

# Current Issue Review

## CHILD ABUSE

*MAGREEN* **Rum**

POLITICAL AND SOCIAL AFFAIRS DIVISION

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CHILD ABUSE

ISSUE DEFINITION

"Spare the rod and spoil the child" is an old saying frequently used to justify the corporal punishment of children. While a spanking with one's hand is unlikely to cause serious injury, a sizeable number of children have received severe injuries or died in Canada as a result of beatings at the hands of their parents or guardians. Numerous others are sexually abused by relatives, neighbours, religious leaders or teachers. Among the issues in the study of child abuse, three emerge on the federal scene: possible changes to the Criminal Code, the use of a federal registry to identify child abusers and the need for mandatory reporting under the Criminal Code of suspected cases of child abuse.

BACKGROUND

A. Children's Rights

History has documented the power of parents. The Romans went further than any other legal system in placing the liberty and lives of children within the power of their father. Early Roman law referred to as "patria potestas" included the right of the father to give a child away or have it put to death. Under English medieval law a new concept took hold, "parens patria," whereby the father had an obligation to exercise guardianship over minors. Under 18th century English common law children were regarded as chattels. Parents had three duties: maintenance, protection and education; from these obligations followed the parents' claim to authority over children.

It has only been during the past 100 years that childhood has been recognized as a unique period. The first legal challenge in North America to the absolute rights of parents occurred in New York in 1870 when a social worker who was horrified at the neglect of a child sought legal assistance and finally turned to the American Society for the Prevention of Cruelty to Animals as a means of obtaining legal sanction. Shortly thereafter, the American Society for the Prevention of Cruelty to Children was founded. Twenty years later, in 1891, the first such organization in Canada was established in Toronto, the Children's Aid Society.

From this early beginning flowed legislation in North America to protect children who were neglected and abused. Such actions demonstrated a concern by the state for the well-being of children and an acknowledgement that parents did not have sole authority over their offspring. From this has evolved a feeling that a child is a citizen in his own right, and the state has an obligation to assist him, as a minor, in exercising his rights. Thus, in recent years there has been a concern about the need for a children's bill of rights. No longer does a parent have the undisputed power of the Roman father.

#### B. Early Detection of Child Abuse

The first clues about child abuse were uncovered around the turn of the century by radiologists who, upon examining X-rays of children, discovered evidence of earlier fractures. In 1946, an American, Dr. John Caffey, published a landmark article on multiple fractures in the long bones of infants suffering from bleeding in the skull. He postulated that these injuries were not accidental but were caused by some form of battering. Later, Dr. C. Henry Kempe of the Colorado School of Medicine became concerned about the large number of children suffering from mysterious injuries that did not appear to be caused by unobserved or unreported accidents. Through a survey of hospitals, Kempe found 250 to 300 cases of child abuse per million population; he coined the phrase "battered child syndrome" to describe his findings.

The intense publicity in the United States about child abuse in the late '50s and '60s led to the enactment of U.S. legislation requiring physicians and others to notify authorities of such abuse; by 1968 all 50 States had enacted such laws. Moreover, in 1974 the Child Abuse Prevention and Treatment Act created the National Center on Child Abuse and Neglect, an institution which provides grants to states and agencies for child abuse programs as well as for research. More recently, American research has looked at the relationship between child abuse and delinquency, teenage prostitution and wife battering.

Interest in Canada in child abuse was a product of the late '60s. At that time several provinces took steps to establish provincial registries as well as mandatory reporting laws. The subject of child abuse was topical at annual meetings of various associations and national organizations. Meanwhile, the federal government convened consultations with the provinces and funded research and demonstration projects.

c. Definition

Child abuse is a general term used to describe a variety of injuries inflicted by a parent or guardian. There are three main types of abuse: physical abuse or battering; neglect, usually involving food or water deprivation or inadequate hygiene often resulting in failure to thrive; and sexual abuse, which includes pornographic exploitation, incest, violent molestation, rape or pedophile contact.

Earlier definitions of child abuse tended to concentrate on physical abuse. Current definitions specify a wider range of activities including sexual abuse, an area which has only recently been given prominence. A typical definition would be the one used by the 1974 U.S. Child Abuse Prevention and Treatment Act:

The physical or mental injury, sexual abuse, negligent treatment or maltreatment of a child under the age of 18 by a person who is responsible for the child's welfare, under circumstances which indicate that the child's health or welfare is harmed or threatened.

One should note, however, the lack of a standard usable agreed-upon definition of child abuse in Canada. Each province specifies in its legislation certain types of injuries and also the age of the child. Thus, there is a wide variety of interpretation about what constitutes child abuse, a fact which complicates any national reporting system. Debate continues in Canada and the United States about what constitutes psychological abuse.

#### D. Extent of Child Abuse

The vast amount of unreported child abuse makes estimating the extent of this problem very difficult. Most provinces have child abuse registries, but child protection workers and victimization studies indicate that these registries record only a fraction of cases. However, the number of reported cases has been rising dramatically each year across the country.

Sexual abuse has been one of the least reported types of child abuse. The Badgley Report on Sexual Offences Against Children (1984) has published the highest estimate of child abuse, although it dealt only with sexual abuse. Based on a national sample of adult Canadians (rather than on child abuse cases known to the police or agencies) their study found that at some point in their lives 1 in 2 females and 1 in 3 males had been "victims of unwanted sexual acts". Four fifths of these incidents had happened when the victims were children or youths. Sexual abuse most often occurs in the afternoon, in the home of the victim or offender, and is more often abuse of girls than of boys. Especially 14 and 15 year-old girls are victims of unreported sexual abuse by fathers and stepfathers.

A higher rate of sexual abuse is found in the Badgley Report partially because its definition of the term is broader than that of other researchers. But this report is based on a representative sample of Canadians as well as police, hospital and child welfare agency reports. Badgley agreed with many others that child abuse registries give an inaccurate picture of the extent of the problem, as serious sexual offences are less likely to be reported to the registry than other forms of child abuse.

Sexual abuse in day care centres, schools and churches has become an issue in some parts of the country. Personal safety lessons are being expanded in some schools to teach children how to stop sexual abuse at home as well as by friends, relatives and strangers. School boards are attempting to screen out potential child molesters when hiring teachers. Despite the controversy about child abuse in day care centres, a 1988 U.S. study found that children in licensed day care centres are less likely to be victims of sexual abuse than are children at home.

Although the true incidence of child abuse is unknown, there is overwhelming agreement that the abused child is likely to become an abusing parent. The cycle of violence breeding violence is well established. Now research is focusing on the role of child abuse in juvenile delinquency, teen prostitution and wife battering.

The Canadian Children's Foundation has established a free phone line for abused children and teenagers who need to talk to someone. This anonymous and confidential service, modelled after the British "Child Line", began in May 1989. In its first month of operation, the "hotline" received nearly 550 calls from children who said they were victims of sexual abuse.

Despite suggestions that sexual abuse has been dramatically increasing in recent years, researchers from the Children's Hospital of Eastern Ontario in Ottawa found that the rate has remained constant since the 1940s. Data from 17 North American studies from the 1940s, 1970s and 1980s were analyzed, showing that about 12% of girls were sexually abused in the period from the 1940s to the present.

#### E. Role of Federal Government

Although the detection of abuse and services for abused children are governed by provincial law, the federal government's role is reflected in the Criminal Code, cost-sharing arrangements for health and welfare services, and grants for research. As the provinces are responsible for property and civil rights, they have enacted legislation to protect children under a specified age and to intervene if the child appears to be neglected or in need of protection according to criteria set out in the legislation.

The federal government under its constitutional powers has enacted the Criminal Code, which contains certain provisions affecting abused or neglected children. These include sections 26 and 43 respecting the use of force as a method of discipline; penalties for sexual offences against female children (sections 153 and 170); penalties for every person who endangers the morals of a child or renders the home an unfit place for the child (section 172); the duty of a parent or guardian to provide the necessities of life and penalties for failure to do so (section 215); and penalties for abandoning or exposing a child under 10 years so that its life is endangered, or likely to be endangered, or health is injured, or likely to be permanently injured (section 218).

One of the most contentious issues in the study of child abuse revolves around section 43 of the Criminal code which reads as follows:

Every school teacher, parent or person standing in the place of a parent is justified in using force *by way* of correction toward a pupil or child, as the case may be, who is under his care, if the force does not exceed what is reasonable under the circumstances.

The original intention of section 43 was protection of the child from unreasonable force, not to sanction physical punishment by parents. Under English common law parents had complete control over children; thus section 43 acted as a restraining measure.

Critics of section 43 think that this provision gives legal sanction to parents to assault their children with impunity. Others feel that eliminating section 43 would remove the protection parents now have against criminal prosecution if they physically discipline their children. Furthermore, it would be easier to convict teachers of assault. The problem centres on defining "reasonable force", which can be defined quite differently by different individuals. In interviews, parents of abused children usually feel that their actions, however severe, were simply an extension of a parent's normal disciplinary practices. Beatings or other measures are viewed not as sadistic but as acceptable child-rearing methods.

The argument about the retention or elimination of section 43 continues. In 1976 the House of Commons Committee on Health, Welfare and Social Affairs recommended further consideration of this section saying it was "not prepared to recommend the repeal of section 43 without further study." By 1981 this same Committee had moved to the position of advocating its immediate repeal. No government action has been announced.

In 1985, several accused child molesters were acquitted or their cases were dismissed by reference to the Charter of Rights. Child advocates feared that the Charter could actually erode the legal protection of young people if it were used to safeguard the rights of accused child molesters. There was also debate on the acceptability of the child's testimony in convicting an accused child abuser. Under the Canada Evidence Act and the Criminal Code, children were not allowed to give sworn testimony in court unless it could be proven that they understood the nature and meaning of the oath. Some social workers argued that this "over-cautious" approach to children's testimony made children more vulnerable to exploitation. One study showed that charges were laid in only 45% of cases where a child reported a sexual assault. In reply to this kind of research evidence, the Badgley Report recommended that child oath and corroboration requirements be removed.

#### F. Mandatory Reporting

Mandatory reporting provisions were one of the major legislative responses to the publicity arising from American medical research on child abuse in the early 1960s. All adults who believe or suspect that a child is in need of protection have a duty to report this to authorities. In some provinces professionals who are in contact with children have a specific obligation to report such cases. In Ontario, for example, professionals and officials including teachers, policemen, doctors and nurses must report suspected cases or face a fine of up to \$1,000.

It must be noted, however, that mandatory reporting is only the first step in dealing with the problem of child abuse. Child welfare agencies need sufficient resources and authority to be able to act upon the reports which have been made. Failure to act may result in greater harm to

the child; furthermore, it may weaken the confidence of individuals to continue reporting suspected cases. Thus, mandatory reporting must be considered only one element in the child protection system.

At the present time mandatory reporting provisions have been enacted at the provincial/territorial level, with differing penalties for non-reporting. The child welfare statutes in 11 provinces and territories (only Northwest Territories is excluded) contain provisions requiring a report to be made to the child welfare authorities where a child is apparently in need of protection. The Ontario and Manitoba statutes place a special duty on professionals to report abuse: "every person who has reasonable grounds to suspect in the course of his professional or official duties that a child has been abused shall report." In Quebec the statute provides that every professional who has "reasonable cause to believe" must report. As a Health and Welfare Canada report states, there is a difference between "having information" or "suspecting", and "believing" a child to be in need of protection. The latter requires a judgment on the part of the would-be reporter which is not required in the former two categories and may well inhibit or delay the making of a report by professionals.

When discussing federal involvement in child abuse, the question of including a provision about mandatory reporting in the Criminal Code is an issue. Proponents argue that such a provision would result in uniformity in the reporting procedures, e.g., what is to be reported (definition of child abuse), who is required to report, to whom they report, the protection from action against them. They further argue that inclusion in the Criminal Code would make failure to report a criminal offence and therefore people would take this responsibility seriously. Those who favour the present system of provincial reporting cite several reasons including the fundamental question as to whether the Parliament of Canada has the authority to legislate in this area. Secondly, such a provision might result in increased paperwork and delays; since federal authorities do not have the means to follow up on reports, they would be obliged to call upon provincial officials to do so. It is not clear whether this would be an efficient system. Finally, it is questionable

whether stronger legislative measures would result in more reporting by the public and professionals. There is a strong feeling that failure to report is more often the result of ignorance of how to report, to whom and with what results.

The question of the inclusion of reporting requirements in the Criminal Code was studied in 1974-76 by the House of Commons Standing Committee on Health, Welfare and Social Affairs. The Committee reported "that mandatory reporting requirements exist in provincial and territorial legislation, and that the inclusion of such a provision in the Criminal Code is not therefore recommended." For the first time in Canada, a Toronto doctor was charged in June 1983 with failing to report a suspected case of child abuse, but was later acquitted. Since the mandatory reporting legislation was passed in Ontario in 1978, only four charges have been laid for failure to report. Some psychiatrists in Ontario believe that some child molesters who want to stop their behaviour are shunning treatment because doctors must report them to authorities. It is suggested that names could be kept at the Crown Attorney's office without court action as long as the individual continued treatment.

#### g. Central Registries

If there is a legislative requirement to report suspected cases of child abuse, it then follows that some record must be kept of these reports. In eight provinces these records are kept in a central registry; in New Brunswick, Prince Edward Island and the Yukon they are not. Of the eight provinces, Alberta, Nova Scotia, Ontario and Quebec have central registries as a result of a statutory requirement to do so. In British Columbia, Saskatchewan and Newfoundland, child welfare authorities maintain such registries as the result of administrative decision. Under the regulations of the Manitoba Child Welfare Act, the provincial director of Child Welfare must maintain a confidential record of all information received about cases of child abuse.

A 1981 Health and Welfare Canada study cites four main reasons for maintaining a central registry. They are (1) obtaining global statistics on the nature and extent of the problem in order to assist

governments to plan and program effectively; (2) providing the child protection workers with information from other local or extra-provincial protection agencies where a child has been previously reported to one of them; (3) facilitating research on child protection by making basic data on the problem available to bona fide researchers; (4) assisting in the diagnosis of abuse or neglect by allowing certain professionals limited access to the information in the register.

There are a number of general issues associated with the use of a registry, such as the type of information (are cases included when a report is received or when it has been substantiated); the length of time a case is kept on file; access to the registry. Provinces have not dealt with these issues in a uniform manner, and therefore the information available from these registries varies considerably.

The lack of uniformity has led to the suggestion that a federal registry should be established, presumably with uniform reporting provisions. Furthermore, a federal registry would help provincial authorities to check on a family when abuse occurs to see if that family had been previously known in another province.

The House of Commons Standing Committee on Health, Welfare and Social Affairs studied in 1974-76 the possibility of a federal registry and received conflicting opinions. The Minister of National Health and Welfare explained that the provinces are the authorities responsible for giving these services to children and their families, and that a list of names at a federal level would serve no purpose. However, others felt that the federal government should play a role in the development of a national system of record-keeping that would protect not only the children involved but also the alleged offenders. After considering the testimony, the Committee recommended "that central registries be established at provincial levels. Under these circumstances, there is no need for a federal registry." The rationale for such a decision relates back to the explanation given for using provincial reporting laws. The federal government does not have departments which carry out programs in this area. Thus, any information in a federal registry merely duplicates paperwork. Suggestions for a 24-hour direct crisis line at the federal level are also inappropriate as the federal government does not provide

direct social services. If a complaint were received at the federal level, it would be necessary to contact provincial authorities to carry out an investigation. This delay merely complicates the process of responding to a complaint.

In 1984, the Badgley Report on Sexual Offences Against Children called the provincial registries "inefficient and ineffective." The report claimed that many cases known to the police, hospitals and child protection agencies were never reported to the registries, especially the more serious sexual offences. Unless the registers could be changed to provide a more effective means of protecting children, they should be discontinued, according to this report. Recommendations included changes to the Criminal Code to allow children's testimony as convicting evidence, harsher sentences for persons in a position of trust who sexually touched a person under 18, and stricter laws relating to child prostitution and child pornography. They also suggested that a special office be established, reporting directly to the Prime Minister's Office, to deal with the report's recommendations.

#### SOME PROVINCIAL INITIATIVES

In the past decade, several Ontario government reports have criticized the protection of children in Ontario and the effectiveness of child abuse registries. Names of abusers are sometimes screened out if they are convicted of another more serious offence. Since 1979 the requirement of harder evidence in reporting has caused the number of reported cases to fluctuate considerably. In 1983, Canada's first child abuse centre was opened in Toronto; it brings together and trains police, doctors, nurses, social workers, educators and lawyers from the provincial Guardian's office. A 1985 study suggested that the majority of runaway children are probably trying to escape abusive homes and could also be added to the list of cases. In the same year, a report by the Ontario Association of Children's Aid Societies, which expressed concern about the "serious problem" of physical and sexual abuse of foster children, became public. The Ontario government has referred to plans to ban the corporal punishment of foster children.

On 1 November 1985, Ontario's new Child and Family Services Act, providing new procedures for dealing with alleged child abusers, became law, but in May 1986 this law was ruled unconstitutional because it provided the accused with less protection than was available under the Criminal Code.

A 1988 study of Ontario's child abuse registry, led by Queen's University law professor Nicholas Bala, criticized the registry because it does not distinguish between those accused and those convicted. More than 10,000 names have been added since 1979 and it is very difficult for an accused to have his or her name removed. Bala also expressed concern that videotaped evidence is likely to be used against children in child abuse trials. The Ontario Minister for Community and Social Services subsequently announced that the child abuse registry will be revised to contain only the names of those who have admitted or been convicted of abuse.

In Manitoba, a special task force in December 1982 completed revision of the 1976 provincial guidelines for handling child abuse cases. The updated version set out guidelines for dealing with sexual abuse, a subject which had not been included in the earlier guidelines of that province. The next year, the provincial child abuse coordinator noted that reports of sexual abuse were increasing more dramatically than those of emotional or physical cruelty. The Report of the Advisory Committee on Child Abuse recommended in April 1987 that the province spend an extra \$6 million annually to help the child welfare system cope with the increasing caseload. Since 1985, a tripartite agreement has governed child welfare for native people in Manitoba, but native agencies claim that the federal government (Indian Affairs) will not negotiate acceptable funding for child abuse programs.

The respective rights of the child, the family and the state are still controversial. Alberta's Child Welfare Act, which went into effect in July 1985, calls for family rights and child rights to be equal. However, in British Columbia, some have argued that the Family and Child Services Act gives excessive power to the state to protect the child but insufficient safeguards for the family. A 1988 study investigating the role of the Alberta Children's Guardian Office concluded that the Office

works too closely with the provincial government to be "a true voice for children and a challenger of the system."

The storing and dissemination of information on child abusers continue to be of concern. For example, since the well-publicized case of child molester Robert Noyes, B.C. school boards are attempting to find a more effective way of preventing convicted child molesters from working in the school system. As well, in 1985, Alberta established a "clearing house" to co-ordinate child abuse information, giving the overall responsibility to the province's Children's Guardian. Since a known child abuser killed her own child after moving from Alberta to Manitoba, authorities are now also calling for more sharing of child abuse information among provinces.

A 1989 study co-sponsored by the Northwest Territories Native Women's Association and the Social Services Department concluded that in certain communities 80% of girls under the age of 8 and 50% of boys of the same age are sexually abused. This conclusion came from interviews with elders, leaders, health and social service officials, victims of sexual abuse and offenders in Western Arctic communities.

In Newfoundland, child abuse has become a contentious issue in 1989, since several priests have been convicted of sexually abusing boys. In April 1989 a royal commission was appointed to conduct a public inquiry into the response of police and justice and child welfare authorities to complaints made 14 years ago about child abuse at Mount Cashel boys' home.

**Several provinces, including Quebec, British Columbia and Ontario are providing financial compensation to victims of sexual abuse, either as a lump sum payment or a monthly benefit. The money is designed to help victims of crime readapt to work or start a new life.**

Meanwhile, a backlash is developing against the credibility of sexually abused children and child abuse workers and the reliability of child abuse registries. This may be partly because lack of money and staff to investigate reported cases of child abuse is becoming serious in many provinces. Now that Bill C-15 has been passed by the federal government, however, there will likely be an increase in reporting and prosecutions, augmenting the need for more provincial funding and increasing the concerns about the credibility of child witnesses.

#### FEDERAL ACTION

In 1978, the federal government established a Child Abuse Information Program which was later subsumed by the National Clearinghouse on Family Violence located in the Department of National Health and Welfare. With respect to child abuse, the primary work of the clearinghouse is information dissemination and consultation.

In June 1986, the Minister of Justice and the Minister of Health and Welfare announced the need for federal government leadership in a concerted effort on behalf of abused children. The federal government allocated \$70 million over 5 years in aid of inter-departmental and inter-governmental co-ordination, research and public information programs and initiated new legislation on child abuse. The RCMP also set up a missing child's registry to help locate missing children and to determine the role sexual abuse plays in causing children to run away. The federal government also appointed a special advisor to the Minister of National Health and Welfare on child sexual abuse educational programs.

In June 1988 the federal government announced that it will spend \$40 million over the next four years on programs designed to reduce family violence. More than half of the money will be spent on creating new shelters for battered women and their children, while the rest will be allocated to research, counselling programs, education, and demonstration projects.

#### PARLIAMENTARY ACTION

- A. 1974-76: Report of House of Commons Standing Committee on Health, Welfare and Social Affairs

This Standing committee studied "appropriate measures for the prevention, identification and treatment of child abuse and neglect." Its 1976 report, Child Abuse and Neglect, contained 15 recommendations including further consideration of section 43 of the Criminal Code and the use of central registries at the provincial rather than the federal level.

The Committee also recommended amending the Canada Evidence Act to permit a spouse to give evidence in criminal cases. As there are mandatory reporting requirements in the provinces, the Committee felt it was unnecessary to provide for them in the Criminal Code.

- B. 1978-79: Study by House of Commons Standing Committee  
on Justice and Legal Affairs

Late in 1978 the subject matter of a Children's Bill of Rights was referred to this Committee. Child abuse was among the topics discussed at the hearings. No report was issued as Parliament was dissolved for the 1979 election.

- C. 1977-80: Report of the Standing Senate Committee  
on Health, Welfare and Science

The Senate approved, in March 1977, a study on "such experiences in prenatal life and early childhood as may cause personality disorders or criminal behaviour in later life." A section on child abuse was included in the report entitled Child at Risk. In addition, the Committee recommended a review of all the offences in the Criminal Code that are relevant to child abuse, including section 43. The Committee also recommended continued federal support of the national child abuse studies undertaken by the Department of National Health and Welfare as well as provincial, territorial and municipal support for local child abuse and crises information centres. Finally, the Committee recommended a variety of support services to assist parents and/or children identified as being at risk.

- D. 1981: Report of the House of Commons Standing Committee  
on Health, Welfare and Social Affairs

In 1979 the Canadian government established the Canadian Commission for the International Year of the Child. At the end of its mandate this Commission presented the National Agenda for Action which contained numerous recommendations including "that section 43 of the Criminal Code be immediately examined in depth by the Minister of Justice

with the object of eliminating discrimination against children." There was also a recommendation that "the federal government enact legislation to protect children against all forms of sexual exploitation." Subsequently, the House of Commons Committee considered the recommendations and called in witnesses to comment upon priority areas. Its report, tabled 7 July 1981, stated that "the official sanctioning of such physical punishment of children is a major contributing factor to the very serious problem of child abuse in Canada." Thus, the Standing Committee recommended that section 43 of the Criminal Code be repealed immediately.

E. 1982: Bill C-53 An Act to amend the Criminal Code in relation to sexual offences and the protection of young persons

Clause 31 of Bill C-53 would have amended the Canada Evidence Act so that a spouse would be compelled to give evidence against the other spouse in the case of child abuse. The new provision was broader than previous recommendations since a spouse would be compelled whenever a child was a victim, not only in the case of his or her own offspring. Clause 6 would have amended sections 166, 167 and 168 of the Criminal Code by adding new sexual offences. Protection was to be provided to young males as well as to young females. The types of conduct included in legislation were expanded to include more than sexual intercourse. Moreover, the penalties would have been more onerous if a parent or guardian were involved. Finally, a new provision was added, section 168.2 which prohibited child pornography. On 28 July 1982 the Justice Committee concluded consideration of Bill C-53, without dealing with the sexual misconduct and child pornography provisions.

F. 1982: Bill C-127 - An Act to amend the Criminal Code in relation to sexual offences and other offences against the person

On 27 October 1982 Parliament passed a new Bill, C-127, which enacted the substance of Bill C-53, with some modification of the

sexual assault provisions and without the provisions dealing with sexual misconduct and child pornography.

- G. 198.5: Bill C-113 and Bill C-15 -  
An Act to amend the Criminal Code  
and the Canada Evidence Act

On 10 June 1986, Bill C-113 was given first reading. This legislation was an attempt to combat sexual abuse of children by introducing tough penalties for sexually touching a child under 14 years of age, for inviting the touch of a young person, for soliciting or procuring the services of a prostitute under 18 or for living off the avails of a juvenile prostitute. The Canada Evidence Act would also have been amended to allow children under 14 in certain circumstances to give unsworn evidence without corroboration or by means of videotape. Because of the prorogation of Parliament, this bill died but the substance was reintroduced on 79 October 1986 as Bill C-15 and was given second reading on 4 November 1986. The Legislative Committee for Bill C-15 reported back to the House with several technical amendments on 28 April 1987 and the bill was given Royal Assent on 30 June 1987.

- H. 1987: Bill C-54 - An Act to amend the Criminal Code  
and other acts in consequence thereof

On 4 May 1987, Bill C-54 was given first reading. One section of the bill would have prohibited the depiction or use of persons under the age of 18 in "pornography". The bill died when the 33rd Parliament came to an end on 30 September 1988.

#### CHRONOLOGY

1891 - Toronto was first Canadian city to establish a Children's Aid Society.

1893 - Ontario passed first Child Protection Act in Canada.

1959 - United Nations Declaration of the Rights of the Child.

- 1965 British Columbia established first child abuse registry.
- 1973 National Ad Hoc Advisory Committee on Child Battering, established by Minister of National Health and Welfare, recommended mandatory reporting, more funds for preventative services and for research and development and a national coordinating office.
- 1976 House of Commons Standing Committee on Health, Welfare and Social Affairs tabled report Child Abuse and Neglect.
- 1980 Senate Committee on Health, Welfare and Science tabled report Child at Risk.
- 1981 Minister of Justice and Minister of National Health and Welfare appointed a committee on sexual offences against children and youth to report within two years.
- 1984 Report of Committee on Sexual Offences Against Children (Badgley Report) made public.
- June 1986 Federal government introduced Bill C-113 to combat the sexual abuse of children and to allow uncorroborated evidence by children in court.
- October 1986 The government reintroduced legislation on the sexual abuse of children under Bill C-15.
- May 1987 The government introduced Bill C-54, which would have prohibited the depiction or use of children in "pornography". The bill died when the 33rd Parliament came to an end on 30 September 1988.
- June 1987 Bill C-15 received Royal Assent.
- August 1987 The Minister of Health and Welfare appointed Rix Rogers as special advisor on child sexual abuse.

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