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ORGANIZED FACILITIES AND SERVICES FOR CHILDREN

Who Are Not Wards of the Provincial Government

Presented to: Commissioners of the City
of Edmonton

From: The Edmonton Council of Community
Services

September 1956

BRIEF

September, 1956.

To: The Commissioners of the City of Edmonton.

From: The Edmonton Council of Community Services.

Re: Organized Facilities and Services for Children Who Are Not Wards of the Provincial Government.

The Edmonton Council of Community Services through its committee on the Study of Non-Ward Foster Care, wishes to present to the Commissioners of the City of Edmonton the purpose, method and results of a study which was carried out to determine the need for organized facilities and services for children who are not wards of the Provincial Government.

THE IMMEDIATE OUTCOME OF THE STUDY IS CONTAINED IN A FINAL RECOMMENDATION TO THE COMMISSIONERS OF THE CITY OF EDMONTON CONCERNING THE INCORPORATION OF A CERTAIN TYPE OF CHILD WELFARE PROGRAM WITHIN THE EXISTING CHILDREN'S DIVISION OF THE CITY WELFARE DEPARTMENT.

FRAME OF REFERENCE FOR THE STUDY

The frame of reference for the study was a motion passed by the Board of Directors of the Council of Community Services on February 7, 1955: "That a committee be formed to study the need for organized facilities and services for foster home care of children who are not wards of the provincial government."

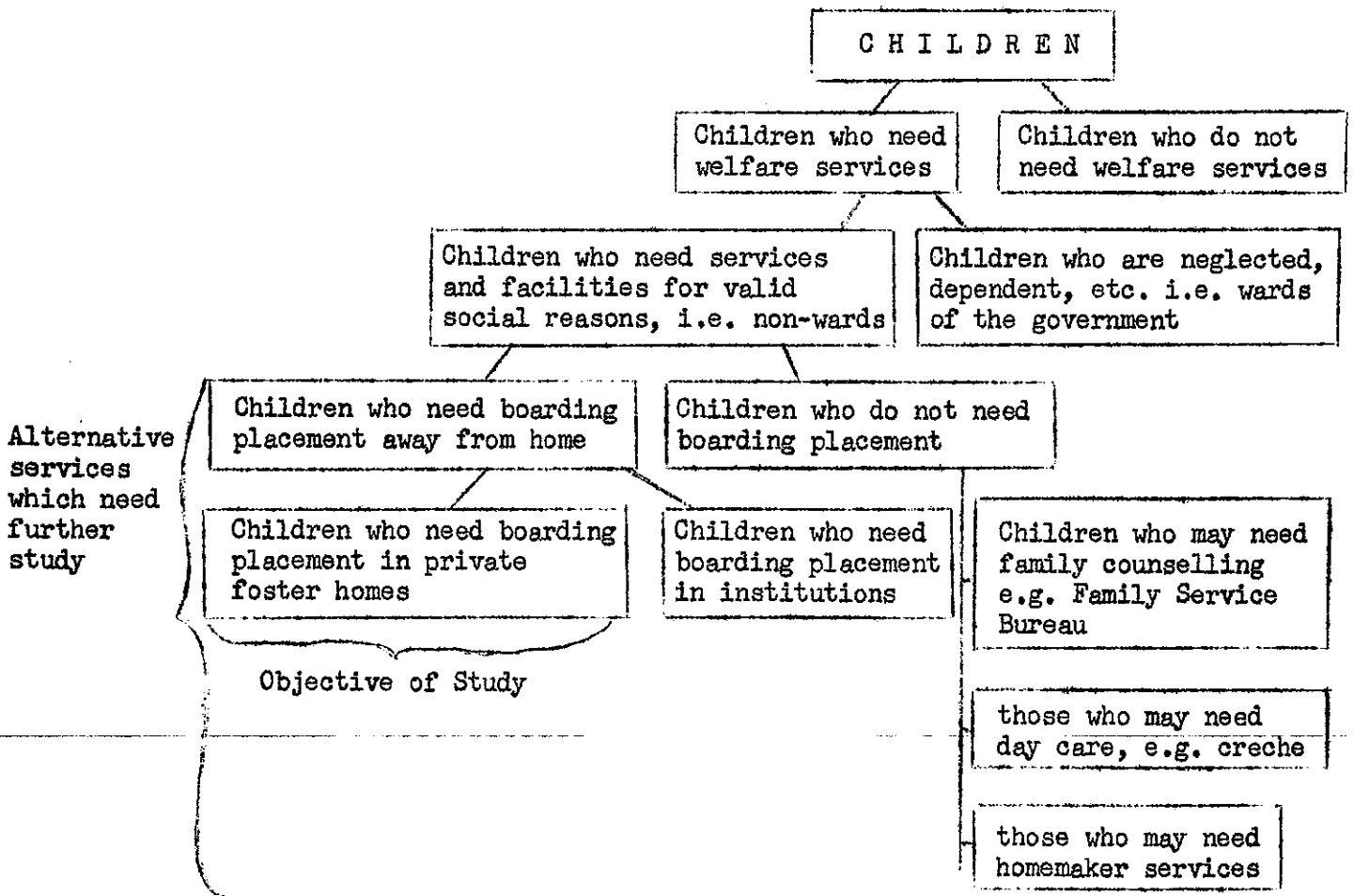
SCOPE AND LIMITS OF STUDY

The Committee outlined the scope of the study as:

- I. To define the terms of reference and their relation to the Child Welfare Act, such as "non-ward care", "foster home", and the type of child who needs boarding care.

2. To determine the need for a type of service to the non-ward child.
3. To learn what was being done elsewhere in Canada and the United States.
4. To study licensing legislation and its procedures.
5. To make actual field visits to existing private boarding homes in the community.

Although the frame of reference laid down by the Council Board of Directors was very broad, it was realized early in the study that the scope would have to be limited specifically to foster home care. We might express the specific area of the study in the following diagram:



From the above diagram it is evident that alternative services to placement in private foster homes are possible in non-ward care, such as family counselling, day care, placement in institutions, and homemaker services. Some of these services and facilities are at present available in Edmonton, such as family counselling through the Family Service Bureau and the City Welfare Department, day care through the Creche and Day-Nursery Society, Homemaker Services through the Family Service Bureau, and various Children's Institutions.

The extent to which these alternative services are available and are being used is a matter for further concern.

ORIGIN OF THE STUDY

In June, 1953 the Executive Director of the Family Service Bureau wrote to the Edmonton Council of Community Services stating her agency was concerned about the number of requests it had received for private placement of children without legal transfer of guardianship. Requests for placement were made for various reasons, such as illness, separation of parents, or both parents working. The concern of the agency, therefore, was not for neglected and dependent children who are protected by the Child Welfare Act, and services for whom are provided through the City Welfare Department. The crux of the letter is contained in the following paragraphs:

"Our Agency has no authority to enter into legal agreements with parents or foster parents, and has no authority to supervise children who have been placed away from their own homes; nor are we at present equipped with sufficient staff to assume the heavy responsibility of foster home finding and the work entailed with foster children and their foster parents. Only in cases of extreme need can we offer help in finding a suitable home for a child. Furthermore, private family agencies do not have the funds with which to meet deficits incurred when parents fail to meet their obligations with regard to maintenance.

We know that good foster homes are difficult to find. When it is necessary to place children it is often because of serious difficulties existing in their own homes, so that the parents are acting under stress. It is a matter of common knowledge that from time to time foster homes are advertised in local papers,

and parents who are under pressure and know of no other resource will place children in these homes, not realizing the dangers involved in using homes without proper investigation. It is certain that a number of children are being placed in Edmonton with very little inquiry as to the suitability of the foster parents and with little attention given to the possible effects on the child. Haphazard placements are likely to be unsuccessful, and result in frequent moving of the child with consequent increased feelings of insecurity and mounting behaviour difficulties. It probably results in the community losing some potentially good foster homes when foster parents have to cope unaided with the aberrant behaviour shown by many children who have come from disrupted homes and which can only be understood in the light of what the children have previously experienced." *

To illustrate the concern expressed in this letter we quote a specific example of a private home visited by one of our committee members.

"The home was a new modern one storey bungalow, tastefully decorated, well-furnished, and clean. Children's toys and clothing were in evidence.

Mrs. B. explained that she had three pre-school children for twenty-four hour care. One child was her own, the other two were boarding with her for a limited period. In addition, Mrs. B. explained, she kept from fifteen to twenty children under the age of six for day care. Infants and tiny tots were cared for on the main floor, the remaining older children played in a suite in the basement. She admitted she did not keep any help, and was quite frank about the entire operation of this "nursery". It struck me - as a mother of three children - how it was humanly possible for any one person to look after - let alone give adequate attention to - 20 children single handed. I thought of the standards set by the University of Toronto Institute of Child Study for the day-nurseries in that city: one nursery worker for every 4 or 5 children. Mrs. B. was genuinely sincere and likewise genuinely unaware of any lack in her program or of any regulations to which she should be subject. One could not say there was evidence of neglect, only inadequacy."

How are these children fed? Who takes them to the bathroom? How can they get an undisturbed nap? Who comforts them when they are hurt or upset? Who helps settle a fight? All these questions arise immediately in this situation. In other cases, the inadequacies may not be so apparent, though equally real and dangerous.

In the meantime, the City Welfare Department had voiced the same concern ~~as the Family Service Bureau,~~ and urged that the Council of Community Services conduct a study of non-ward foster care. From a study of one of the child-caring institutions conducted by the Council of Community Services in 1954 and early 1955 certain problems and information were brought to the fore, emphasizing the need for

* Letter from Miss Isobel Lothian, Executive Director, Family Service Bureau - June 13, 1955 - Italics by the Foster Care Committee.

further concern on the part of the Council in the entire area of non-ward foster care for children.

PROCEDURE OF THE STUDY

A steering committee met three times in March and April of 1955 to outline the nature, scope and limits of such a study. This committee, subsequently, presented its findings to a general meeting of the Council of Community Services in the form of a panel discussion and workshop. The panel presented the problem thus:

1. The case for non-ward foster home care.
2. Institution and foster care.
3. Selection of foster homes.
4. Some problems of a foster parent.

The workshop discussion following recommended an active committee be formed to institute a study of this matter and to make recommendations to the Board of Directors of the Council of Community Services.

Following this general meeting a permanent committee was formed that proceeded with the study throughout 1955-56.

In any study on community needs, it is of utmost importance to obtain the feelings and attitudes of the entire community on the necessity and ultimate value of such a study. The committee from the beginning put the study on as broad a representative basis as possible. Organizations and individuals connected with child welfare and child welfare services in the community were invited to participate throughout the study period.

As the study proceeded the committee presented its finding to the community through two further general meetings of the Council. At each meeting Council delegates were given an opportunity to refer back to the committee their feelings and opinions gathered in group discussion. The permanent committee met as a whole

and in sub-committees to study the different phases of the problems:

1. DEFINITIONS --

- a) Non-ward Child - "A child who for adequate social reasons needs placement outside his own home for a period of time." (neglected and dependent children come under the jurisdiction of the Child Welfare Act.)
- b) Foster Home - "A temporary substitute for the child's own home."
- c) Boarding Care - "The child is cared for outside his own home on a twenty-four hour day basis for an indefinite period of time."
- d) Day Care - "The child is cared for outside of his own home for certain periods each day but returns to his own home for at least part of the twenty-four hours."

2. INFORMATION FROM OTHER CENTRES -- Another sub-committee gathered materials on this type of service from other cities and welfare councils across Canada and the United States.

3. LICENSING -- A third sub-committee studied licensing regulations in the field of child care.

4. BOARDING HOME SURVEY -- A last sub-committee visited a sample of independent boarding homes which had recently been advertised in the Edmonton Journal.

DEMONSTRATION OF THE NEED:

The committee gathered facts and information, compiled statistics, and organized the evidence for the existence of the need in non-ward care. The evidence can be broken down into four groupings:

1. The number and nature of applications received at various agencies for non-ward care.
2. The inadequacy of private boarding home placement as it exists in Edmonton at the present time; mainly through the medium of newspaper advertisements.

3. The inadequacy of licensing laws and procedures.
4. More adequate standards, procedures and services are in evidence in other cities across Canada.

1. THE NUMBER AND NATURE OF APPLICATIONS FOR NON-WARD CARE RECEIVED AT VARIOUS AGENCIES IN THE COMMUNITY - The Family Service Bureau, the Child Welfare Division of the City Welfare Department, the Home for Ex-servicemen's Children, and the National Employment Service participated in a survey to determine the quantity and the nature of requests for placement for children without legal transfer of guardianship. The total number of requests in the city cannot be determined. The number and nature of the requests, however, does indicate a significant need for a placement service exists. The results of the survey were:

A. The Family Service Bureau and the Child Welfare Division of the City Welfare Department reported a decline in the number of requests during the last three years. These agencies feel that this is due in the main to the public becoming aware the agencies have no real service to offer. These are the most recent statistics:

- 1) Family Service Bureau - an average of 47 requests per year.
- 2) City Welfare Department - an average of 90 requests per year.

The City Welfare Department reported that two-thirds of these requests became protection cases at a later date.

B. The need for non-ward placement was also borne out by the number of requests received by private institutions. It is an accepted principle that institutional care is not the only answer to placement.*) A sample report from one institution accepting private placement reported:

62 actual admissions in one year.

*) See appendix "B-3", item 4

No record is kept of the total number of requests received, but it is known that for a great number of requests no service can be given. The same report also mentions 71 discharges for the year. This large turnover points out two things:

- 1) The temporary nature of the placement, and
- 2) The need for a counselling service before, during and after placement in order to make the most satisfactory plan for child and parent.

C. The National Employment Service kept a record of married women applying for employment over a two month period. Out of a total of 816 applications, 42% were mothers of families averaging three children. The particular concern of the placement officer was to discover what plans mothers were making for their children.

Children with relatives	17%	or	138 cases
Have household help	12%	or	100 cases
Children in Creche or private home	9%	or	74 cases
Children in school (old enough to be left alone!)	3%	or	21 cases
Mothers without children or no information available	58%	or	473 cases
<hr/>			
Total	100%	or	816 cases

Reasons for mothers working were: loneliness, desertion, family problems including financial need, separation, and "because they like to". From the comments of the placement officers dealing with these applications it appears that parents do not give particular attention to the needs of children nor do they seem to be aware of the risks of casual placement to the child's emotional well being. Note the fact that "school age children are old enough to leave alone."

2. THE INADEQUACY OF PRIVATE BOARDING HOME PLACEMENT AS IT EXISTS IN EDMONTON AT THE PRESENT TIME. MAINLY THROUGH NEWSPAPER ADVERTISEMENTS - A systematic check made on advertisements for child care appearing in the Edmonton Journal for the period September to December, 1954, yielded 119 unduplicated ads offering private boarding or day care for children.

In the spring of 1956 a further survey of current advertisements was made.

Six members of the committee called on eighteen homes:

- 5 homes had ceased to board children
- 2 addresses could not be located
- 8 were private boarding homes
- 3 were private day nurseries

(The latter must be distinguished from the Creche and Day Nursery Society which is a recognized member agency of the Community Chest.)

Physical arrangements of the boarding homes ranged from good to poor.

None of the homes had ever been approved or inspected; one mother actually questioned the operation of her home without a license. The interviewers described the people operating the homes as average and 'ordinary', although some had the qualities which are desirable in foster parents, such as family harmony and stability, a real interest in children and their welfare, and a good community spirit. All had from one to six children of their own and kept from one to three additional children on a boarding care basis. As the Alberta Child Welfare Act^{*}) does not require the licensing of a home which cares for less than four non-relative children, these homes had never been inspected.

The main motive in the care for children was financial. Most children were kept for day care, and the average fee was \$1.00 per day, which could not be regarded as excessive. Non-payment of board was a major problem, when children were left for 24-hour care for an indefinite period. For this reason day care was more popular as parents in constant contact with their children paid their fees regularly.

Although day nurseries were outside the scope of the study, as mentioned before, the above comments apply equally well. In addition, mothers operating day

*) Alberta Child Welfare Act, section 51.

nurseries did not appear as cooperative during these visits as those in the private boarding homes. Day nurseries appeared overcrowded and understaffed; they lacked space and equipment. Although it is admitted the sample was small, it can be said all of the homes appeared definitely temporary. All the operators seemed well intentioned and unaware of any reason for questioning their practice. All expressed the desire to participate in a program which would have their homes approved if such a plan would come into existence.

3. LICENSING LAWS AND PROCEDURES ARE AMBIGUOUS AND NOT ADEQUATE FOR THE WELFARE OF ALL CHILDREN - The Alberta Child Welfare Act only requires that homes taking four or more children be licensed and then only in regard to the physical facilities.¹⁾ It is not absolutely clear from the Alberta Child Welfare Act when a "Nursery" needs a license. The Act does not specify whether the care for four or more children under 6 years of age, refers to day-care, as defined in our section on definitions (see page 6), or to boarding care. For this reason, many private day nurseries in the city operate without a license, as the Act can be interpreted to exclude these places from licensing regulations, because they only operate for a certain period during the day. Fundamentally, the committee believes, this practice is unwarranted and might lead to many dangerous situations, such as the one described on page 4.

The sub-committee attempting to study this aspect met with so many obstacles that they were unable to carry out their objective. The sub-committee agrees further details of licensing regulations need to be worked out. The committee in studying the accepted principles of licensing recommend that licensing should be on a broader basis and comprise more than inspection of physical facilities, and should include all homes boarding children as an obligation for protecting and serving all children living outside their own homes.²⁾

1) See appendix "C"

2) See appendix "D"- The report on study of licensing laws and regulations conducted by the Council of Community Services in 1946.

The committee further believes licensing should be an integral part of the total non-ward programme, since licensing is a means of protecting both the child and his family from abuse and exploitation. Licensing is also closely connected with the whole home-finding process. Miss Ruth Bowen refers to this tight relationship in the following terms:

"The casework services which parents, boarding parents and children need have their roots in the licensing function and are weakened or destroyed if separated from it. The assumption that one agency will handle licensing, while another serves children in the home, is not workable."

4. MORE ADEQUATE STANDARDS, PROCEDURES AND SERVICES ARE IN EVIDENCE IN OTHER LARGE CITIES ACROSS CANADA - Reports and letters from other cities indicated a more comprehensive program of child care is available. In some areas non-ward care is given by Children's Aid Societies, in others by public agencies. From Winnipeg, for instance, the committee received the following information, contained in a letter from the Children's Aid Society of Winnipeg, Dated July 13, 1955:

"The Children's Aid Society of Winnipeg operates only two small institutions, the Nursery Unit and Receiving Home, ----- and most of our admissions, into non-ward care are into foster homes.^{*})

For the calendar year 1954, the Society showed the following figures in its statistical report.

	<u>Non-Ward</u>	<u>Ward</u>
In care Jan. 1, 1954	51	492
Admitted During the Year	<u>190</u>	<u>258</u>
	241	750
Discharged during the year	181	262
In care December 31, 1954	<u>60</u>	<u>488</u>
	<u> </u>	<u> </u> "

In answer to our enquiry, the City of Calgary, Children's Aid Department wrote us concerning their non-ward program on April 12, 1955. We quote from the letter:

*) Our underlining.

"In 1954 we investigated 87 (private boarding) homes, and approved 59, and placed a total of 140 children during the year."

Whether the service is provided by public or by private agencies, all report a total quality program. By a quality program is meant a service offering good home finding, licensing, careful counselling at the time request for placement is made, placement in terms of the child's need, counselling of parents and foster parents during separation and careful supervision in the total service. This kind of service must serve the basic needs of children and their families. Fundamentally, the aim would be to maintain or reestablish good family relations.

SUMMARY AND RECOMMENDATIONS

On the basis of these facts and findings, the committee is certain the need for a service of non-ward care has been demonstrated. Recapitulating, the committee would like to stress:

1. That a mere placement service to answer this need would not be an adequate solution.
2. That the service be an all round, quality casework program offering home-finding and licensing, placement, counselling and supervision.
3. That further study follow immediately on alternative services to placement, such as institutional care, homemaker's service and day care.

The committee in making these recommendations did consider carefully three alternative ways in which this program could be carried out:

- 1) As part of the City Welfare Department
- 2) As part of an existing private agency.
- 3) As a new agency brought into existence for this purpose.

The committee gave careful consideration to each alternative, and is convinced only the last one will offer a workable program. For, if the service were to

be incorporated into the existing programme of the Children's Division of the City Welfare Department, it would mean that:

1. Protection and non-ward care would operate together and add strength in continuity of care, and quality of service in the total care for children.

2. The licensing of boarding homes would then be part and parcel of the total program of non-ward care.

3. Procedures for establishing the service would be relatively simple, as the Public Welfare Department already has a legal framework for the operation of its child welfare program under Section 44 of the Alberta Child Welfare Act.

4. As a Public Agency it would be in a position to pass appropriate by-laws for the licensing of boarding homes.

5. Legal ramifications of this program could be worked out more easily in cooperation with the public legal department, e.g. concerning parents who fail to pay.

6. The expansion of both professional and clerical staff would be less than in a private agency. The program, integrated into the existing protection program of the children's division, would be considered a fully recognized quality program for prevention.

7. The resulting financial burdens would, therefore, be considerably less than in a private agency.

Both the alternative ways for meeting this need, would have disadvantages of principle as well as of practical aspects, which would render them not workable. Some of these disadvantages are:

1. Protection services and non-ward care would be separate. Continuity of care would therefore be lost, for instance in the movement of children in cases of non-payment or desertion when the child would come under protection services.

2. Licensing would be divorced from the rest of the agency program, as licensing must remain a public responsibility.

3. Considerable expansion of the agency in terms of both professional and clerical staff as well as of office facilities would be required.

4. A further agency founded beside the ones already operating in the field of child care, would needlessly diversify the field and make for a more difficult liaison between the various types of service.

The committee after weighing carefully the advantages and disadvantages of these alternatives, specifically recommends:

"THAT THE CITY COMMISSIONERS GIVE CONSIDERATION TO THE EXTENSION OF THE FRAME OF REFERENCE OF THE CHILDREN'S DIVISION OF THE CITY WELFARE DEPARTMENT SO AS TO INCLUDE A SUITABLE PROGRAM OF SERVICE TO CHILDREN WHO ARE NOT WARDS OF THE PROVINCIAL GOVERNMENT AND WHO FOR ADEQUATE REASONS MUST BE PLACED OUTSIDE THEIR OWN HOME FOR A PERIOD OF TIME, BUT WHO DO NOT REQUIRE LEGAL TRANSFER OF GUARDIANSHIP AS DEFINED UNDER THE CHILD WELFARE ACT. THE COMMITTEE FURTHER RECOMMENDS THAT THE CITY COMMISSIONERS GIVE CONSIDERATION TO THE DRAFTING AND PASSING OF A BY-LAW WHICH WILL COVER THE LICENSING OF ALL HOMES WHICH GIVE BOARDING OR DAY CARE TO THREE AND LESS NON-RELATIVE CHILDREN, - LICENSING WHICH AT PRESENT IS NOT COVERED BY THE ALBERTA CHILD WELFARE ACT."

In the last analysis, the initiation of a new program of child welfare services, whether public or private can only be achieved with the full understanding and cooperation of the entire community. The committee feels it has received this extent of cooperation through the broad community representation which has shown an interest in the study. The committee agrees therefore that a good cross section of the community concerned with child care has identified the need for non-ward care and is standing behind the final recommendation which resulted from the study.

. . . . 15

The committee and the Council of Community Services as a whole would be prepared to collaborate with the City of Edmonton to ensure community backing in the establishment of this vital service designed to meet the needs of children more fully.

APPENDIX "A"

- 1. Committee Personnel (including members serving only for part of the study) - Miss Mary Morrison, chairman, Mrs. J.M. Anguish, Mrs. S. Campbell, Mrs. K.L. Crockett, Mrs. G. deCocq, Miss Isobel Lothian, Mr. D. Mack, Mr. L.M. McKay, Mrs. S. Mackay, Mr. A. Moir, Mrs. W.M. Nicholls, Mrs. R. Nowlan, Mrs. A.J. Norquay, Mrs. J.E. Peterson, Mrs. A.W. Philip, Mrs. A.R. Prathor, Rev. W.A. Reynolds, Miss Georgina Rivet, Miss Ethel Savich, Mrs. C. Scambler, Mr. A.J. Stockman, Mr. K. Watson.

Sub-Committee on Definitions - Mr. K.L. Crockett, chairman, Miss Georgina Rivet, Miss Mary Morrison.

Sub-Committee on Materials - Miss Doris Ward, chairman, Mr. A.J. Stockman, Mr. L.M. McKay.

Sub-Committee on Licensing - Mr. D. Mack, chairman, Mrs. C. Scambler, Mrs. W. Philip, Miss Doris Ward.

Sub-Committee on Interviews with Independent Boarding Homes - Mrs. A.J. Norquay, chairman, Mrs. R. Nowlan, Mrs. S. Mackay, Mrs. S. Campbell, Mrs. W. Cuthbert.

2. Organizations and Agencies Interested in or Participating in the Study.

- Alberta Protestant Home for Children
- Catholic Clergy
- Catholic Women's League
- Central Volunteer Bureau
- City Health Department
- City Welfare Department
- Edmonton Creche and Day Nursery Society
- Edmonton Mental Health Association
- Emergency Housekeeper Service
- Family Court
- Family Service Bureau
- Federation of Community Leagues
- Home for Ex-Servicemen's Children
- Kiwanis Children's Aid Society
- Local Council of Women
- National Employment Service
- Our Lady of Atonement Home
- St. Mary's Home for Boys
- Y.W.C.A.

THE DECLARATION OF GENEVA

By the present Declaration of the Rights of the Child, commonly known as the 'Declaration of Geneva' men and women of all nations, recognizing that Mankind owes to the Child the best that it has to give, declare and accept it as their duty that, beyond and above all considerations of race, nationality or creed:

1. THE CHILD must be given the means requisite for its normal development, both materially and spiritually.
2. THE CHILD that is hungry must be fed; the child that is sick must be nursed; the child that is backward must be helped; the delinquent child must be reclaimed; and the orphan and the waif must be sheltered and succoured.
3. THE CHILD must be the first to receive relief in times of distress.
4. THE CHILD must be put in a position to earn a livelihood and must be protected against every form of exploitation.
5. THE CHILD must be brought up in the consciousness that its talents must be devoted to the service of its fellowmen.

Dated 1922

PLEDGE TO CHILDREN

Adopted by

The Midcentury White House Conference on Children and Youth, 1950.

TO YOU, our children, who hold within you our most cherished hopes, we the members of the Midcentury White House Conference on Children and Youth, relying on your full response, make this pledge:

From your earliest infancy we give you our love, so that you may grow with trust in yourself and in others.

We will recognize your worth as a person and we will help you to strengthen your sense of belonging.

We will respect your right to be yourself and at the same time help you to understand the rights of others, so that you may experience co-operative living.

We will help you to develop initiative and imagination, so that you may have the opportunity freely to create.

We will encourage your curiosity and your pride in workmanship, so that you may have the satisfaction that comes from achievement.

We will provide the conditions for wholesome play that will add to your learning, to your social experience, and to your happiness.

We will illustrate by precept and example the value of integrity and the importance of moral courage.

We will encourage you always to seek the truth.

We will open the way for you to enjoy the arts and to use them for deepening your understanding of life.

We will work to rid ourselves of prejudice and discrimination, so that together we may achieve a truly democratic society.

We will work to lift the standard of living and to improve our economic practices, so that you may have the material basis for a full life.

We will provide you with rewarding, educational opportunities, so that you may develop your talents and contribute to a better world.

WE WILL PROTECT YOU AGAINST EXPLOITATION AND UNDUE HAZARDS AND HELP YOU GROW IN HEALTH AND STRENGTH.

WE WILL WORK TO CONSERVE AND IMPROVE FAMILY LIFE AND, AS NEEDED TO PROVIDE FOSTER CARE ACCORDING TO YOUR INHERENT RIGHTS.

APPENDIX "B-2" (cont'd)

We will intensify our search for new knowledge in order to guide you more effectively as you develop your potentialities.

As you grow from child to youth to adult, establishing a family life of your own and accepting larger social responsibilities, we will work with you to improve conditions for all children and youth.

Aware that these promises to you cannot be fully met in a world at war, we ask you to join us in a firm dedication to the building of a world society based on freedom, justice and mutual respect.

SO MAY YOU grow in joy, in faith in God and man, and those qualities of vision and of the spirit that will sustain us all and give us new hope for the future.

APPENDIX "B-3"

SOME PRINCIPLES OF FOSTER CARE

1. "A child's own home and family are the natural medium in which normal social and personality development can best be assured."¹⁾
2. "If necessary, the child's own family should be assisted in every possible way to meet his needs in his own home."¹⁾

These other services which do not necessitate removal from his own home, include such things as financial assistance, homemaker services, family counselling, and day care.

3. "Every child who must leave his own home and live away from his own family, suffers a profound emotional and social disturbance."¹⁾

"It is, therefore, of utmost importance, that a child will not be removed from his own family, unless every other course of action is proved unworkable."²⁾

4. "If placement appears indicated, "the type of care which is provided for the child should be based on consideration of the wishes of his parents, his individual needs, and his family situation."¹⁾

"This (care) may be provided by the kind of institution in which the child has the opportunity for a close and continuous contact with one or two members of the staff, who seem to him to be specifically 'his', or in a foster home where he can actually feel part of the family."²⁾

However, "indiscriminate use either of institutions or of foster homes may be damaging to children since no two children have exactly the same needs."²⁾

"For children who require care away from their own homes, there should be available such types of family homes and institutional provision as may be necessary to ensure their proper care, having due regard for special handicaps and problems of adjustment!"³⁾

5. "Continuity of care and service is not only desirable, but the converse is very distracting and harmful to the child." Removal from a foster home may mean to a child not only that he is going to a new place, but also gives him the feeling that he does not belong anywhere after each removal the child's behaviour is likely to be worse, thus making the placement more difficult every time."²⁾
6. Licensing of foster homes is of paramount importance. "Considered even in the narrowest sense, as an annual evaluation of the home for the issuance or denial of the license, it has value if the standards protect children from physical neglect or abuse, or from being cared for by clearly unsuitable persons."⁴⁾
7. Licensing is always a public responsibility, for it must carry the authority of enforcement.

8. The agency in charge of licensing homes, and the agency giving placement service, should be one and the same. "The casework services which parents, boarding parents and children need have their roots in the licensing function and are weakened or destroyed if separated from it. The assumption that one agency will handle the licensing and services to boarding parents, while another serves the children in the home, is not workable."⁴⁾
9. "A complete community child welfare program is necessary in order that each child may receive the care he requires."⁵⁾
10. "An obligation rests upon both public and private agencies for the development of adequate resources and standards of service."³⁾

- 1) Standards for children's organizations providing foster family care: - Child Welfare League of America, New York, 1947.
- 2) Principles of foster care:- United Nations Seminar of Foster Care, Oslo 1952.
- 3) General Report of the White House Conference on Children in a Democracy:- United States Children's Bureau, Washington D.C. 1940.
- 4) Services for Children in Independent Boarding Homes:- Ruth Bowen, Child Welfare, December 1955 page 11.
- 5) Social Service for Children:- Preliminary statements submitted to the White House Conference on Children in a Democracy; the United States Children's Bureau, Washington, D.C. 1940.

APPENDIX "C"

MINIMUM STANDARDS REQUIRED BY CHILD WELFARE COMMISSION
GOVERNING OPERATION AND LICENSING OF
INSTITUTIONS AND NURSERIES

1. Institutions and Nurseries defined in accordance with the Child Welfare Act:-

Sec. 10. (h) "Institution" means a house or other building or part thereof where four or more children are maintained by public funds.

(jj) "Nursery" means a house or other building or part of a building where four or more children of six years of age or under are kept for compensation.

2. No person shall operate a nursery for the care of more than three children, without first having obtained a license to do so from the Child Welfare Commission, as required under Section 51 of the Child Welfare Act. Every possible care must be exercised to insure that the standards of institutions and nurseries receiving a license are maintained at a high level.

3. There shall be no overcrowding of children. Consistent with proper ventilation, accommodation should be sufficient to permit at least 150 cubic feet of air space for each child under six years of age; 200 cubic feet for each child from six to ten years of age; 300 cubic feet for each child from eleven to fifteen years of age, and 350 cubic feet for each child over the age of fifteen years. Basement rooms are not considered satisfactory as bedrooms, unless there is adequate heating facility and ventilation.

4. Fire protection should be adequate and consistent with provincial and municipal requirements. Open fires and stoves should be guarded by screens and gas stoves and furnaces used for heating should have satisfactory flue attachments. There should be adequate heating and means of ventilation in all rooms which the children occupy. The building should be clean throughout and all windows and doors should be screened in summer.

5. (a) A doctor should be called immediately in cases of urgent necessity.

(b) With respect to children who are government wards any illness should be reported to the nearest child welfare branch office.

6. The water supply should be approved by provincial or municipal health authorities. Diets should be varied and nourishing, and a proper method for storage of milk and other perishable foods must be maintained.

7. Adequate toilet and bathing facilities must be available. Proper laundry methods must insure that bedding and clothing are clean, and in good repair at all times.

8. (a) No child should sleep in the same room with an adult.

(b) Children of opposite sex, five years or over, should not occupy the same room.

9. A competent and adequate staff must be maintained.

10. Each staff member must refrain from discussing with visitors the adoption possibilities of any child, and these inquiries should be referred to the proper child welfare authorities.

11. A foster mother must be aware that any child, placed for board care, may be moved at any time.

12. (a) The person in charge of any nursery shall keep a proper register of all children admitted, showing the name, sex, religion and age, and the date of admission, and the name and address of the person from whom the child is received. The person shall also, immediately upon removal of the child, enter in the register the date of removal, and the name and address of the person by whom any such child is removed, unless the removal was arranged by a representative of the Child Welfare Branch; in this case the name of the Branch representative shall be entered in the register.

(b) Any child who is a ward of the Government must not be moved from the nursery or institution without authorization from the Superintendent of Child Welfare.

13. Any evidence of neglect of any child in an institution or nursery by abandonment or careless parental attitude of the legal guardian should be reported to the Superintendent of Child Welfare.

For the information of all concerned Section 51 of The Child Welfare Act reads as follows:-

"51. (1) No person shall operate an institution or nursery without first having obtained a license so to do from the Commission.

(2) The annual fee for such license shall be the sum of One Dollar.

(3) The annual license shall expire on the thirty-first day of December of the year in which it is issued and shall state the maximum number of children to be kept in the institution at any one time.

(4) The person in charge of an institution shall on the admission of a child enter in a register in Form 3 in the Schedule to be kept by him, the name, sex and age of the child and the date on which and the name and address and religion of the person from whom he was received, and shall also immediately after the removal of the child from the institution enter in the register the date on which and the name and address of the person by whom any such child is removed.

(5) The person in charge of an institution shall keep such case histories and records in such manner and upon such forms as may be prescribed by the Commission.

(6) The person in charge of an institution shall produce the register, case history and records of a child when required to do so by the Commission or any person employed or appointed by it and in the event of his refusal so to produce the register, case history or records or neglecting to keep any of the case history or records or making any of the entries required to be made by him under this section, shall be guilty of an offence.

(7) In case of the lawful parents of a child who has been placed in an institution subject to payment being made by the parents, neglect to visit or to contribute to the support of the child, the person in charge of the institution shall after the neglect has continued for a period of two months notify the Commission in writing of the neglect.

(8) Upon receipt of the notification, the Superintendent shall investigate the facts of the case and take such action against the parents in the interest of the child as he may deem necessary.

(9) The Commission shall provide for the inspection from time to time, and at least once during each year, of every institution, and the Superintendent or any person appointed by the Commission to inspect, may enter any institution at any time and examine every part thereof and every child therein, and call for and examine the records kept by the institution and inquire into all matters concerning the institution and the inmates thereof.

(10) Every institution shall at least once annually supply the Commission with information and particulars in accordance with regulations made by the Minister in that behalf, and shall furnish the Commission on request without undue delay all further information or particulars that it may at any time require concerning any child with whom the institution has dealt or to whom the institution has given care.

(11) Any person or institution violating any of the provisions of this section shall be guilty of an offence and liable on summary conviction to a fine of not more than one hundred dollars and costs, and in default to a term of imprisonment not exceeding three months; and any institution violating the provisions of this section shall be liable on conviction for a second offence to have its authority to operate the institution cancelled by order of the Lieutenant Governor in Council.

(12) If it appears to the Commission from information received in respect of any child in any institution, that the best interests of the child require that his case be inquired into, it may request the executive officer of the institution to bring the child before a judge for investigation and examination.

(13) The judge upon making any such inquiry may require the child to be taken to an observation home or other place approved by the Commission, and may thereafter by order authorize the Superintendent,-

- (a) to return the child to the institution with or without special supervision by the Superintendent; or
- (b) to take steps to have the child dealt with as a neglected child under this Part."

CHILD WELFARE COMMISSION.

APPENDIX "E" - SELECTED BIBLIOGRAPHY

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