernourishment or some other physical handicap. Almost every child who takes part in the recreation classes is given a medical examination and every effort is made to correct defects.

A third care of this society, includes the supervision of delinquents. This organization works in close co-operation with the Children's Aid, Big Brother and Big Sister Associations. The Juvenile Court record shows the remarkably small number of six Jewish delinquents in delinquents in 1931, four of which cases were for very minor offences. S So far this year there have been no court cases. Among Jewish children delinquency problems are few in number. This may be attributed to the large part played by family life and to the absolute obedience required by all Jewish parents.

## The Family Welfare Bureau.

This was first organized in Hamilton as the Central Bureau of Social Agencies, later changed to the Central Bureau of Family Welfare and is more known simply as The Family Welfare Bureau. This Society deals only with children as part of the larger unit of the family problems which present themselves to the Family Welfare Bureau which have to do with children are: widows with dependent children, family desertion, non-support of family, juvenile delinquency, illegitimacy, children working illegally. The services rendered include: placing children under institutional care, placing children in free boarding-home, juvenile court action, securing day nursery care.

During the year ending February 1933, 2393 families were dealt with. The Hamilton Herald raised a sum of \$585.78 which was administered by the bureau for material relief; a second sum of \$187.83 to send 21 mothers to Bolton camp by way of helping both health and morale, several children were sent as well.

At one time the Bureau gave assistance with rent, but this problem has been taken over by the city relief department so that they now confine their attentions to social ills of families, for there are other than physical needs where humans are concerned. The last years of unemployment, poverty and hardship have left a mental and spiritual scar upon children as well as parents, which the Family Welfare Bureau seeks to heal.

There are in addition to the Family Welfare Bureau, many organizations which deal with children in part or indirectly. These include the City Relief Department which provides relief in the form of food, fuel, clothing, rent, etc., as well as hospital care for indigent citizens; Mother's Allowance Commission with headquarters at 22 Main Street East, administering a statutory allowance for mothers having two or more children under 16 years, with husband dead or, incapacitated; the Department of Pensions and National Health which provides

pension relief to ex-soldiers.

Service Clubs: Many of these do work of various kinds among the boys of Hamilton. Members of the Rotary Club take a personal interest in soldiers' sons whose fathers were killed in the war; and crippled boys providing braces and securing medical attention; the Kiwanis Club provides material help and recreation for boys whose fathers are dead; the Optimist Club confine their activities among boys to those in attendance at the Boys' handicraft School; the Kinsmen Club do a similar work among the boys of the Boys' Home.

There are clubs and organizations which stress recreation and character building. The work of these is so well known that there is no need to do more than mention them. These include the Boy Scout and Girl Guide Associations, which are organized for the most part by the various churches of the city; the Y. M. C. A. and Y. W. C. A. which organize classes for boys and girls in many different types of activity, under Christian leadership, All Peoples Mission, Church of the Redeemer, Neighbourhood House, St. Christopher's Mission which organize clubs and recreational work for the benefit of new Canadians, young and old, every church in the city attracts the young to it by such organizations as Trail Rangers, C. G. I. T. etc.

Now, more than ever, is it necessary to adopt wise methods and efficient agencies to carry on the work of child welfare. In this investigation of child welfare in Hamilton certain defects and certain merits became apparent. Throughout, an attempt has been made to give credit where it is due and to make recommendations that might make for greater efficiency. In concluding let me offer a few further recommendations and sum up briefly a few that have already been made.

1. Social welfare demands the largest possible measure of co-operative effort. Most of the organizations of Hamilton are members of the Council of Social Agencies. Yet there is a need for a central governing body, with absolute power over all organizations, public or private. One of the functions of the Council of Social Agencies is to act as a Confidential Exchange for Hamilton welfare agencies. New cases are registered with the Exchange and a certain amount of over-lapping is thus avoided. This is, however entirely a voluntary arrangement. I would suggest the establishment of such an exchange on a compulsory basis.

2. One of the outstanding needs of the community is constructive field work. Social workers seek to remedy human ills and to advance the welfare of mankind. All societies, therefore, should employ trained social workers. I would suggest that untrained workers be replaced gradually by graduates. This might be satisfactorily arranged by employing graduates temporarily while present workers are given an opportunity for training.

3. As has been pointed out elsewhere, the number of cases handled by a worker should be limited. We have seen that <sup>in</sup> the Big Sister Association the case workers are very much over-burdened. Efficient supervision cannot be rendered by a worker handling more than 50 cases.

4. The control of mental deficiency or feeble-mindedness involves the diagnosis of cases when they are young, the provision for training suited to individual needs and the supervision of every case in the community. Great importance should be attached to the training of cases of mental deficiency in youth. Sterilization is being recommended by the Lieutenant Governor. He has been urging it wherever he speaks in the province, in order that it might be continually in the public mind and that definite steps might be taken. It is much needed in communities where problems of feeble-mindedness have been neglected for years.

5. I have already shown that many of the institutions for children in this city could be profitably be abolished.

6. Another matter that needs attention is the matter of play areas for children. Most of the societies who direct their attention along preventive lines realize the evils of over-crow<sup>d</sup>ing and congested districts. For this reason I would recommend town planning. In new real estate developments, space should be set aside to be used for play. Every child living in a city should be able to play upon a public playground within walking distance of his home. For years the city of Hamilton has been making every effort to supply playground facilities, skating rinks etc. It is un-

fortunate that the city has found it necessary, this year, to cut the playground commission allowance, with the result that several grounds will be closed this coming summer. This hardly seems to be a wise move.

7. The need for the protection of the health of our young cannot be stressed too greatly. We are passing through a difficult period and our children must pass through it to a healthy future. In supervising the infant population of our city the Public Health Department and the Babies's Dispensary Guild should co-operate. Clinics would not ~~not~~ overlap as at present and other districts not now reached would find the clinics accessible.

8. The Red Cross Society has begun a much needed piece of work in holding classes in home nursing. Instruction is also given in cooking and meal planning. This work is largely for the benefit of mothers on relief who can profit from advice regarding food values and economical buying.

9. Commercialized places of amusement such as dance halls, pool rooms and theatres should be given more careful supervision. The city should concentrate above all on this preventive work. Much could be done in this city in the matter of presenting suitable pictures for children on Fridays and Saturdays.

It is evident that the greatest of institutions established to aid the family in the care of childhood is the school. It is not possible at this point to discuss the school in relation to child welfare. The future of welfare work rests upon the education of the young and the development of an enlightened public opinion.

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