SOME PATTERNS OF DEPENDENCY

An Examination of Ninety Family Units who were in receipt of Social Allowance in the Social Welfare Department of the District of Coquitlam.

by

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"Dependency" like many other concepts in social welfare needs careful and explanatory definition. The present study approached this first through a discussion of various meanings of dependency, and then by an examination of the characteristics of a representative sample of recipients of Social Allowance in a particular area of British Columbia. The area is the District of Coquitlam, a typical 'intermediate', semi-rural municipality. The sample includes some complete families, some broken or incomplete families, with only one parent, and a number of single persons. The "setting" of the study is described in two parts, (a) the eligibility requirements of the Social Assistance Act, and (b) the general characteristics of Coquitlam.

The statistical survey of this group covers the following attributes: (1) family and non-family groups, and number of children; (2) period on assistance; (3) types of disability and (4) occupational background. Characteristic groups and problems are illustrated by case extracts.

Several well marked patterns evolve from the statistical survey and are as follows: (a) family formation; (b) disability; (c) children in public assistance families; (d) the length of time that persons were in receipt of assistance, and (e) earning capacity.

Implications for social welfare are considered with other comparable studies, including a number of University of British Columbia Social Work theses, as supporting references. The principal areas are (a) the need for better recording and information in certain areas critical for understanding needs and giving help; (b) the use of the welfare committee of the municipal council as a medium for better community participation in social welfare programs, and (c) a consideration of rehabilitation resources, both legislative and 'self-help'.
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Department of **SOCIAL WORK**

The University of British Columbia, Vancouver 8, Canada.

Date **May 21st, 1958**.
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SOME PATTERNS OF DEPENDENCY

An Examination of Ninety Family Units who were in receipt of Social Allowance in the Social Welfare Department of the District of Coquitlam
CHAPTER ONE

THE CONCEPT OF "DEPENDENCY"

It is reported that there stood in the square of an Austrian village a monument known as the Iron Statue. It consisted of a replica of the world held upon the shoulders of figures of prophets, doctors, teachers, priests and nuns. Sitting on the world and dominating the whole monument was the figure of a child. Those who knew the statue's creator said that he had so devised it that if the child were removed the entire monument would collapse. Each part of the whole was dependent upon each other part, and all were dependent upon the surmounted figure of the child.

The Iron Statue describes a state of dependency that is not a problem for the individual nor for the community in which he lives. This dependency, which we call inter-dependence, is essential in the lives of our country and of our community of nations. This dependency is basic to the development of an individual.

The new-born infant is totally dependent upon the mother for his nourishment, for the care of his body and for the stimulation of his earliest emotional responses. In dependency he relies upon his parents until he develops self-reliance. He depends upon the members of his family circle to teach him the standards of his home which prepare him for living in the local community. When he has learned to practise these standards with ease, then he is able to take his place with his peer group in the school as an independent, self-reliant, confident member of that group. In his dependence upon his family he learns to make
judgments and decisions which can be best tested and tried in the warmth of this dependency relationship of parents and child.

The ideally mature adult is one who has learned to depend upon others in the inter-personal relationship that is described by various terms connoting desirable citizenship. We speak of co-operation, of team work, of mutuality and of the democratic principle. Among the provinces of Canada we enjoy a federation which suggests a union for the mutual good of the whole in inter-dependency. The United Nations Organization emphasis the inter-dependency of all nations if world peace is to be achieved. This realization of the value of inter-dependence begins in the family, may be still wider if it is a motive behind action in a local community and may organize the nation and the world to feel a responsibility for the welfare of each other. If a man's business is of a size that he, unaided, can manage its services, which today is rare, he still remains dependent upon the public which purchases his services.

Dependency can be seen as something normal and necessary in the three vital areas: learning, healing and religion. The pupil establishes a reliance upon the teacher, and in this pupil-teacher relationship the teacher draws out the pupil's abilities and develops them. Confidence in the physician is necessary if the patient is to permit the physician to treat the malady. In the healing of a personal problem there can be little progress if the client is unable to place dependence on the social worker. In the Christian religion, the basic teaching is that of man's essential dependency upon God. In this relationship of true humility
the emotional blockings or inhibitions may be removed permitting the creativity inherent in life to flow through man, thus allowing him to accomplish his potential.

From such wholesome and normal dependencies the person goes on to emotional maturity and a purposeful use of himself in human relationships. By this dependency the mores of culture are taught, learned and transmitted from generation to generation. Thus it is that valued and basic social institutions including the family, the school, systems of justice, and self-government are preserved and passed on to our descendants.

There are forms of dependency, however, which are abnormal and which create problems for the individual and for the community. It has been said that dependency comes between the task and the capacity to perform that task. If the former exceeds the individual's capacity, then the balance is upset and that individual must look for help to restore the balance. Thus dependency is always specific in relation to task and capacity. The capacity may be mental ability, or competency as a result of training and experience, or quality of personal maturity, or ethical discipline, or balancing a family budget. The task may be that of a student attempting to solve an algebraic equation; of an apprentice being confronted with a journeyman's assignment; of a shy school girl elected to address an assembly; of one lacking in morals being expected to assess conduct; or of an unemployed breadwinner trying to feed his family. Dependency can be a problem in the area of economics, of social relationships and of mental health.
Economic Dependency:

Economic dependency is primarily the lack of capacity to earn an income to meet obligations. The income may be too small or it may be interrupted in a variety of ways. But the family obviously suffers materially when the breadwinner is unable to provide. Dr. L.C. Marsh in his well-known Report summarized the causes of economic dependency which may strike a family, in a threefold way; (a) 'interruptions of earning capacity' such as unemployment either temporary or prolonged due to illness, disability, inadequacy of vocational training, or old age; (b) 'occasions requiring special expenditure which place a strain on the family budget, some of which are normal, as births, deaths, (if the latter comes in later life), while accidents and major illness are less predictable, and (c) 'continuous budgetary needs that are greater than the family income can accommodate' which may be the experience of a breadwinner with a large and growing family he is trying to maintain on an inflexible wage.

Social Dependency:

Social dependency is not often precisely defined but may be the result of economic inability and it can be the cause of it. The social fact of widowhood may cause a mother and her children to rely upon public assistance. The fact of a large family may result in a situation of social dependency; of its reliance upon the services of society when the family is unequal to the task

imposed upon it. A neighbourhood may be a factor in creating a situation of social dependency in delinquency. When the basic institutions of society fail the result is a dislocation of the members of society and may lead to their dependency.

1 Crestwood Heights which is a sociological study of a North American suburb outlines the basic social institutions as; the family with a primary responsibility for socialization; the school with a secondary socialization function; parent-education as the agency for re-socialization and the club as the provider of sociality. A dictionary definition of socialization is a process of being in friendly relations with others to the extent of an interest in the welfare of one's self and of humanity generally. It follows from the Christian injunction to 'love thy neighbor as thyself'.

When the family, or the school, or the church, or justice fails to provide a climate in which the individual can learn to manage his human relationships, then that person suffers from social maladjustment. When the functioning of a family group is disrupted by divorce, death or economic need, the capacity of the members for adjustment to these disasters is tested. If the family is able to maintain a strong inter-dependency and self-reliance then there is no need for external help. Henry W.

2 Thurston, writing about children in need has centered attention 'not upon children who live in independent homes, but upon those

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who in some degree must be dependent for their welfare upon others in the community than their own parents'. In his study Thurston is concerned with the child whose family relationships have become injurious to his social and emotional development or who has suffered the loss of parental guardianship.

The problem of child welfare is one aspect of social dependency due to the breakdown of the family. Another aspect of social dependency is the dislocation of the usual roles in the family. It requires a great social adjustment for the husband who, due to a disability, must become totally dependent upon his wife to earn the family's income. The social worker recognizes the complexity of this situation and bends every effort to restore that husband fully, or in part, to his former role of breadwinner.

During the depression years of the 1930-40 decade such studies as those of the Yale Institute of Human Relations attempted to illuminate the psychological effect of the period on the lives of the people. The titles of two of these reports are descriptive of the concern of this research; The Unemployed Worker - 'a study of the task of making a living without a job', and Citizens Without Work - 'a study of the effects of unemployment upon the workers' social relations and practices'. Employment Research - 'an introduction to the McGill Research in the Social Sciences', written in the heart of those depression years, devotes a section to the 'Personal Causes of Unemployment' in

which there is listed those individual inadequacies that are common to people whose capacities are unequal to the task of maintaining independence.

Greater advances have been made by medicine in solving the illnesses of aging than by the social scientists in helping to solve the social problems of the aged person. The fact that life has been prolonged by the medical advances in the field of geriatrics increases the social difficulties. Old age is chiefly an unsolved problem for the individual of finding a place in the community in which he can continue to contribute his abilities in an appreciated and useful way. It is likewise a problem for society to reorganize to permit the elderly person to maintain his status. The modern community will fail to solve this social dependency problem until its employment policies and its emphasis on youth are altered to recognize the older citizen's abilities and emotional needs.

Psychological Dependency:

Economic collapse and social dislocations are often associated with psychological dependency. It is frequently difficult, if not impossible, to separate these three aspects of man's reliance upon his fellows. The following excerpt provides a clear distinction between economic dependency and psychological dependency.

"In newspaper articles, in legislators' thinking, in political speeches, even in social workers' communications with one another, there has been a tendency to pair economic dependency with psychological dependency; that is, to speak as if the individual's needs to take financial support automatically placed him in the position of needing to lean on others for support in other areas of his living. Thus people who are economically dependent on public assistance
are assumed to be less self-reliant, more lazy, less responsible, more weak, simply by virtue of their need for money which they do not earn. These assumptions need careful examination and definition. Economic dependency may be said to be a condition of having to rely upon some source of income which the individual does not earn by his labor or endeavors. Psychological dependency is a state of having to rely upon some human being's power, nurture, initiative outside one's self because of one's feeling of insecurity and helplessness."

In a report of her study, entitled 'Women in Marital Conflict', Florence Hollis observes 'that personality factors lay at the root of the marriage conflict in families--- The psychological factor that emerged most clearly was emotional dependence'. In the chapter entitled 'Excessive Dependence', Miss Hollis speaks of these marital partners as being 'not self-reliant. They find it hard to make major decisions and prefer to be told what to do. Often they continue to rely on parental standards of conduct and seek advice in a way that is distasteful to the average adult'. This example of psychological dependency not only illustrates the concept but also defines it as immaturity.

Social Welfare and Dependency:

The dependency of man upon the community for whatever cause, whether income failure, or the inadequacy or disruption of social relationships, or psychological inadequacy, necessitates a program of social welfare. In the past twenty centuries members of the church, and to a growing degree in the last two hundred

years, the state, in western culture, have rallied the community to meet the inadequacies of the individual. This heritage has fostered for modern society the concept of man's responsibility for his fellow men. Physical and mental rehabilitation programs of many kinds have been influenced by this motivation, as have education and justice. The community and the state have accepted this obligation and have provided social services and supported them by voluntary funds and tax money.

The history of social welfare is relatively short. It is the history of local and state governments and of voluntary groups seeking ways and means of meeting the needs of the poor, of the broken family and of the insane. Those early days before England's Poor Laws in the 16th century, when the 'sturdy beggars' were physically branded with the mark of their poverty, are in sharp contrast with our more enlightened and earnest efforts to remove every stigma of economic, social and psychological dependency by legislation providing for programs of social insurance and social assistance. These are the new dimension in social welfare planning. It is the difference between the earlier concept of social treatment that used the common poor-house, where the aged, the insane, the sick and the blind, the prostitute and the orphaned were fed and housed in social rejection, and modern governments' endeavour to provide contributory insurance against loss of income as well as social assistance. Those who work with dependency are no longer the Overseers of the poor, appointed because of being the lowest bidder but are the professionally trained social workers who, with their understanding of the causa-
tion of human dependency, seek to restore men, women and children to their fullest possible independence and self-reliance. Governments now budget large sums of money for Social Welfare programs at the request and insistence of the electorate.

The healing professions were originally developed to cure ills, but they are now attempting to prevent those ills. In social welfare planning there is also a concern to eradicate those situations that lead to the breakdown of social institutions. The discovery by social research of situations which could lead to dependency and the endeavour to correct them is preventative social work.

An extreme example of such a situation is recorded in the history of a southern United States family whose members transmitted the social pattern of begging through five generations. This family's philosophy and social practice of dependency upon public bounty were created over these successive generations. The reason for economic dependency is apt to be found in social mal-functioning as much as in heredity. A different example of the kinds of life which goes with occupational and geographical drifting is given in the following monologue which tells the story of 'Bill Dickens', the nom de plume of an elderly pensioner, who was interviewed by a newspaper columnist. His struggle to exist on an old age allowance caused Bill Dickens to reflect on his haphazard life history.

"I learnt cooking in England, but after I worked up to second top job I found out they wouldn't ever give the top job to nobody but a French chef even if you could cook better than the chef, so I quit and went to Australia, and after that to several other countries till I come to Canada in 1911. I got real good testimonials everywhere I worked which I still got.

"I saved some money those years that I put into stocks and bonds when I got to Canada, and I got a good job with an outfit where if you worked for them till you was 65 you got a little pension.

"But then the war come, and when I went to join up they said first I couldn't because my feet was flat and not able to march, but when I said, "They been marching around a kitchen every day of my life," they found out I was a cook, so then they took me on. So I spent the whole war marching round a army kitchen. It was sure a disappointment.

"And when I come back from the war I went to get my old job back, but the boss stalled round for two months and then he says I was too old. I was 48. That was 37 years ago. That is a long time to be alive after a guy tells you that you is too old to hold a job.

"After that I cooked in logging camps and construction camps and that life. They was good pay, but they never lasted but three, four months, maybe six at the outside. And then in between I didn't have no job and had to live on my savings. All the good steady jobs they kept saying I was too old for.

"Still I saved some money that was going to be for my old age. Only I had it all put in stocks and bonds, and in 1929 it nearly all went bang, just like that. It seemed like I didn't have hardly nothing left. And right then I got sick too, on account of having been on my feet all my life nearly and my insides falling out of place. I was in hospital 18 months.

"And after that, it was just getting by the best I could. I was on relief a bit, and I got odd jobs, only hardly ever cooking anymore, clearing brush, or mowing people's lawns, or washing walls in people's houses.

"The last three years before I come on the pension it was so bad it's kind of blurred now, I guess you want to forget bad times like that. I never had more'n one meal a day."

Stories such as Bill Dickens' have their beginnings in failure of the social institutions. Preventative social welfare
programs are aimed at removing festering situations of inadequate human relationships. Poor vocational counselling and the consequent drifting of 'Bill', hamper the fullest and most satisfying expression of personality.

Social research is a vital aspect of preventative social welfare planning. Without a full knowledge of social problems, programs cannot be devised to solve them. One of the growing number of such social research projects if reported by Bradley Buell and his associates in a book entitled Community Planning for Human Services. This project report is based on the premise that an historic duty to promote the common welfare carries not only the intent to care for people with problems but to prevent their occurrence and to protect the community against their deteriorating consequences. This was a study of the health and welfare services in the city of St. Paul, Minnesota and summarizes them under four headings: dependency, ill health, social and personal maladjustment and recreation needs.

Another research project aimed at discovering the causes of dependency was begun in 1951 by the Division of Social Welfare of the State of Minnesota. This government agency committed itself to make a comprehensive study of "new and creative solutions to the problems of individual and family breakdown and failure". Its scope is limited to those persons who were receiving or had received (within a given period) public welfare aid or services

in Minnesota. The study was directed toward "a better understanding of the individual problems or social economic forces which make it necessary for them (families) to rely upon government for the basic necessities of life". A final objective was "if possible, to measure the effectiveness of the programs in meeting these problems". In correspondence with the director of the project subsequent to its beginning, it was learned that unfortunately the political climate had changed which retarded the progress. The initial schedule was completed, however, and from its analysis significant patterns were found. In the absence of conclusions this brief outline of the project serves to indicate the scope of this piece of social research.

Surveys of much less magnitude have been conducted in Victoria with regard to three groups; families on public assistance, care of the chronically ill and emergency assistance to employables. The general purpose of the first survey was to evaluate the work done by social workers with these families, especially with regard to children, "and in particular to understand whether or not the children show any reaction to financial dependency" and whether this will give rise to other problems". Apart from the casual mention of children in the recording there was so little about children in general that it was impossible to determine their reaction to dependency. One of the conclusions was that financial dependency usually arises out of a situation fraught with other problems and that the average family could profit from

supportive help or counselling service if the social worker had discovered what the parent's particular worries and needs were and had dealt with them.

The Canadian Welfare Council's Committee on 'Practices in Relief Giving' has reported its findings in a pamphlet entitled, Financial Assistance. The subtitle of the report is descriptive of the committee's approach, "Philosophy, Principles and Practices in the Giving of Financial Assistance". The meaning of financial dependency as it touches the community, the client and the administrator is reported, being both a definition of the term, and a recommended action for dealing with the condition.

Social welfare is concerned not only with research into the causes of dependency and into ways of preventing it but it is also concerned with the rehabilitation of those who are completely dependent upon society. There are two aspects of this concept of rehabilitation, one, that of restoring economically, socially and psychologically, in some degree, the person to his former position in society and two, helping the individual who has been dependent from birth to gain a significant place in the community. In its broadest social work meaning, rehabilitation is the adjustment not only of a person's earning power, but also of his social status and his psychological competence. In the case of complete incapacity, rehabilitation may be as limited as helping the person to make the adjustment to institutional routines for the rest of his life. For mentally defective persons

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or spastics who have not known independence and self-reliance, rehabilitation is a realistic process of helping them to find places in which they can have some few satisfactions in life and perhaps make a limited contribution toward their maintenance.

Rehabilitation is usually conducted by a team of professional people representing medicine and psychiatry, psychology, social work, and in some programs, religion. The rehabilitative program obtains an assessment of the strengths and weaknesses of the client's physical condition, of his intellectual capability, of his social adjustment and of his religious philosophy. With such a comprehensive knowledge the planning for his restoration to independence, or some degree of it can be begun. The execution of this planning may involve not only the physiotherapist, the radiologist, the surgeon and others in the field of medicine, but also the group worker and caseworker from social work, and the occupational therapist who aids in the retraining of the patient. Teams of men and women aid in the rehabilitative planning and treatment of people dependent because of a variety of causes. In his thesis written in 1953 William Hooson listed forty-four physical and psychological disabilities about which there was published data concerning rehabilitation.

Families also are rehabilitated, that is they are aided to make adjustments in compensation for impaired economic, social and psychological capacities. This rehabilitation, like that of

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the physically handicapped person may be accomplished by a team of professional people and its success is relevant to the extent of physical disability and social dislocation. It may be accomplished by a program of financial help, such as social assistance.

The social insurance principle is another solution to this social welfare problem of dependency. The Marsh Report of 1943 is a comprehensive statement of social security needs. Although it was written to guide the Canadian leaders in post-war planning it is still a clear outline of the causes of dependency and of remedial social legislation. "Social insurance is one way, and an important way, of raising standards of living, and attacking poverty". This principle of insurance Dr. Marsh sees as, 'a direct and complete remedy for the most painful feature of assistance at low income levels because it obviates altogether the need for a means test---The amount to be obtained is relatively certain---The insured person knows (that) his benefit comes as a right and not from charity---there is proper machinery for adjudication. These are advantages of social insurance which meet the psychology of the dependency situation'.

An excerpt from 'Financial Assistance' sums up clearly the task of social welfare and dependency.

"The primary purpose of all social welfare agencies, whether public or private, is to help people solve some of the many problems that face them in our complex society. Some of these problems arise from contingencies that we all face - death,

illness, physical handicaps, or advancing age. Some of them arise from conditions also beyond the individual's control, such as disruption of the economic life of the country (which may bring in its wake unemployment, interruption of income, and movement of people in search of work). Some of them are caused by limitations in personality, or there may be a combination of many factors. Any or all of them may result in economic need for the individual. Unless provision is made for him and his family to secure the necessities of life, even on a minimum level, serious social and person consequences inevitably result. This not only affects his well-being but also that of his children, who may be damaged both emotionally and physically for life".\(^1\)

Dr. Gordon Hamilton has outlined the tasks for social work in the field of dependency that remain to be solved; prevention of man-made orphans whose numbers are increasing due to desertion, separation, divorce and abandonment; the increase in mental illness because of unsatisfactory social situations; the mal-functioning of families resulting in increased crime and delinquency; cultural discrimination; and the gaining of community support for the making of more enlightened social welfare policies.

Scope of this Study:

This study grew out of a routine supervisory review of 90 cases comprising the Social Allowance caseload as at Dec. 31, 1954.

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1953, in the District of Coquitlam Social Welfare Department. Each file was read with three main purposes in mind: to assess continuing eligibility for the allowance; to ascertain whether the client was eligible for another form of financial assistance or for maintenance from husband or relatives; and to discover possible rehabilitation prospects for the breadwinner and plans for training the dependent children.

Social Welfare files consist of two sections; the narrative record of the department's contact with the client and the correspondence in this connection. Back narrative record contains the documentary application, a medical certificate, the initial eligibility study, subsequent reassessment of eligibility and a description of the efforts of the social worker to help the client toward some independence. The recording is not uniform in content. Many phases of the clients' need are covered but some phases are more adequately recorded than others. For the most part a clear understanding of the employment history is absent from the recording. In the instances of emotional disability the onset of this illness is not fully recorded, if indeed, it is explored at all. The physical disabilities are generally well recorded and their remedial plans well outlined. The ability of the deserting husbands to support is assessed, though in most instances this assessment is preceded by much detective work. The recording concerning the children in the family groups is not complete. Where they presented behaviour problems they became live individuals in the record, otherwise they are for the most part only members of the family, counted to constitute the family
unit for purposes of Social Allowance.

Such information as the date of the original application, the breadwinner's occupation, the ages of the family members, the reason of unemployability was recorded on separate cards representative of each case file. This data was selected to assess continuing eligibility for social allowance, rehabilitative planning, or eligibility for some other form of public assistance. By arranging these statistical cards in various ways a pattern for a study evolved. These arrangements suggested questions. What is the social effect on the lives of children whose parents were in receipt of social allowance? Had these parents come from economically dependent homes? Many of the families were broken due to deserting husbands. Are the efforts of the social workers and the police well spent in trying to locate these men and to enforce orders for maintenance or would the same effort spent in another way be more productive in the rehabilitation of these families? Physical disabilities accounted for many recipients' eligibility for public assistance. The medical certificates stated that the patient was able to take 'light work'. How could 'light work' be provided?

These were some of the questions that were suggested by this supervisory review. Not all these questions have been answered in this study. The scope of this study is limited to an examination of the statistics concerning these 90 cases, and from this examination some implications for the improvement of social assistance are suggested.

Chapter two describes the Social Assistance Act and its
implementation in the District of Coquitlam. It also describes the residential areas and the employment opportunities in this semi-rural municipality.

The third chapter is a detailed examination of the 90 cases by means of tabulations of the statistics. Associated with these tables is such data concerning the cases as is available. This is used as an aid in presenting a picture of these dependency situations. In the final chapter some of the recommendations for improving the social service are suggested.

This study is closely related to theses already completed that deal with this subject of dependency. Mr. Hooson has concerned himself with the definition of dependency of the client in a public welfare agency and the process of rehabilitation. Mr. Marcus has successfully attempted the same objective dealing with the private agency and the 'hard-core' cases of chronic dependency. Other theses less closely related are referred to in succeeding chapters of this thesis.

1. Hooson, William - op. cit.
CHAPTER TWO

SOCIAL ASSISTANCE IN THE DISTRICT OF COQUITLAM

Social Welfare programs in British Columbia are organized by governmental bodies and by voluntary agencies. The programs of the voluntary agencies are financed by subscriptions collected by Community Chests and other fund-raising organizations, and are governed by the policies of Boards of Directors. The government programs are supported by taxes which are levied and expended under statutory authorization.

In the District of Coquitlam, as in all municipalities of British Columbia, the Social Welfare program, supported by taxes, is the assumption of responsibility by municipal government for the care of the poor and needy within its jurisdiction. These social welfare services have been proved to be too great a burden for any local government to carry. The provincial government passed the Social Assistance Act in 1945 providing for a standard of social welfare services throughout the Province and for financial assistance to the municipalities enabling them to carry out their responsibility to give these services. The Provincial government assumes 80 per cent of the cost of allowances paid to the clients leaving the remaining 20 per cent, plus the costs of the local administration of the service, to be borne by the municipality.

There is another aspect of this principle of aid to the local government. The smaller municipalities with populations under ten thousand are permitted to buy the services of qualified social workers on a per capita basis. These professional people
are provided with care, clerical and office services in provincial buildings and may serve two or more municipalities. However, municipalities with populations over ten thousand are required by the Social Assistance Act to establish departments of social welfare and to provide office accommodation for two or more social workers who work exclusively within the boundaries of the municipality.

These latter departments are referred to as amalgamated offices, and are independent of the Provincial government control within the standards of service of the Social Assistance Act, with the same inter-dependent relationship that exists between the Provincial government and municipal governments in all other aspects of unified government throughout the Province. The standards of service include the employment of qualified social workers, the payment of maximum allowances and the use of a uniform system of accounting. These standards are maintained by the District Supervisor who is, (with the exception of supervisors in Vancouver City) a Provincial Civil Servant.

The Social Assistance Act, with its Regulations, presents a broad interpretation of social welfare and it likewise authorizes services with a generous hand. It provides for "Generally any form of aid necessary to relieve destitution and suffering" and more specifically, it describes the services to accomplish this objective:

"(a) Financial assistance:
(b) Assistance in kind:
(c) Institution, nursing, boarding, or foster home care:
(d) Aid in money or in kind to municipalities, boards, commissions, organizations, or persons providing aid, care or health services to indigent, sick, or infirm persons, and in reimbursing expenditures made by them:

(e) Counselling service:

(f) Health services:

(g) Occupational training, retraining or therapy for indigent persons and mentally or physically handicapped persons:

In December 1954 when the caseload which forms the basis of this study was reviewed, the scale of social allowances paid was as follows:

<table>
<thead>
<tr>
<th>Number of Persons</th>
<th>Maximum Allowance</th>
<th>Food</th>
<th>Shelter</th>
<th>Sundries</th>
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<td>$22.50</td>
<td>$12.50</td>
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<td>4</td>
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<td>55.50</td>
<td>24.50</td>
<td>6.50</td>
</tr>
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<td>5</td>
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<td>64.50</td>
<td>27.00</td>
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<td>6</td>
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<td>73.50</td>
<td>29.50</td>
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<td>7</td>
<td>122.50</td>
<td>82.50</td>
<td>32.00</td>
<td>8.00</td>
</tr>
</tbody>
</table>

This scale was intended to be a suggested budget to assist the recipient in the judicious spending of the maximum allowance for each unit, as well as a basis for arriving at the maximum allowance for single or family groups. Thus, a mother and two children, a family unit of three, would be in receipt of $74.50 per month.

Eligibility Standards:

There are three bases of eligibility for Social Allowance.

1. Social Assistance Act and Regulations, Chapter 62, Revised Statutes of British Columbia.

(1) A person is judged to be eligible on the basis of financial need. Destitution is considered to exist if a single person has liquid assets of less than $250 or a family has less than $500, exclusive of household goods and wearing apparel.

(2) The regulation of the Social Assistance Act, 5 (a), also emphasizes the fact of unemployability, as the second condition of eligibility. Employability is determined on the basis of disability, age or the care of children. The physical or mental disability is confirmed in a written medical certificate which not only sets out the infirmity but also describes the treatment, the prognosis and the probable length of time that the client will be unemployable. Age is a relative factor in the assessment of employability. In times of high employment, age is no bar to a physically-fit older person finding opportunity to maintain himself, but frequently older workers find it hard to get and keep regular jobs. Again, dependent children may prevent a mother from taking full-time employment, and part time work might not give her sufficient income to provide for them adequately.

(3) Legal residence is not the primary standard in deciding eligibility for social assistance in British Columbia. Financial need and the providing of the necessities of life are the immediate concern of this Act and the establishment of legal residence is a secondary matter. Legal residence within the Province for the twelve months immediately prior to application is required if social assistance is to be paid on a continuing, long-term basis. If the applicant does not have this legal residence, then consideration may be given to repatriation or deportation if either of these actions seem wise in social planning.
Formal application is made by a statutory declaration. In this statement the applicant gives his identifying information, his present financial condition and that of his dependents, if any. This, together with the medical certificate and a statement of his residence, constitutes the essential requirements in an application. Each social worker is commissioned to take this declaration, thus obviating any need for the applicant to go before another person in asking for help.

The granting of social allowance is done locally so that there is a minimum of delay between the making of the request and a cheque being issued. In cases of emergency the cheque may be issued the same day, but at most the allowance is issued within a week of the application.

The Community Concerned: District of Coquitlam.

It is this legal basis that the Social Welfare Department operates in the District of Coquitlam. This is an amalgamated social welfare service, due to its population of fifteen thousand. Until 1953 the Municipality paid a per capita rate to the Social Welfare Branch for social work services; but, with the increase of population, it assumed the administration costs of its own office. Whereas formerly the social workers came into the Municipality from the Court House in New Westminster to conduct the work, they are now located in the district. At December 1954 there were three social workers serving this District, all with Bachelor of Social Work degrees signifying at least one year's graduate training in the profession of aiding in the rehabilitation of persons in social difficulties.
The municipal office in Coquitlam provides a complete social casework service in the categories of public assistance, child welfare and family counselling. The total caseload in this District (whose population is 15,000) is approximately 675; of this number there are 500 cases in receipt of some form of public assistance. The ninety cases of social allowance selected from this total for the purpose of this present study involved 247 persons in all.

The geographical location of the District Municipality of Coquitlam usually described as 'semi-rural', is at the western end of the north shore of the Fraser River Valley. It forms a part of the eastern fringe of the urban development of New Westminster and Burnaby and is also at the point where the rural farming section of the Fraser Valley begins. The Municipality of Coquitlam and the adjacent municipalities of Port Coquitlam and Port Moody form a transition area between the highly developed urban territory of Greater Vancouver and the farming district of the Fraser Valley.

The District of Coquitlam is touched on two sides by fresh water and is within a mile of salt water on its northern-western boundary. Its terrain slopes from the high mountain fastness of the Coquitlam watershed to the shores of the Fraser River. Timber from the logging areas to the north of the municipality is floated down Pitt Lake which forms its eastern border. Port Moody and Burnaby in the west form the north-western boundaries with New Westminster completing the western limits of the District. Port Coquitlam and the Fraser River border this area.
on the south and south-east.

Three distinct localities in this municipality may be distinguished, judged by their development. These are Maillardville, Burquitlam and a northern wilderness area. Along the Fraser River and closely associated with the Canadian Western Lumber Company known as Fraser Mills, is the oldest locality of Maillardville, a community organization begun half a century ago by French-Canadian families, whose breadwinners were brought to work in this lumber mill. A Roman Catholic priest, Father Maillard, gave this small, transplanted Quebec community his name. In essence, Maillardville has remained, as it began a church-centred community. The original homes cluster around two Roman Catholic parish churches and their parochial schools. The oldest street, winding along the edge of what used to be swamp land at the foot of the hill, is called Brunette. Other street names such as Madore Avenue, Lebrun Street and Laval Square are reminders of this early settlement.

Along Brunette Street some of the earliest stores are now converted into dwellings, and marks of more modern urban development are the garages and filling stations. The Municipal Hall, located here, was once at the heart of the municipality but is now on its southern edge. Here also, until recently, were located the credit union (La Caisse Populaire), and the motion picture theatre.

In Burquitlam, more recent urban development is occurring. Here are located the second-generation French-Canadian families in modern homes and somewhat removed from the church-centred town
pattern of two generations ago. Burquitlam is also the choice of many middle class families from New Westminster. Large tracts of land have been sub-divided and the second growth timber has been removed to make way for family homes. A large acreage is devoted to the Vancouver Golf and Country Club. There are small groups of stores throughout this portion of the District serving the housewife's emergency purchases needs. Three Protestant churches are located in Burquitlam. The public utilities provided by the municipal government afford the comforts of city life and the ample building lots and arable soil, for landscape gardening, combine to make Burquitlam an attractive residential district.

There are few residents in the northern district of the municipality. Two main roads run parallel in a north-south direction, from the Lougheed Highway, up into the hills. This territory has a rugged beauty. The land, while unyielding to extensive cultivation, will afford attractive home sites as the urban population pushes further beyond Greater Vancouver. The present houses for the most part are unfinished, low and rambling and the impression of their door-yards is that of discouragement and neglect.

Employment Opportunity:

The forest product industries in the vicinity offer a variety of jobs. The Canadian Western Lumber Company at Fraser Mills, the original employer of Maillardville's early settlers, not only employs labourers and skilled men, as for instance log scalers in its dimensional lumber plant, but also employs both
men and women in its plywood division, its total payroll being approximately five hundred persons. The Canadian Forest Products Limited has its Pacific Veneer and Plywoods Division located on the Fraser River in New Westminster; and in Port Moody and along the Burrard Inlet there are several shingle mills. These give employment to approximately five hundred men and women. The large industries not only employ residents of the District of Coquitlam but also men and women from the adjacent municipalities.

In the northern section of the District the second growth timber offers opportunity for hand-logging and the cutting of cedar shakes. These are private ventures and require few and inexpensive tools and are within the capabilities of the independent woodsman.

A cordage factory, the Imperial Oil and Shell Oil refineries, and two large sand and gravel companies operate on the borders of Coquitlam. The Provincial Mental Hospital is a large employer of men and women as cooks, guards, male and female nurses, nursing aids and maintenance crews, supervisors, doctors and laboratory technicians. The stores and restaurants, the two general hospitals and the warehouses of New Westminster and Burnaby are employers of local people. The New Westminster's fresh-water harbour facilities provide many hours of labor for longshoremen.

The local branch of the National Employment Service has a well established relationship with employers in this area and through its offices most of the placement of employees is made. This agency's Special Placement Division is a growing service and is a ready help in securing work for handicapped people in local
industry.

**Education and Recreation:**

This Municipality and its neighboring small cities of Port Moody and Port Coquitlam comprise the Provincial School District 43. Provincial supervision and direction to School Boards, applying to each School District the provincial wide experiences in providing better public school education, help to maintain academic standards and school facilities.

The elementary classes of School District 43 are conducted in small schools situated in neighborhoods, thus permitting young children easy access from their homes. The Junior and Senior High Schools follow the consolidated pattern of administration and are quite large institutions. The pupils are transported to these secondary schools from the various neighborhoods of the District.

School accommodation in District 43 is adequate and there are no instances of classes on a shift system. The consolidated secondary schools, being large institutions, are able to offer a wider range of courses.

The two Roman Catholic parochial schools have full elementary and secondary school courses and offer the additional church teaching. They are attended principally by the Roman Catholic Church families living in the Maillardville area.

A comprehensive recreational program is in the process of organization. A lay committee has been appointed by the Municipal Council to work with the Recreation Consultant of the Community Programs Branch, a Department of Education service. This Recrea-
tion Committee will give direction and leadership to groups in Coquitlam interested in any phase of leisure time pursuit and will also be selecting men and women for training through the assistance of the Community Programs Branch bursaries. The recreational facilities in this Municipality have been most inadequate. There are the commercial entertainment opportunities but none, apart from the Church programs, of a creative nature.

Services:

Fire protection is given by municipally owned equipment and manned by volunteers. This service is remarkably efficient. The policework is done by the Royal Canadian Mounted Police, a detachment being established in offices in the Municipal Hall. The Police Magistrate, a retired Sergeant of the R.C.M.P., is also commissioned as Juvenile Court Judge. He is a wise, kindly gentleman whose judgments gain general approval and whose informal manner in domestic and juvenile courts inspires confidence in those before him and in those who work with him.

Health services and social work in Coquitlam are supervised by the Provincial Department of Health and Welfare. Social work in Coquitlam primarily means public welfare. The Catholic Children's Aid of Vancouver has a few foster homes in the District but this is the only private social work agency here. The Municipality has its own Social Welfare Department, being an amalgamated Municipal-Provincial service. The Simon Fraser Health Unit conducts the standard programs of school inspections and Well-Baby Clinics. These latter clinics are conducted in church halls, with the object of making attendance of the mothers and children.
as convenient as possible.

Private physicians of New Westminster have district offices and the doctors situated in Fort Coquitlam and Port Moody render good medical services. There are few dentists practising in the Municipality but dentistry is a need that seems to have less of an emergency character so that dental services in New Westminster and Port Coquitlam provide adequate opportunity for the residents of Coquitlam.

Location of the Sample Family Units:

The sample cases selected for study were not evenly distributed throughout the Municipality. Forty-eight of them were located in the older, more thickly populated area of Maillardville; thirty-four family units lived in Burquitlam; and eight were from the less accessible locality of the northern section. All reside within a radius of less than ten miles of the Municipal Hall in a territory varying from semi-urban to near wilderness conditions. These people live side-by-side with other families who are independent, who are employed and as self-sufficient as anyone can be in today's society. The urban development is very uneven having a range from expensive middle-class homes to substandard housing for people seeking low rent accommodation. Local industry is varied and employs all degrees of skills of men and women but requires particularly manual and unskilled workers.

Many of the original dwellings of Maillardville's pioneers still stand and are habitable. Some of the early stores are now converted to living quarters. The age of these buildings and the lack of modern conveniences render them substandard housing.
for which the rent is low. Rent rather than facilities, however, has to be a first consideration to those on limited income.

Up the hill, in Burquitlam, the majority of social allowance families own their own houses. The housing is generally better and the rents of available houses are higher than in Maillardville. Reliance upon public transportation is greater in this district as distances to shops and entertainment preclude walking.

In the northern part of the District are eight large families who are in receipt of social allowance. Their existence depends on cultivating a garden and having a cow and some hens as a means of supplementing their public assistance income.

Travel conditions throughout the entire district are good. There are few houses that are isolated by impassable roads and even these 'fair weather roads' are short and usually lead to gravelled or asphalt surfaced roads within a quarter of a mile.

To some extent Coquitlam is a fringe community, intermediate in the sense that it is midway between rural and metropolitan areas; neither a strictly rural district nor with the organization of a small town. Industries particularly associated with lumber are its main economic base. In many ways it is fairly typical of non-metropolitan British Columbia. Certainly the people who are in receipt of social allowance do not stand out from dependent families elsewhere. Such patterns as may be revealed from their social and economic circumstances are discussed in the chapters which follow.
CHAPTER THREE
PATTERNS OF DEPENDENCY

The family is a basic unit, and any breakdown of this fundamental social institution results in social problems. In the family group the child's attitudes towards "the world" or "other people" or "the community" are formed and nurtured. The behaviour of the adult is usually better understood when his development and his early family experiences can be revealed. The importance of this early formation period is in learning about life, and particularly learning to live with other people. Charlotte Towle says that "the human personality grows, develops, matures, through relationship with others. The early family relationships are generally conceded to be of primary importance, since they determine the basic personality patterns and influence in considerable measure the nature of his (a person's) relationship".

Mary Richmond long ago spoke of the need to begin helping a client only after having a reliable knowledge of their family situations. "As society is now organized, we can neither doctor people nor educate them, launch them into industry nor rescue them from long dependence, and do these things in a truly social way without taking their families into account".

It is generally accepted that the prerequisite for emotionally healthy and mature adulthood is a secure childhood.

2. Richmond, Mary E. - 'Social Diagnosis', Russel Sage Foundation, 1917, page 134.
in a family where there are both father and mother whose relationships are sound. While it is not the scope of this survey to deal with the effects of incomplete families on the lives of their children, it cannot but be obvious that the effect is apt to be a basic cause of dependency in their adult lives later. In this sample there were fifteen couples with children, and of the total child population of one hundred thirty-two, less than half, or fifty, of these children were in these homes. (Table 1A)

If the premise is sound that a child has the best social preparation in the complete family, then it would be reasonable to expect that the child reared by only one parent would have a less favourable chance in preparing for the relationships of adult life. Table 1A reveals several years of family dependency. The number of children of school age in the broken family group is most evident, but there were many younger children too. Social legislation such as the Mothers Allowance Act and the Social Assistance Act is aimed at permitting the mother to remain in her home and to care for her dependent children. The broken family situation has already threatened the child's emotional development, but it need not be jeopardized by the separation of mother and children. There are mothers who come to the agency with an optimistic plan of placing their children in foster care while they obtain employment so that they can contribute to the cost of their children's care. This plan is usually discouraged because experience has proven that it seldom works out well. The mother soon realizes that what she can earn is quite insufficient to maintain herself and her children. There
<table>
<thead>
<tr>
<th>FAMILY COMPOSITION</th>
<th>Period on Assistance</th>
<th>Less than 6 months</th>
<th>7 - 11 months</th>
<th>1 year or more</th>
<th>Totals</th>
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<tbody>
<tr>
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<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Both Parents</td>
<td></td>
<td></td>
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<td></td>
</tr>
<tr>
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<td>-</td>
<td>8</td>
<td>8</td>
<td>15</td>
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<tr>
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<td>-</td>
<td>4</td>
<td>4</td>
<td>15</td>
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<td></td>
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<td>2</td>
<td>6</td>
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<td>1</td>
<td>3</td>
<td>3</td>
<td>6</td>
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<td>-</td>
<td>1</td>
<td>1</td>
<td>6</td>
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<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
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<td>-</td>
<td>1</td>
<td>1</td>
<td>3</td>
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<td>-</td>
<td>1</td>
<td>1</td>
<td>3</td>
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<tr>
<td>3 or more children</td>
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<td>-</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
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<td></td>
</tr>
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<td>1</td>
<td>5</td>
<td>5</td>
<td>18</td>
</tr>
<tr>
<td>3 or more children</td>
<td>1</td>
<td>2</td>
<td>6</td>
<td>6</td>
<td>18</td>
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<td>Unmarried Mothers</td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1 or 2 children</td>
<td>-</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td>3 or more children</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>5</td>
</tr>
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<td>SINGLE PERSONS</td>
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<td></td>
<td></td>
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<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
</tr>
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<td>Unmarried Women</td>
<td>2</td>
<td>-</td>
<td>5</td>
<td>5</td>
<td>16</td>
</tr>
<tr>
<td>Men</td>
<td>3</td>
<td>1</td>
<td>7</td>
<td>7</td>
<td>11</td>
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<tr>
<td>TOTALS</td>
<td></td>
<td></td>
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TABLE 1A - AGES OF CHILDREN IN DEPENDENT FAMILIES

<table>
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<tr>
<th>Types of Families and Ages of Children</th>
<th>Period on Assistance</th>
<th>Total</th>
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<tr>
<td></td>
<td>Less than 1 yr.</td>
<td>1 - 5 yrs.</td>
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<tr>
<td>FULL FAMILIES</td>
<td>2</td>
<td>32</td>
</tr>
<tr>
<td>Pre-School</td>
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<td>7</td>
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<tr>
<td>6 - 12 years</td>
<td>3</td>
<td>15</td>
</tr>
<tr>
<td>13 - 18 years</td>
<td>-</td>
<td>10</td>
</tr>
<tr>
<td>BROKEN FAMILIES</td>
<td>33</td>
<td>41</td>
</tr>
<tr>
<td>Pre-School</td>
<td>19</td>
<td>12</td>
</tr>
<tr>
<td>6 - 12 years</td>
<td>11</td>
<td>23</td>
</tr>
<tr>
<td>13 - 18 years</td>
<td>3</td>
<td>6</td>
</tr>
<tr>
<td>TOTAL</td>
<td>42</td>
<td>73</td>
</tr>
</tbody>
</table>
were eighty-two children in one-parent families (Table 1A). In the majority of cases these children benefitted by being maintained in their own homes. Foster care is a poor substitute in the care of children. If the child's own home has any possibilities of sound family life, the use of public assistance to maintain it is the best social planning.

The Social Assistance Act provides for Social Allowance being paid to children, in families or with relatives, up to the age of sixteen years or to eighteen if the child is in school or is an invalid. It is interesting to observe the instances in the legislation which define a dependent child, and especially to note the agreement between the Acts in British Columbia and the Social Security Act of the United States of America.

The Social Security Act defines a dependent child as:
"A needy child under the age of sixteen, or under the age of eighteen if found by the state agency to be regularly attending school, who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and who is living with his father, mother, grandfather, grandmother, brother, sister, uncle or aunt in a place of residence maintained by one or more of such relatives as his or their own home."  

There is agreement in this definition of a dependent child as one under the age of eighteen years who is attending school, if mentally able. The British Columbia Mother's Allow-

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ance Act and the Children of Unmarried Parents Act define the child as one under the age of sixteen years and on this definition the affiliation order is made against the father in the latter act. However, the Mother's Allowance Act agrees with the Social Security definition and extends the age to eighteen. The British Columbia Protection of Children's Act defines the child in need of protection as being one under eighteen years of age.

One of the symptoms of family breakdown is the desertion of the husband. The Deserted Wives and Children's Maintenance Act defines a deserted wife; "A wife shall be deemed to be deserted if her husband has left her without reasonable cause or if she is living apart from her husband." The deserted wife is eligible for Social Allowance if she is destitute and is unemployable due to the care of her dependent children. There were eighteen mothers who were living apart from their husbands and who were in receipt of Social Allowance to aid them in the care of their children. The tabulation of the family formations gives a clear picture of the broken family types and also indicates that the majority of them were in receipt of Social Allowance for more than one year. (Table 1).

The following are brief accounts of the family situations of some deserted wives.

Evelyn A. is a French Canadian woman, 35 years old, and the mother of five children, the youngest, twins of seven and the eldest twelve years old. Her husband had deserted her. The

1. Revised Statutes of British Columbia, Chapter 21, 1951 section 2.
agency had attempted to help the family two years previously but the efforts of the social workers were unequal to helping these parents maintain a home for their children. At one point the mother deserted and the children were taken into foster care temporarily. Following her return the father left the home. Mrs. A. has been employed part-time in an effort to supplement Social Allowance and also to have a means of employment for the future when her children are less dependent on her. Deserted Wives and Children's Maintenance Act proceedings were considered. Each time that this action was contemplated the husband would make a contribution to the family's support, of a sufficient amount to forestall court action.

Hazel T. was a deserted wife for whom the Deserted Wives and Children's Maintenance Act was invoked and a court order made. Difficulties arose in this instance in Mrs. T. trying to collect the maintenance under the order. Show cause summons would result in payments and if sufficient numbers of these summons were issued, properly spaced, the husband's contributions to maintenance would be received. Adultery had been proven against Mrs. T. and her husband offered in the Deserted Wives and Children's Maintenance Act court hearing to maintain his three children. The Court Order was made leaving Mrs. T. without maintenance and Social Allowance was issued to her for herself.

There were other causes for the broken families besides desertion. Six women were widows; five were unmarried mothers who had decided to raise their children rather than place them for adoption; and the children of three families were being
Ivy J. is an unmarried mother of 38. She had been brought up in a French Canadian family that had been in receipt of public assistance since 1931. She is mentally dull and was in the Provincial Mental Hospital for treatment for a behaviour problem which manifested itself in her promiscuity. Her second illegitimate child remained with her and he is now 14 years old. Tom has been raised on Social Allowance. His clothing is almost entirely provided from social agencies sources. He has to accompany his mother when she spends the cheque as she is not capable of making change. The maternal grandfather has supplied the father-influence for Tom otherwise he would have been bereft of any masculine pattern.

A number of families are broken by the husband's incarceration. Mary L. had the full care of her six children, five of them of pre-school age, while her husband served his sentence in the Provincial gaol. Audrey M's. husband was addicted to drugs and had been sentenced as a result. Nora N. was in receipt of Social Allowance for herself and four pre-school children while her husband served his sentence for forgery.

The youngest deserted wife was seventeen. Josephine T's. deserted husband was in prison serving a term for armed robbery. She had tried to manage on Social Allowance with her two babies, both born in the same year eleven months apart, and as a result of this struggle she became ill with pulmonary tuberculosis. Her parents came from a prairie province to take the children while she entered a sanatorium.
Frances P. was the mother of four pre-school children and their father had deserted. There had been no marriage. Roderick was found in Eastern Canada by the Royal Canadian Mounted Police and encouraged to return. The police took the action to find him when Miss P. had laid a complaint under the Children of Unmarried Parent's Act. Roderick returned after a sojourn of eight months and resumed his place as father and provider.

Disability in the Pattern:

It is necessary, from the point of view of the eligibility for Social Allowance, to have a medical certificate describing the applicant's condition if this prevents him from earning his living. This certificate may also be the beginning of the process of rehabilitation as it suggests a remedial program. In the casework approach to rehabilitation we need not only to know the physical condition of the client but also to know his reaction to his physical condition. "If we understand the meaning of illness or of disability to the individual, we may see the purpose which it serves for him. Within the framework of his present situation, and the interplay of his family relationships, we need to try to understand what use his disability has for him - what unmet need it fulfils - now, in his present life situation."

The physical conditions described by these medical certificates were organized in Tables 2 and 3 and give a picture of disability in the pattern of dependency. These disability patterns tell not only a story of costs in tax dollars and of in-

terrupted lives but also they may tell of unsatisfactory family relationships in early childhood. In Table 2 it is revealed that fifty-three of the sixty-seven disabilities or 77 per cent, were permanent.

Disabilities may be either physical or mental in character, and either of a permanent or temporary nature. If the disability is temporary, every effort is made to implement a remedial program. Medical and hospital expenses are provided under the Social Assistance Act and the physician is permitted the use of specialists' services when prescribing treatment. If, however, the condition is of a permanent nature and so disabling as to require palliative and nursing care, boarding and nursing home costs may be provided also. The twenty-seven single men and women who received Social Allowance were eligible because of their unemployability arising from a disability. This likewise was the basis of eligibility of twelve married couples without dependents (Table 1). There were, however, an additional twenty clients who suffered from some disability, making a total of fifty-nine persons out of the ninety cases who had some form of mental or physical handicap. (Table 3).

The physical handicaps of a permanent nature included age, brain tumor, spastic paralysis, amputations, diabetes, curvature of the spine and inoperable cancer. Of the sixty-seven types of disability the greater number, forty-one, were permanent, (Table 2). "John" is typical of the permanent physical condition for whom medical science, at this time, can only try to ease the discomfort and to whom social casework can
offer help in adjustment.

John is afflicted with ankylosing spondylitis, a severe type of spinal arthritis which is said to present the acute symptoms in the mid-twenties and having run its course in ten to fifteen years leaves the spine so distorted that some victims are unable to see more than ten feet ahead of them in a standing position, their back being so curved forward. John's first acute attack came when he was 23 years old. He recovered from this attack and managed to do labouring work as a longshoreman for four years longer when he was again, and now completely, incapacitated at the age of 27. A year later he applied for Social Allowance.

John had a Grade VI education but no subsequent employment training. He left school in 1935, in the midst of the depression years, at the age of twelve years. With the advent of World War II and its period of high employment, John, who was then about 18, drifted into longshoring. In 1946, after six years of full employment, he had his first acute phase of arthritis which led later to a second and the crippling attack.

There were found to be fifty-two types of physical disability. Only eleven of these were considered temporary and a remedy is known and available, (Table 2). Hernia, cataracts and broken limbs usually respond readily to surgery and rehabilitation is quickly accomplished. Today, most cases of early diagnosed pulmonary tuberculosis are incapacitated for less than eighteen months.

Mental disabilities of a psychotic nature are frequently
considered temporary in this era of the progress of psychological medicine. Of the fifteen types of mental disabilities in this caseload, only three were considered to be temporary and able to respond to treatment. These temporary and psychological disabilities were as a result of poor inter-personal relationships. In the case of Clarabelle O., with the aid of a social worker, she was restored to a measure of independence. Miss O. was 41 years old when she applied for Social Allowance, being referred by her physician who was treating her for asthma. She had maintained herself for several years as a bookkeeper but over the past ten years had complained of her eyes making it difficult for her to do her work. She had always been subject to asthmatic symptoms and had spent considerable sums having allergy tests and receiving serum injections. Finally at the age of 41, she was unable to carry on by herself. Casework support was given Miss O. over a period of two years, after which she returned to her employment. She had no recurrence of asthma for six months; a further attack at this time lasted for two months, but after this she again resumed her work. Her difficulty was of a temporary and psychological nature though with alarming physical symptoms.

Among the eight single people in receipt of Social Allowance whose disability was diagnosed as psychological, only two were of a temporary nature. In two families a similar psychological disability accounted for eligibility for Social Allowance. Josephine B. and Madeline L. were both spinsters who had remained in their parents' homes to care for them. The former was 50 and
### TABLE 2. TYPES OF DISABILITY

<table>
<thead>
<tr>
<th>PERSON</th>
<th>Physical</th>
<th></th>
<th>Mental</th>
<th></th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>MALE HEAD OF FAMILY</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependent Children</td>
<td>20</td>
<td>6</td>
<td>3</td>
<td>1</td>
<td>30</td>
</tr>
<tr>
<td>Without Dependent</td>
<td>9</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td>18</td>
</tr>
<tr>
<td>Children</td>
<td>11</td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>12</td>
</tr>
<tr>
<td>WIFE (FAMILY OR COUPLE)</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependent Children</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>-</td>
<td>5</td>
</tr>
<tr>
<td>SINGLE MEN OR WIDowers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependent Children</td>
<td>12</td>
<td>1</td>
<td>4</td>
<td>-</td>
<td>17</td>
</tr>
<tr>
<td>Without Dependent</td>
<td>3</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>3</td>
</tr>
<tr>
<td>Children</td>
<td>9</td>
<td>1</td>
<td>4</td>
<td>-</td>
<td>14</td>
</tr>
<tr>
<td>SINGLE WOMEN OR WIDOWS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>8</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>15</td>
</tr>
<tr>
<td>TOTALS</td>
<td>41</td>
<td>11</td>
<td>12</td>
<td>3</td>
<td>67</td>
</tr>
</tbody>
</table>
the latter 41 years of age. Their sheltered life had, by this age, served to completely isolate them from the labour market. They were untrained other than in housework, and these duties they were accustomed to performing only under the direction of their mothers in their French Canadian homes. They lacked the necessary self-confidence to move out into the community to seek training. To all intents and purposes they were disabled, in a psychological way. Social Allowance was granted to them and they continue to care for their aging parents thus keeping the family together and postponing the admitting of these elderly people to boarding care.

The disability of the breadwinner frequently leads to the continuing dependency of the family. Rene, age 31, was subject to a partial paralysis and to epileptic seizures. He was diagnosed as being afflicted with hemi-paresis and epilepsy, the prognosis being fatal. His wife, now aged 26, had borne three children within six years. Rene was apprenticed to the electrician's trade but had been unable to work because of the increasing frequency of the seizures and the growing paralysis. He died within the year that the family was granted Social Allowance. Dependency, beginning with the physical disability of the husband, continued with the widowhood of this mother on the basis of the care of young children. The mother would receive $74.50 per month Social Allowance and out of this would have to clothe, feed and find shelter for her family.

With a less tragic ending, but nevertheless with a chronic condition of dependency resulting is the situation of
TABLE 3. DISABILITIES IN RELATION TO PERIODS ON ASSISTANCE

<table>
<thead>
<tr>
<th>GROUP</th>
<th>Period on Assistance</th>
<th>Less than one year</th>
<th>1-3 years</th>
<th>3 years or more</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PERSONS WITH PERMANENT DISABILITY</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MEN</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>With Dependents</td>
<td></td>
<td>7</td>
<td>7</td>
<td>6</td>
<td>20</td>
</tr>
<tr>
<td>Without Dependents</td>
<td></td>
<td>2</td>
<td>2</td>
<td>6</td>
<td>10</td>
</tr>
<tr>
<td>WOMEN</td>
<td></td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>With Dependents</td>
<td></td>
<td>5</td>
<td>5</td>
<td>6</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>PERSONS WITH TEMPORARY DISABILITY</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>MEN</td>
<td></td>
<td>1</td>
<td>3</td>
<td>4</td>
<td>11</td>
</tr>
<tr>
<td>With Dependents</td>
<td></td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>7</td>
</tr>
<tr>
<td>Without Dependents</td>
<td></td>
<td>1</td>
<td>-</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>WOMEN</td>
<td></td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>TOTALS</td>
<td></td>
<td>18</td>
<td>17</td>
<td>24</td>
<td>59</td>
</tr>
</tbody>
</table>
Fred's family. For thirteen years this family has been dependent upon public assistance. Fred, aged 46, and his wife five years older, were the parents of four children, three of them in their adolescence. Fred had suffered for many years from a peptic ulcer. The family relationships were constantly buffeted by the tensions that Fred's physical condition engendered. The family was so emotionally involved that the adolescents were being driven from their home and were a source of concern to the school, and ultimately to the Juvenile Court Probation Officer.

The family had been in receipt of public assistance since 1940. Fred had no employment skill but had tried to maintain himself by laboring work. Peptic ulcers are said to be the result of excessive and continuous frustration. It might be speculated that Fred's lack of training, seasonal employment and not too adequate wages, and the growing family responsibilities had created a cycle in which he was caught and from which the only subconscious escape was in semi-invalidism.

Earning Capacity:

The three main causes of indigency are physical and mental disability, the responsibility involving the care of children and the inadequate means of the breadwinner. Although the third is not a condition of eligibility for Social Allowance, an examination of the means of livelihood of these family heads suggest a basic cause of dependency.

Everyone has found some means of maintenance in the course of his life; when clients make application for Social Allowance
part of the assessment of their strengths and weaknesses will undoubtedly be revealed from a knowledge of their employment history. "The habits and discipline of a steady occupation are themselves elements in strengthening economic capacity; the deteriorating effects of idleness, the loss of proficiency and the 'will to work' which results from prolonged employment, the demoralizing influence of irregular and casual employment, by contrast weaken it." The husband who has a trade which he has followed and by which he has successfully maintained his family is likely to have in his personality those qualities of self-reliance that will the more readily restore him to independence. These habits and disciplines to which Dr. Marsh refers are the foundation of rehabilitation just as the lack of them makes for a poor prognosis.

The person who has a good history of employment is likely to be a person with self-respect and hope. "The general characteristic of the goals workers seek to reach is similar. All want to perform in a socially respected role; to be a producer, the holder of a 'service' job, a fellow his mates look to, a thrifty man, a good provider, a man who never lets his family down, the good father of successful kids."

The contrast in the outlook of the applicant who has not enjoyed full employment and steady or prolonged training is generally very marked. "The unskilled worker is subject to the

practical control 'from another world' - that of his employer - the buyer of his labor. The goals and ambitions that he has may never be reached. Personal plans do not materialize. He becomes accustomed to watching for evidence that he has satisfied or displeased someone whose decisions as to his fate do count."

Charlotte Towle has expressed well the "deep conviction that men live by their work and that it has in countless instances more than mere survival value for them." She is further convinced that the "normal adult wants to work, that he has an imperative need to work, and that he is deeply frustrated in his growth impulses when denied that opportunity." Furthermore, it is her conviction that it is not idleness itself but the frustration in idleness which sets in operation the regressive process through which men break down or become what is commonly termed 'pauperized'.

When the social history shows a long period of idleness, or of casual employment, or of job-changing, it may be as a result of not having an opportunity for continuous employment due to inadequate vocational preparation, or it may be understood to be a symptom of personality damage. "Until it is recognized that man normally wants to work and that disinclination for work may well be a symptom of mental or emotional illness....", says Charlotte Towle, we will be apt to approach the habitually unemployed person in a judgmental frame of mind.

The classification of employment of the wage earner in

3. Towle, Charlotte, op. cit., page 64.
Table 4 is a simple one recognizing three general classes of skilled, semiskilled and unskilled workers. Nevertheless, this information is significant. Among the men in this sample group there is not one breadwinner who can be classified as skilled. The four men who have semi-skilled employment backgrounds are somewhat better equipped to provide for their families than the twenty-three who depended upon the availability of laboring jobs which frequently are seasonal or migratory. The four men classed as semi-skilled had been mainly loggers or stevedores, work in which there is no formal training, and much dependence on physical health and strength. The two semi-skilled women had been waitresses or store clerks. Thirty-one women were classified as housewives, a work experience that could permit them only to obtain domestic employment, if their age permitted, (Table 4). One widow whose only work experience was that of a housewife, obtained employment as a janitress.

Duration of Dependency:

There are three major interests in examining the length of time these various groups had been in receipt of public assistance. The period of dependency has special meaning, to the administrators of the Social Welfare program, to the lives of the children in the sixty-three family groups, and to the heads of these families.

In the fiscal year of 1952-1953 the per capita cost of Social Allowance in British Columbia was approximately $644.00.

This figure includes not only the maintenance rates or Social Allowance, but also the cost of medical care, drugs and the ancillary services. This has special significance when it is seen that twenty-four family units were in receipt of Social Allowance for less than six months; it is also significant, if not alarming, when it is noted that fifty-six family units were in receipt of public assistance for more than one year, (Table 1). Three of these families had been dependent upon tax-supported programs for a total of fifty-nine years.

Families in receipt of Social Allowance have not only the normal stresses of family life but also the added ones of inadequate financial resources. The tensions of the deserted wife who must provide the necessities of life for herself and four children being in receipt of public assistance, is problem enough, but when three of the children are attending school, her problem is increased as she tries to provide adequate clothing and school supplies. The frustrated and anxious mother is apt to engender anxiety in her children.

Dependency causes dependency in that it plants its seed in the young lives of the financially dependent families. Two children over the ages of thirteen years were raised on Social Allowance and one had more than sixteen years of family dependency on public assistance. Seventy-three children had more than one year, some as long as five years of the rigorous existence of economic dependency. Sixty-one of these children were of elementary school age and, due to the limited family income over those years, spending-money, school extras and
<table>
<thead>
<tr>
<th>Vocational Group</th>
<th>Period on Assistance</th>
<th>Less than one year</th>
<th>1 - 3 years</th>
<th>3 years or more</th>
<th>Total</th>
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</thead>
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<tr>
<td>Male Breadwinners (With Families)</td>
<td></td>
<td>10</td>
<td>9</td>
<td>8</td>
<td>27</td>
</tr>
<tr>
<td>Skilled</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Semi-Skilled</td>
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<td>-</td>
<td>1</td>
<td>-</td>
<td>4</td>
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<tr>
<td>Unskilled</td>
<td>7</td>
<td>9</td>
<td>7</td>
<td>-</td>
<td>23</td>
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<td>Male Earners (No Dependents)</td>
<td></td>
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<td>2</td>
<td>8</td>
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<tr>
<td>Skilled</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>4</td>
</tr>
<tr>
<td>Semi-Skilled</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
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<td>2</td>
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<td>-</td>
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<td>Women Breadwinners (With Dependents)</td>
<td></td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>5</td>
</tr>
<tr>
<td>Skilled</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>-</td>
<td>1</td>
</tr>
<tr>
<td>Semi-Skilled</td>
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<td>-</td>
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</tr>
<tr>
<td>Semi-Skilled</td>
<td>3</td>
<td>-</td>
<td>4</td>
<td>-</td>
<td>11</td>
</tr>
<tr>
<td>Unskilled</td>
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<td>1</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Housewives</td>
<td></td>
<td>12</td>
<td>9</td>
<td>10</td>
<td>31</td>
</tr>
<tr>
<td>Totals</td>
<td></td>
<td>31</td>
<td>26</td>
<td>32</td>
<td>90</td>
</tr>
</tbody>
</table>
"acceptable" clothing were probably denied them in this school experience which was their first introduction to the community. Nine of these children had six years or more of this social condition in the elementary school years. Twenty-six adolescents were in Social Allowance families, a fact that is enlarged upon in Chapter IV. Forty-four pre-school children required adequate food in these critical years of growth and milk alone was twenty-two cents per quart, (Table 1A). This is something of the meaning that the length of time a family on Social Allowance has for the children.

The occupational information from this study seems to indicate that the person with a trade, or some training, is less frequently financially dependent. Only twenty-three of the ninety earners could be described as skilled or semi-skilled, and nine of these had been in receipt of Social Allowance for less than one year; at the time of review, four women had been financially dependent for one to three years and ten for more than three years. Seventeen of the male breadwinners had been in receipt of public assistance for varying periods of a year to more than three years, (Table 4).

Advanced age was grouped as a permanent physical disability in this study, and accounted for approximately eighteen heads of families and single persons being eligible for Social Allowance on a continuing basis.

The forty-eight persons with permanent disabilities, either mental or physical, were likely to be dependent for the rest of their lives, (Table 3). This lengthy period of economic
dependency not only has its significance in social welfare costs but it is also significant in the social maladjustments. Thir­
teen disabled men with dependents had been deposed from their accustomed roles as breadwinners for periods varying from one to three years or more and unless medical science discovers re­medial procedures they are likely to continue in this new role, (Table 3). The role of breadwinner is normally assumed by the husband and father and the sons and daughters learn this pattern in family groups. In these thirteen families the children are quite apt to acquire a distorted concept of the role of father and husband that will make their adult social adjustment difficult. On the basis of the examination of the patterns of dependency presented by the statistics of this study it appears that there are many tasks for social welfare administration and for social work if these patterns are to be interrupted and dependency pre­vented.
CHAPTER FOUR
SOME IMPLICATIONS FOR IMPROVED SOCIAL ASSISTANCE

The present review had two main purposes: of assessing the continued eligibility of social allowance recipients, and of seeing that they received the service that the Social Assistance Act intended should be rendered to them. It is reasonable to ask whether the facts and patterns shown by a representative group suggest any recommendations relating to the adequacy of the casework services, and to the costs and efficiency in administration.

In bringing social casework services to clients, the administrative and professional concerns are united if services are available and adequate and if they are given with due regard to the dignity of the individual. In a review of the social services the administrator may be primarily interested in the saving of the tax dollar, but he can also come to be as interested in the results of good casework which lead to the rehabilitation of a person. This added interest is aroused by a process of reporting to the administrator, in as much detail as possible, what it is that the social caseworker is endeavoring to do and what he has accomplished. In such reports, deficiencies in agency policy or in community resources or in both, may have to be considered as important aspects in the client's rehabilitation.

Family Casework: Information for Aid and Service

The objective in granting social allowance is the re-
habilitation of the client. An important aspect of this case-work process is the file record which consists of the data necessary to formulate a social plan. In order to help a dependent person to return to his former state of independence, if possible, it is necessary to know to what degree of independence he was accustomed. This understanding of the client is essential to a social diagnosis and prognosis of his rehabilitation. In file records there are some clients whose history of dependence is so great as to enable the social caseworker to predict the client's continued reliance upon public assistance. In other instances, this present dependence is only a secondary reversal of his normal pattern and with timely help he will regain his independence. But until the caseworker has this appraisal, no adequate plan of helping the client can be made.

These ninety case files reveal a need for a far more careful obtaining and selection of data concerning the client in order to assist him. The fact of a man's past employment is not too meaningful, unless it is related to his habitual means of livelihood. The fact that the applicant was working as a labourer has meaning only if it is known that he has a skill, for instance, as a plasterer, but because he could not obtain this type of employment he took a job at unskilled work in an attempt to maintain himself and his family.

In the case of Roger, the social worker gathered considerable data with regard to his abilities and interests, and had a good opportunity to discuss rehabilitation plans with him when Roger was convalescing from tuberculosis. Roger was a
resourceful man; but the social worker's encouragement to him to recognize his capabilities could help a great deal toward his rehabilitation.

Education and vocational training, work experience and career or job ambitions are details which are typically lacking in case files. The collecting and recording of such data could have been the means of bringing a better service to the client. If a man had had only an unskilled work experience, and that can be established, then there is not so much to do, but this fact should be stated.

A similar lack of detail in recording is noticed in those cases in which the disrupted marital relationship was a cause of dependency. In categories of service other than those giving financial assistance, the history of marital adjustment is gathered and recorded as a basis of judging the precipitating incident in the marriage problem. In granting Social Allowance to a deserted wife and her family, the objective is not only to assist her financially but also to explore and if possible, effect a reconciliation. An understanding of the marriage relationship is essential in this assessment. The files too frequently contain the record that the husband 'suddenly' left his wife and family, which is a most inadequate fact with which to begin a social plan of rehabilitation. Of course the suddenness may have precipitated the wife coming to the agency. The casework service to the children in the family becomes more purposeful only if there is a full knowledge of the parents' attitude to each other and to their children.
Likewise, the history of a young man's reaction to illness will be a fair indication of his convalescence from his present illness. It will also be an indication of how much social casework is necessary in helping him to resume his independence. Without this understanding his dependence may be dangerously prolonged, even to a chronic condition of pauperization.

The importance of children is obvious, sometimes however, too obvious. It is easy for children in these families to receive mention as little more than statistics in the case record. Only when they approach their adolescence, or there is any mention of them not finishing school, attention may be directed to them and plans suggested for vocational training. Lack of attention to the way in which children are faring was one of the reasons for the survey conducted by Maureen Evans in the Social Welfare Department of the City of Victoria. Her conclusion on this occasion was that "All too often they seem to be 'forgotten people' in our files. In many Social Allowance cases it is not possible even to determine what school grades the children are in, and in others it can be done by looking back two or three years and calculating the probable present grade from information given then." Where children complete their public school education and avail themselves of vocational training, it is usually as a result of the parents' influence. By far the majority of the parents lack that influence and the social worker has not been able to help until it is too late.

Cases opened and grouped in the caseload by categories
of financial assistance, or adoption or protection and segregated according to the legislation being implemented, tend to suffer from a distortion of the objective of sound casework. The legislation tends to be served first instead of being the resource to be used in resolving the client's problem. Too frequently the legislation sets the casework focus and in the annual visit to the family there is more concern expressed for the eligibility for continuing assistance than for the adjustment of the children. With less emphasis on the category and more on the use of legislation as a resource in meeting a family's total need, one would hope that the social casework service would be better and more effective. Mr. Kuhn raised a similar question related to the use of legislation to segregate the social needs, when he asked what place the professional social worker had in a public agency when the checking of technical eligibility and the calculation of income for the purposes of adjusting social allowance is his chief function.

Rehabilitation

Dictionary definitions of the word 'rehabilitation' include the restoring of a person to any rank, privileges, property to which he was accustomed. In social work, this definition is broadened to include the making of a place for a person where no place had formerly been occupied by him. Rehabilitation may be a total restoration, or only partial, depending on the

resources of the person, his family, community, the skill of medical science and the availability of social casework. Rehabilitation programmes include not only the skills of medicine, but also of employment, recreation, religion, psychiatry, social work, vocational counselling and training. Mr. Hooson has developed a detailed outlining of rehabilitation program facilities in his thesis. He gives priority to the requirement that the entire staff have a vital belief in the inherent value of rehabilitation. He sees this belief as the motive necessary for the passing of legislation. Resources in such a programme include the repair of physical disabilities, vocational counselling, retraining, employment placement, substitute income for families and family counselling.

One of the aspects of the programme of rehabilitation is the partial restoration of income by the modern government's programme of social security which provides for the risks and contingencies of family life that are beyond the capacity of most people to finance adequately from their own resources. The Canadian social security programme covers the areas of employment, sickness, disability and old age, and family needs, as Dr. Marsh outlined them in 1943. Today, many of these areas have been covered by legislation providing not only for an assistance to be paid as maintenance but also for rehabilitation of the citizen when that is possible. The most recent law to be passed is the Federal Unemployment Assistance Act. At present

1. Hooson, William - op. cit.
the national program of employment and substitute income to unemployed people is well developed. It provides also for readjustment in employment and for retraining of workmen. The income substitutes consist of two categories of assistance for old age and two categories for disability. Workmen's Compensation is a provincial provision. Also, there is presently forecast the enactment of medical and hospital insurance on a national basis. The recognition of the need of supplementary income for large families is symbolized by Family Allowance paid by the federal government. The loss of family income is provided provincially by Mother's Allowance and Social Assistance. In the Disabled Person's Act there is provision for the repair of the disabling condition and with the use of Schedule 'R' of the National Employment Service programme which provides for a subsistence allowance and transportation costs to be paid to the workman while he is being retrained for an appropriate job, he is enabled to become a productive citizen again.

These programmes are available for the rehabilitation of people in need in Coquitlam. But in addition to all legislative programmes there is need for self-help. It is reported from various urban centres that handicapped people have been employed in a sheltered type of industry. Such employment is not only economically valuable for employees and society generally, but it is also of inestimable value to the employees from a psychological standpoint. The account of the work of Dr. Howard Rusk, Chief of Convalescent Service in the United States Army Air Force, tells of the new perspective that activity gave the bored
patients in military hospitals. In this account of Dr. Rusk's work the astounding facts were not what the patients were given to occupy their time, but the interest with which they grasped at the opportunity to be occupied and the revival of their interest in living that resulted. Sheltered workshops for handicapped persons are being developed in Canadian cities. Not only do these facilities provide incomes for the physically and psychologically impaired men and women but they also foster their improved mental health. The programme of the Co-operative Play Group for preschool children which is becoming recognized as a useful medium in helping young parents is another "self-help", creative activity that could be extended with profit to the clients of Social Welfare Branch. The industry of many mothers during the 1930-40 years of the depression in preserving food and remaking clothes would be appropriate to the mothers of many Social Assistance families.

These programmes require sponsors. The local Service Club of Coquitlam is actively engaged at Christmas in providing hampers and a Children's party and has indicated a desire to foster other projects of a more permanent nature. Resources of small communities such as Coquitlam are difficult to mobilize due to its intermediate character. Coquitlam is neither urban where many social agencies are usually located to assist dependent families and where recreation opportunities are more numerous for the more densely populated areas; nor is Coquitlam rural, where only

a few families live near the farm lands. In Coquitlam employment opportunities are not varied and are for unskilled labourers principally. The Y.M.C.A. of New Westminster is a possible sponsor of programmes in Coquitlam and would add self-help opportunities in recreation for all members of the family. Church congregations attempt to develop programmes but these are of limited interests. The Parent-Teachers Association and the schools sponsor community activities but the total of these programmes is inadequate and leaves gaps in planning for the entire district.

Administration

The principle of decentralization of administration is applied in the Social Welfare programme of this province. As the population of each district exceeds ten thousand people, the municipal government must establish a Social Welfare Department and assume the total administration of the social casework within its jurisdiction. In this way the services are readily available to the people and the programme is the responsibility of the local governing body. Such departments have a welfare committee of the council which provides not only for an avenue of approach to the council meetings for matters of the department's operation and policy, but also a possible medium of education of the Council on the fundamentals of welfare. These welfare committees could be the beginnings of citizen's advisory committees on social welfare matters. These committees would carry the principle of decentralization to its fuller implication of local responsibility and improvements in services could
be reasonably expected because of an informed local government and of community support.

It would be by the educating of this smaller group, whether it is a citizen's advisory committee or the welfare committee of the council, that the needed improvements in social service would be gained. To such a body of taxpayers, the needs for increased staff would be presented. They would be helped to appreciate the limitations of the two social workers, whose clients these ninety Social Allowance cases were, who also had 483 cases in other categories. Together they shared a total caseload of 573 cases. With such a responsibility there is a minimum of opportunity to give intensive casework service to families where the prognosis for rehabilitation is good.

An example of the values of smaller caseloads that could be persuasive illustration in discussion with such a committee, is work of social work students which operate in this district each year and to whom are assigned a variety of cases. These students are under close supervision and have small caseloads. Each year a high percentage of the Social Allowance family cases assigned are moved noticeably toward independence and many are rehabilitated. This is evidence that smaller caseloads present a better service to the clients. When clients are rehabilitated, people are restored to independence and tax money wisely administered. This would also be a good example of the value of intensive supervision that an assistant supervisor could accomplish and thus improve services.
Both Mr. Willems and Mr. Hooson documented in their theses the need for adequate staff, both supervisory and casework to permit a selection, early in the intake process, of those applicants whose background histories suggest their ability to respond to treatment. This earlier assessment and beginning of social casework treatment would tend to effect an increased percentage of rehabilitation. The cost of increased staff, needed to accomplish this, would ultimately be saved as the potential independence and desire to be self-reliant of the recipient we readily fostered.

A local, informed committee can be a vital force in interpreting to provincial administration, the needs for policy and legislation changes. The Residence and Responsibility Act of British Columbia is both a consumer of time and a distractor of casework. Considerable time is required by the social worker to check the residence of each applicant in order that the legally responsible municipality can be charged with its portion of the Social Allowance. Legal residence is an antiquated requirement in social welfare. "This idea that entitlement to social benefits inheres in attachment to a particular segment of the earth's surface is a very old institution in our society—about 350 years old—Like all our society institutions, it once served a needed social purpose and there are historical reasons for its survival into our time. I do not believe, however, that

2. Hooson, William - op. cit.
our present interest in human gerontology requires an institutional counterpart. For however doggedly institutions cling to their own survival they are not, like people, ends in themselves but rather the means to the achievement of human goals.  

In the Province of British Columbia, the Residence laws create a minimum of suffering to the clients. Those who have not gained residence within the Province are not repatriated or deported without a genuine consideration of the social advantages to the client. However, residence can become so important an administrative concern that the problems within the family are overlooked until they have become magnified and create an emergency problem.

Another concern of the local social welfare department that could be shared with an advisory group is the increasing number of broken families. The ramifications of broken homes in police, court and Social Assistance costs; of the disturbed lives and the distorted views that these children get of adulthood; and of the warped morals in so many facets of life that result warrant the intensive study by local committees. In those instances of common-law relationship consideration should be given to the need of a revision of Canada's divorce laws, and of the implementation of Affiliation Orders on a nation wide basis. In many of the common-law unions of the families in this study, one partner was not free to marry due to inability to obtain a divorce.

Others, deserted wives were unable to plan for remarriage because they were not able to be divorced from their deserting husbands. The execution of Affiliation Orders is restricted by the provincial boundaries in which they were made. Whether a Canada-wide enforcement would result in greater success in the collection of maintenance is not known, but it cannot be tested at this point.

This study grew out of an interest in the causes of dependency. As a result of the tabulation of the statistics collected there has been revealed a number of patterns of dependency. Due to the inadequate data in the case records it was not possible to explore intensively the backgrounds of the families to obtain indications of the causes of their dependency, other than the precipitating causes. Another aspect of this thesis is an attempt to define the concept of dependency, resolving it into three components, economic, social and psychological.

The patterns of dependency were roughly of four types and the major pattern dealt with family formations. The broken family had four variations of the one parent group; the deserted mother and her children, the widow with children, the divorced woman and dependents and the unmarried mother and her children. The complete family, in which there were both parents, revealed that the breadwinner was either elderly or disabled. The pattern of disability had three arrangements of physical, psychological and age which were varied by a consideration of the first two under the headings of temporary and permanent disability. Associated with each pattern there was an overlay pattern of the
children in these families and when this was related to the periods of time that each family was in receipt of assistance there were speculations about the effect this dependency would have on their lives. Another thread running through these basic patterns was the period of dependency, suggesting a meaning in terms of tax dollars, and more important, of personality damage. The repeated fact of vocational unpreparedness form a pattern of the unskilled workman's vulnerability to dependency.

There are at least three topics which suggest further study. Research in the employment backgrounds of the dependent breadwinners would add greatly to a clearer understanding of the concept of dependency. A study of the children in Social Allowance families would make a vital contribution to the knowledge of the childhood privations that may or may not result in adult dependency. The research method used by Mr. Kuhn of interviewing these families and especially the children, would seem to be useful in such a study. Another study into the possibilities of the greater development of welfare committees of municipal councils should make a valuable contribution to the understanding of all least one way of fostering community interest in social welfare programmes.

This thesis is closely related to those written by Mr. Willems, Mr. Marcuse and Mr. Hooson in that they deal with dependency. Mr. Marcuse made an intensive exploration of a group

of "hard core" families who had long been dependent upon the community. In the Abstract he states his objective as;

"The present study is an exploratory analysis, examining data and methodology, of such groups ('hard core' cases) in a particular but strategic setting—the family service agency. After (a) considering popular and more acceptable definitions of 'hard core' cases, it (b) reviews briefly some of the statistical indications of long term cases in the Family Service Agency of Greater Vancouver, and proceeds to (c) a detailed analysis of a small selected group who manifest all the characteristics of chronic dependency and maladjustment. The systematic exploration of all the complex elements in the pattern of multi-problems dependency is the main theme of this study".

Many of the characteristics of chronic dependency revealed by Mr. Marcuse's thesis may be found in the patterns of dependency of this present survey also.

Mr. Marcuse concluded that; (a) multiproblem families and potentially chronic cases are susceptible of relatively early identification, and (b) treatment planning and preventative techniques raise the issue of adequate community and agency resources, especially the resource of a family mental health centre. Both of these points are common to the conclusions of the other three theses.

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Mr. Hooson studied a public assistance caseload, "with a view to analyzing the rehabilitation possibilities of the clients". He was concerned with the intrinsic factors of physical and economic eligibility as well as the work history of the wage earners, and the intrinsic factors of personality and feelings which conditioned the acceptance of assistance and which also indicated the potentialities for improvement or readjustment. He

1. Hooson, William - op. cit.
concluded that rehabilitation plans should include an assessment of the emotional factors of clients during the intake process and by qualified social workers. He advocates a provincial co-ordinator of rehabilitation and recognizes 'that a large proportion of persons in receipt of current public aid are suffering from medical disabilities which are irremediable. For these, the goal of total rehabilitation is not realistic but a proper function of the social worker is to help such clients accept their handicaps and achieve a limited adjustment'.

Mr. Willems studied a Social Allowance caseload in New Westminster against a historical background of social assistance programmes in that city at the beginning of the twentieth century. It is interesting to compare statistics of the two social assistance caseloads in these adjacent municipal social welfare offices. The number of families with children is greater in the Coquitlam caseload than in New Westminster; there are 70% of the families in Coquitlam with dependent children as compared with 19% in New Westminster. The families were long in receipt of assistance in New Westminster; 75% of the recipients were in receipt one year or more as compared with 62% of the families in Coquitlam. There was an increase of 10% of the number of unskilled labourers in the Coquitlam caseload and a 5% decrease in the number of clients permanently disabled.

Mr. Willems' recommendations are equally applicable to the social welfare programme of Coquitlam. He offers the dif-

1. Willems, Harry A. - op. cit.
ferential approach to caseload management as a solution to the most profitable use of the social worker's time and training. Those clients who have the most hopeful prospect of rehabilitation should be given priority. Good intake procedure such as Mr. Willems suggests, uniformly accomplished by one social worker freeing the others to do the more intensive casework, is sound from the point of view of administration and of case handling. His recommendation that there be more vocational training for women is now becoming a reality. Several of the unskilled women in the Coquitlam caseload are now being trained through the National Employment Service training plan. With the heavy demands put upon the limited number of social workers employed by Social Welfare Branch there is too little time for adequate marital and family counselling service. Mr. Willems' recommendation that a private family service agency be established would fill the need of the social welfare programme of Coquitlam as well as New Westminster.

The observations of these four theses, dealing with dependency and various aspects of rehabilitation, have two common bases; that chronic dependency may be identified early in the intake process and that more resources for rehabilitation are needed.

This thesis began with a reference to the Iron Monument which served to introduce the concept of dependency. The child was the key to the unity and meaning of this statue and is also the central concern in a study of families in receipt of public assistance. It is the child, whose future is before him, who
suffers most in Social Allowance families and it is he who should be the focus of preventative and rehabilitative planning with those families.
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