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REPORT  
ON  
VENEREAL DISEASES

By the  
HONOURABLE FRANK EGERTON HODGINS  
Justice of Appeal, Commissioner

PRINTED BY ORDER OF  
THE LEGISLATIVE ASSEMBLY OF ONTARIO



TORONTO:  
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1919



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# REPORT ON VENEREAL DISEASES

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To His Honour SIR JOHN STRATHEARN HENDRIE, K.C.M.G., Lieutenant-Governor of Ontario.

*May it please Your Honour:*

Since my interim report under the Royal Commission to enquire into the prevalence of venereal disease, an Act has been passed, as recommended, making some important provisions on the subject.

In that report it was stated that while such a law was necessary as the foundation for complete action, it should be supplemented in order to secure its successful operation.

I now beg to submit the conclusions to which I have come as to the steps which it is needful to take in order to reach that end.

In the law as at present enacted, extensive powers are given to the Provincial Board of Health, whose action is to be determined largely by regulations which it must originate. Hence the primary responsibility for the carrying out of the Act rests upon that body. But the subject is not one that can be left entirely to regulation, until it is more thoroughly understood and until the public at large are aroused to the terrible and urgent nature of the disease and the necessity for conforming to very drastic rules.

Nothing is more impressive, in this aspect of the subject, than the vigorous and sustained efforts of the American Government among its civilian population to combat this debilitating scourge, in order to secure for its army the health necessary to make it an effective factor in the Great War.

In its campaign there has been enlisted the co-operation of every form of civilian organization, municipal, educational, patriotic, social, literary and fraternal, and the supervision of all activities wherever recruits or enlisted soldiers may be affected has been most complete. The most recent executive act of the President has been to place all agencies concerned with problems of sanitation and hygiene so far as they affect the war efficiency of the nation under the Treasury Department.

In Great Britain, too, reticence is no longer practised, and methodical education of the populace is carried on with that thoroughness that has characterized all Britain's war efforts.

Ontario is the first province to enact a law which can be made the background for practical work in stamping out or lessening the ravages of venereal disease, and I desire in this second interim report to outline and recommend the steps which I think can and should now be taken, to enable the Province to complete its work so far as governmental action is expedient in this direction.

In Ontario, as in the other provinces, no legislation can deal adequately with social conditions, if these have their origin or may be affected by forces outside its limits. Consequently, in making recommendations it is necessary to consider the responsibilities and the possible action of the Federal authorities as well as those in other provinces and particularly those adjoining Ontario.

## ACTION OF AND AID FROM DOMINION GOVERNMENT.

Under the Canadian Constitution, immigration and quarantine are specially placed under Dominion jurisdiction. Care for the public health of Canada is embraced in the authority to legislate for its peace, order, and good government.

In short, the avenues from the outside world into Canada are in fact controlled by the Federal Government, and the larger aspects of public health and sanitation rest with it too.

Obviously any attempt to repress venereal disease would be seriously hampered if immigrants infected with it were allowed to enter Canada freely, particularly if a province in which many of them land or pass through had taken no steps to protect itself. This is the case in the Province of Quebec, as appears from what was stated before me at a sitting of the Commission in Montreal by a medical witness—"As far as I know there has been absolutely no measure taken by the Quebec Government to in any way limit, control, or govern the venereal situation."

What, then, is it fair to assume will be the share of the Dominion Government in connection with the efforts made by the Government of Ontario to rid itself of this great menace to public health?

Naturally there should be medical inspection at the port of entry by a staff specially educated for the purpose, and resolute refusal to allow a single individual to land who is either a present or potential carrier of venereal infection.

It ought not to be difficult, in the present state of public opinion in Great Britain, to arrange for proper inspection at the port of departure. In regard to allied countries, the matter may not be so easily arranged, but if a sufficiently firm attitude is maintained by the quarantine officers, backed up by appropriate legislation, it will be so much in the interest of the steamship companies themselves to carry none but approved immigrants that action may be expected, wherever they embark, to prevent those who could not pass inspection in Canada from sailing from any civilized port. It may be assumed that no emigrants of Teutonic origin will, under any circumstances, be carried to or allowed to enter Canada.

The establishment of a Federal Health Department may be reasonably expected. The venereal problem is nation-wide—*Mens sana in corpore sano* should be the rule in Canada in a most practical sense.

It is perhaps useful to point out that venereal disease, tuberculosis and mental incapacity are scourges that affect the national well-being and must sooner or later engage the attention of the Federal authorities. They are not local afflictions, and while much may be done by provinces and municipalities, no complete campaign can be waged against them without some of the powers vested in the Dominion Parliament being called into action. They take their place in this respect with the inspection of food and the controlling of cattle disease, both of which come necessarily under Dominion action. In addition to preventing entry of undesirables, very much help can be given by the establishment of national standards of public health and by assistance, both scientific and monetary, in aiding to maintain them, as well as in the standardization of legislation and by encouragement to or pressure on those provinces which lag behind in their health activities.

It is impossible to over-estimate the stimulation in all directions which would be gained by a comprehensive scheme of Dominion-wide supervision and help in relation to those departments of public hygiene which affect the Canadian people as a whole. In another aspect, assistance from the Dominion authorities seems to be a matter of national duty. The United States border Canada for about three

thousand miles, and no matter what steps its Government or those of the individual states take to minimise venereal disease, it will be in practice an impossibility to prevent those affected from crossing the boundary. To control the movement of travellers by inspecting each one, would be intolerable. The same thing may be said about the interprovincial boundaries in Canada, and the flow of traffic from one to another.

The consequence is that there will always be danger, of no inconsiderable kind, that the best laid plans of Provincial authorities will be exposed to interference from sources that they cannot control. Add to this the fact that our returning army must, for some considerable period of time, and while being gradually absorbed into civil life, be brigaded in camps, and it will be seen that a considerable weight of responsibility will be thrown on the Federal authorities.

It is, of course, impossible, in considering that responsibility, to deal with it apart from that lying upon Provincial authorities. It is the same problem, though raised in each case by somewhat different causes. The only way of dividing the duty resulting therefrom, is to arrange for some definite portion of the remedy or of its cost being wholly assumed by one or the other Government, irrespective of the fact that it may not lie entirely at its door.

I can only suggest what this separation might be, leaving its settlement for negotiation between those concerned. To my mind the Federal authorities might well establish in each province, which is doing its proper share, isolation hospitals for infectious cases, by extending their present military hospital facilities, so as to accommodate civilian patients, and might also provide detention houses for those either dangerous and incurable or incorrigible, and make a grant of money to the Provincial Boards of Health proportioned to the burden thrown upon them by those not provincial residents, or, what is perhaps better, give an amount equivalent to whatever is spent by the province itself. In addition, there should be provided an ample supply, free of cost, of the remedies produced under Dominion licenses granted pursuant to the Patent Act.

This is wholly apart from the other suggestions made as to separate organized effort through a Federal Department, but may well stand together with it.

I may add that the Interdepartmental Social Hygiene Board constituted by Congress has placed under the Division of Venereal Diseases the following duties: (1) To study and investigate the cause, treatment and prevention of venereal diseases; (2) To co-operate with State Boards or Departments of Health for the prevention and control of such diseases within the States, and (3) To control and prevent the spread of these diseases in interstate traffic.

I would, therefore, respectfully urge that the various provinces, or those now alive to these considerations, should be asked to join in urging the above considerations upon the Federal Executive.

In this connection, mention may be made of a matter which is partly one of general war policy, but affects the situation in a marked degree. Salvarsan, a medical necessity, under various names, in dealing with venereal disease, is protected by a German patent. In Canada, only two licenses to manufacture it have been granted, and in each case 5 per cent. on the gross sales has been reserved, presumably for the ultimate benefit of the German owners. Only one licensee, the Synthetic Drug Company, has made any progress in producing it, although the licenses were granted in 1915, and the Patent Commissioner has refused to allow the Provincial Board of Health in Ontario to manufacture it. The reasons for

this refusal are stated in the judgment of the Deputy Commissioner of Patents, dated 12th July, 1917, as follows:

“In view of the public service rendered by the Synthetic Drug Company as above mentioned, the curtailment of their market by the granting of an additional license at the present time would be an injustice to them, and the public interest would not be served thereby.

“It was apparent at the hearing that the present application for a license was for the purpose of enabling the applicant to control the prices charged by the Synthetic Drug Company rather than for the purpose of enabling him to manufacture the product.”

The Deputy Commissioner thought that \$1.25 for the ordinary dose of 0.6 gram., or nine grains, if ordered in quantities, with proportionate prices for other doses, was reasonable, as prior to the war the wholesale price of this drug was \$2.10 for the 0.6 gram dose.

In reference to the first reason assigned by the Deputy Commissioner of Patents, I may say that on examination before me, Mr. Stuart Roy McEwan, Treasurer and Sales Manager of the Synthetic Drug Company, admitted that their profits were chiefly made out of their foreign trade, and so far as Canada was concerned they were not so much concerned with the price to be made here, providing those who made and sold Salvarsan kept out of the foreign trade. The comparative prices and the volume of foreign and home trade will be found appended to Mr. McEwan's testimony, among the evidence transmitted herewith.

The result of so dealing with this indispensable drug has been an essential remedy for a national evil can only be obtained on the terms of a royalty reserved as above stated, and at a price fixed by one firm who have a practical monopoly in manufacturing it.

This consideration for the patentees is no doubt a matter of state policy, but the refusal of a further license, in view of the present great demand for Salvarsan, is a national mistake, unless the Federal Government is prepared itself to undertake its production on a large scale. This matter ought, in my opinion, to be made the occasion of a strong representation to the Dominion Government, who perhaps have not had before them the fact that this remedy is now and will hereafter be needed in large and increasing quantities, so that licenses should be immediately available to any Provincial authority or to those capable of manufacturing it in quantities and of a quality necessitated by the great demand.

It is not merely a political or commercial question. The individual dose, if expensive, will prevent the great bulk of those affected from participating in its benefits. To its first cost is added the chemist's percentage, and the physician's fee for administering it. Little calculation is required to show that the success of any campaign against venereal disease depends largely upon free or inexpensive treatment, and if the cost of Salvarsan be maintained at its present level, the cure of venereal disease will be retarded because of the cost of the only present known remedy.

The Federal Government, if the matter were properly presented to it, might see its way to undertake the manufacture of this drug itself, supplying it free of cost to the provinces which establish a proper system for its effective distribution and use.

The British Government in May, 1918, passed a regulation under the Defence of the Realm Act permitting any person to purchase, sell or distribute salvarsan

and similar remedies without being liable to an action for the infringement of any patent.

Some public consideration was given to this subject by a Committee of the United States Senate, to whom was referred the petition of the Mayo Surgical Institute of Rochester (Minn.), asking that the salvarsan patents be thrown open to the public. In their petition the Mayo Institute said:

"The sale of Salvarsan in this country is controlled absolutely, both as regards name and methods of manufacture, by patents owned in Germany and controlled in this country by the Farbwerke-Hoechst Co., of New York City, of which one H. A. Metz is president.

"Salvarsan has been successfully manufactured in this country under the direction of the dermatological research laboratories of the Philadelphia Poly-clinic, of which Prof. J. Frank Schamberg is director.

"The price of Salvarsan, as regulated by the Farbwerke-Hoechst Co., is a glaring example of a commercial monopoly reaping enormous profits at the expense of sickness and misfortune. It has been repeatedly stated by Prof. Schamberg that the drug can be placed on the market profitably and under appropriate governmental control at \$1.00 a dose, instead of \$4.50, the price fixed by the holders of the patent rights.

"The prices which they maintain are prohibitive for a large body of sick and will effectually throttle a public campaign against syphilis as a disease until such time as the patents expire or are abrogated by Congress.

"We submit further that if it is unwise to permit commercial control of the public health in time of peace, it is doubly unwise to permit it at a time when the country is bending its energies to prepare for and successfully wage war. The protection of the Army and Navy from the ravages of this disease, which has long been recognized by physicians and laymen as a more serious menace to the manhood of a nation than any of the devices of an enemy, demands an abundant and cheap supply of this drug available not merely to governmental agencies, but to all physicians, for use both among mobilized troops and in the civil population. The prevention of a devastating epidemic of syphilis during and after the war demands that from the first moment of mobilization until at least some years after the discharge of the last man at the close of the war the medical profession of this country be able to employ Salvarsan in treatment in amounts unlimited by any consideration of cost as dictated by the ideas of private monopolists representing alien interests in control of the supply of the drug."

The Senate Committee held a meeting on the 4th day of June, 1917. Mr. Metz attended and was heard. He was answered by Prof. George Walker, formerly Associate in Surgery in Johns Hopkins University and now Chairman of the Committee in charge of the University Clinic for syphilis, by Dr. S. C. Vaughan, Dean of the Department of Medicine and Surgery in the University of Michigan, and Dr. Janeway, Hospital Physician at Johns Hopkins.

Mr. Metz, who claimed to have the right from the German patentees to manufacture Salvarsan in the United States of America, was questioned by the Committee as to the cost of production. He did not seem very willing to answer the question, but finally the following figures were admitted by him: 50c. an ampoule, apart from salaries and overhead expenses, which, including profit, he put at \$1.00 per ampoule, but he was unable or reluctant to state just what proportion of the \$1.00

was profit and how much was overhead expense. But his price to physicians was, he said, \$1.50.

In opposition to this, the doctors whose names I have mentioned, put the cost of production at from 25c. to 35c. and the selling price at 50c. per dose, but it is not clear whether they included overhead charges or not. Dr. Janeway stated that the Health Officer of the State of Massachusetts assured him that he had succeeded perfectly in making it at a cost of about 35c. per dose.

I am told that the Rockefeller Institute in New York are now experimenting and hope to be able to produce it at 25c. a dose of 0.6 grammes, but that, of course, will be without taking into account overhead charges. The price now established by the Synthetic Drug Co., as appears by their returns made to the Dominion Government, is as follows: \$2.00 for the 0.6 dose to hospitals and dealers who take 1,000 tubes, with a discount of 50 per cent., making the net price to these purchasers \$1.00. Other prices are in proportion. They offered to name a lower price to the Ontario Government if advised in what quantities Salvarsan will be required.

On the 4th July, 1918, the Health Officers of Nova Scotia passed a resolution at their meeting asking that all restrictions be removed which would prevent the health authorities in Nova Scotia or any other province from making Salvarsan for public health work.

There are two other matters, to one of which I refer later on, in which the Dominion authorities could be of great assistance to the Provincial authorities. The one is the appointment of an officer, preferably, I think, of military rank, acquainted with the subject of venereal disease and in touch with the hospitals in which the soldiers suffering therefrom are confined. This officer, wearing his uniform, should be selected with the approval of the Provincial Government, and should be appointed a member of the Provincial Board of Health, and might be given charge of the active and outside propaganda against venereal disease. The other direction is that of agreeing that the hospitals for venereal diseases established and carried on as a part of the military hospitals system, should be thrown open for purposes of instruction to both medical practitioners and medical students, who should be given a special course on the subject. The Chief of the Army Medical Corps at Ottawa sees no objection to this, and the matter should at once be taken up with the hospital authorities, those of the University and the Militia Department.

The Criminal Code needs amendment by the Parliament of Canada in those sections referring to sexual immorality. A recent decision of the Divisional Court in Ontario shows that the present definition of "solicit" does not cover a very flagrant method of arranging to bring men to prostitutes or *vice versa*. I refer to the use of motor cars for sexual intercourse or for transporting both parties to road-houses or country roads for that purpose, in localities where prostitutes are prevented or hindered from plying their trade in houses. This sort of traffic is very widespread and could be reached by a simple amendment which ought also to include punishment for the driving of men to houses of assignation. In the evidence of D. F. Howe Hackney, Provincial Inspector of Children's Aid Societies, this is referred to and his inability to cope with it owing to the absence of proper legislation is explained.

#### NEED FOR IMMEDIATE PROVINCIAL ACTION.

Without waiting for the action of the Dominion authorities, there is a field of activity open to the Province which needs to be fully worked.

Ignorance of the true nature of these fell diseases and reticence as to their origin and propagation have sufficed in the past to paralyze all efforts against them. The time has now come when there must not only be plain speaking, but systematic methods of instruction and publicity. What is desirable at the present moment is an immediate propaganda under Government direction, but utilizing to the full, voluntary civilian co-operation.

I append an extract from a memorandum by Captain Alex. C. Thomson, Medical Reserve Corps, U.S.A., dated May 11th, 1918, which sets out the field very practically.

"I feel that there are activities that are basically concerned and must be represented in the executive management:

"1. **LAW ENFORCEMENT:** Efficient law enforcement will rapidly clean out the sore and give us an opportunity to concentrate on more permanent and constructive work.

"2. **EDUCATION** will be of tremendous value.

"3. **MEDICAL ASPECT.** The medical aspect of the whole situation is tremendously important. We should have advisory facilities well maintained by the proper medical authorities; necessary laboratory facilities and personnel; treatment, both hospital and clinic. The big requirement is for dispensary treatment and in my mind these dispensaries should be a reasonable approximation to the private office of the physician. I presume and expect some opposition from the medical profession on the plea of 'The State is stealing my bread and butter.' As a matter of fact, the vast majority of patients brought to the treatment facilities provided for them are individuals who have not been treated and we are not depriving anyone of anything but we are providing many ones with many things."

#### UNITED STATES ACTIVITIES.

In the United States and in England similar plans have been followed. The American Republic on its entry into the war on the side of the Allies, was quick to realize that venereal diseases would disable many of those drafted and the standard was set that the American soldier must be "fit to fight." With this for a slogan and taking advantage of the wave of patriotic enthusiasm, the Federal authorities formed around their training camps, zones covering 5 and 50 miles in all directions, and appealed to the inhabitants of all municipalities within those zones to assist in stamping out venereal disease. This was largely helped in the individual states by legislation and regulation, but chiefly by organized effort in each centre to direct public opinion. The real controlling force was undoubtedly the Army Medical Service, but its responsibilities were necessarily so great that it could not divert from the growing army the energy required to cover each zone area. As a consequence aid was asked from patriotic individuals. It is due to a small but zealous group of unofficial volunteers that the Committee of Civilian Co-operation was formed. This body of men and women took until recently practically entire charge of the work required to organize the extensive territory involved in the zone system. The expenses were paid by subscriptions privately solicited and patriotically contributed by individuals. This work went forward simultaneously with the official medical examination and oversight of all drafted men, and the thorough equipment of the camps from a purely military standpoint. It enormously relieved the Medical Corps by stimulating public opinion as to the absolute necessity of aiding those charged with the health of the Army in this direction. The time finally came when matters were so stabilized that Army and other departments could be found to take

over the work or rather to control it efficiently. The result of this spirited endeavour may be appreciated when the recent appropriations by the American Government which I give below are considered. I take the facts and figures from information kindly given me direct from the Surgeon-General's office in Washington.

A bill has been passed by Congress and approved by the President, appropriating \$4,100,000 for venereal disease control work, in addition to approximately \$3,000,000 which was given to the Commission on Training Camp Activities for its work during the present fiscal year (1918). The sum of \$250,000.00 is being offered to the States to aid in the establishment of reformatories and detention houses for diseased immoral women in areas which from the military standpoint have strategic importance. This sum is distributed upon the recommendation of authorized field workers attached to the Law Enforcement Division. Under the present law, there has been established in the United States Public Health Service, a Division of Venereal Diseases, with a new Assistant-Surgeon-General in charge. This Division has \$200,000 per year for maintenance and will supervise the expenditure of \$1,000,000 each year (1918-19 and 1919-20) in State subsidies allotted under rules and regulations of the Secretary of the Treasury. Of this sum, the \$1,000,000 for the year 1919-20 can only be expended on condition that at least an equal sum is provided by each State receiving an allotment.

The new law also provides for an Interdepartmental Hygiene Board which will disburse \$1,000,000 during the present fiscal year to assist the States in caring for civilian persons whose isolation, detention, quarantine, or commitment to institutions may protect the armed forces of the United States from venereal diseases. The rules and regulations from these expenditures will be prepared by this Board and approved by the secretaries of War and Navy.

Furthermore, the Board will expend \$400,000 per year for two years in allotments to universities, medical departments, and other institutions for research in developing better medical and educational methods for controlling and reducing the prevalence of venereal diseases. The Board will also bear a part or the whole of the cost of Salvarsan for the treatment of patients attending clinics operated under State control.

The Board has \$100,000 per year for its own administrative needs. Its personnel comprises the Secretaries of War, Navy and Treasury, and the three Surgeons-General or representatives appointed in their stead by the respective Secretaries. Representatives of the three medical departments (Army, Navy, and Public Health Service) have been so designated, these officers being Assistant-Surgeon-General Pierce, Director of the new Division of Venereal Diseases of the United States Public Health Service; Passed-Assistant-Surgeon Phelps, of the Executive staff of the Surgeon-General of the Navy; and Lieutenant-Colonel William F. Snow, in charge of the Section on Combating Venereal Diseases of the United States Army Medical Department. Secretary Josephus Daniels, of the Navy Department, is chairman of the Board, and Lieutenant-Colonel William F. Snow, of the Army, is chairman of the executive committee of the Board.

The American authorities expect that this Interdepartmental Board will assume much the same influence in the United States as has been exercised by the British Royal Commission in England, and that since its plans authorized by Congress include active participation in law enforcement and educational work, as well as effort in establishing dispensaries and treatment facilities, it will develop a national programme even more rapidly than has the Royal Commission.

The national propaganda has been of a very intensive kind and very thorough.

Each separate State had to be dealt with and many communities therein. Great army camps were being formed in different localities, so that much of their endeavour was toward an end which in itself stimulated public opinion and induced enthusiastic assistance. Our task is much more prosaic. But what the States did affords an apt illustration of what can be accomplished by organized effort. While it is not necessary to pursue the subject just in the same way, a brief survey of what they have done will enable those interested to see how many avenues are open to them. In addition to urging the Governments in each State to take up the campaign actively, the Federal Government offered to appoint an officer, to be nominated by the State authorities to whom the Federal Government would give rank, so that he might wear the uniform of the Federal Department of Health. This officer's salary was to be paid partly by the State and partly by the United States. He was to become an officer of the State Board of Health, so as to avoid any clash, and was to be put in charge of the campaign in the State against venereal disease, thus co-ordinating the efforts of both jurisdictions. In addition to this, the Federal authorities created a special department which commenced to wake up everybody that they thought would be of use in organizing and carrying on the work. The Governors of the various States were written to personally. The Judges were communicated with and the contemplated legislation was fully explained to them and the necessity for it, and they were asked to give sympathetic attention to these details when cases came before them involving public health.

The United States attorneys are similarly instructed, and the sheriffs, the police magistrates, the mayors, the Chief Health Officers and other officials were all in turn asked for their assistance. Telegrams were sent out, and the replies were communicated to those mentioned, so that the response made in one State was used to stimulate ardour in the next. Towns and cities were brought into competition. In addition to this there was installed at the head office a bureau from which agents would go out to the various centres for the purpose of ascertaining who were the right men and women to aid in starting the local campaign. The results of this measure were excellent. Lecturers and speakers were trained and sent out to the local committees to help in arousing public attention, and literature in great variety was provided. The heads of industrial concerns were visited, special pamphlets and posters were prepared for them, while speakers and organizers were instructed in that particular work. All ministers of churches, the heads of all philanthropic, social and educational institutes and organizations, all the medical societies, mayors of cities, rotary and other similar clubs, the Knights of Columbus, the Free Masons, and all associations of a like character, including women's organizations, were visited or communicated with. In short, every possible avenue was travelled in order that the subject should be thoroughly understood, considered and put before the public.

This work was largely undertaken by the Committee on Civilian Co-operation, to which, as I have said, is due the credit for initiating and practically carrying through the matter in its embryonic stage. This has now given place, however, to a regular government department.

A summary of the work done may be quoted from the report of the Committee for Combating Venereal Diseases to the General Medical Board, Council of National Defence, dated May 5th, 1918:—

WORK DONE BY SUB-COMMITTEE FOR CIVILIAN CO-OPERATION IN COMBATING  
VENEREAL DISEASES.

1. Distributed circulars, "Do Your Bit to Keep Him Fit" and "Safeguarding Our Soldiers from Venereal Diseases."
2. Twenty-eight thousand circular letters sent to selected individuals in nearly six hundred communities in the vicinity of Army Camps.
3. Developed personal correspondence with about 1,000 individuals who made offers of active co-operation.
4. Developed general correspondence with civilians on all phases of the programme.

WORK DONE BY COMMITTEE FOR CIVILIAN CO-OPERATION IN COMBATING  
VENEREAL DISEASES.

1. Correspondence continued with selected group of business and professional men living in vicinity of army camps.
2. Developed correspondence with extra-cantonment lieutenants.
3. Developed joint conference of medical and lay citizens with officials to discuss plans for venereal disease clinics or law enforcement measures in fifty cities.
4. Organized Advertisers' and Press Associations Committees for advice and active co-operation in developing public opinion favourable to the social hygiene programme.
5. Telegrams, followed by letters, sent to governors of all States, urging recognition of emergency and drastic action to prevent carrying of venereal diseases from civil life into the Army at time of mobilization of second draft (telegram was simultaneously sent to Public Health Service to secretaries of State boards of health).
6. List of eight measures essential to a successful campaign against venereal diseases formulated and sent to State Boards of Health.
7. Appeals made to State pharmaceutical associations and boards of pharmacy to assist in the elimination of the advertising and sale of venereal disease nostrums.
8. Letters and other material sent to the mayors of 1,000 cities and towns especially in the vicinity of Army Camps, urging drastic action in dealing with venereal diseases.
9. Trips arranged for J. C. English, member of executive boards of the Oregon Social Hygiene Society; Dr. George W. Goler, Secretary Board of Health, Rochester, N.Y.; Dr. C. St. Clair Drake, Secretary, Illinois State Board of Health; Dr. W. S. Rankin, Secretary, North Carolina State Board of Health; and Dr. S. J. Crumbine, Secretary, Kansas State Board of Health. Thirty States were reached and Boards of Health greatly stimulated to more vigorous work.
10. Partially as a result of the committee's correspondence with State Board of Health throughout the country: thirty-two States have adopted laws or regulations requiring the reporting of venereal diseases; eleven States have organized bureaux or divisions of venereal diseases in their health departments; at least fifteen States provide free laboratory diagnosis; at least six States provide arsphenamine free or at low cost; sixteen States are engaged in education work; only two States have given no indications of activity in Venereal Disease Campaign.
11. Partially as a result of the letters sent during the previous months to mayors of 1,000 cities and towns: Forty-nine of these cities have provision for the isolation and treatment of persons infected with venereal diseases; fifty-one of

"The desirability of pay clinics is enhanced by the fact that a very large amount of money will be required for developing an adequate clinical service for syphilis and gonorrhoea. Private charity cannot possibly cope with the situation, and public funds will be appropriated only slowly. It is therefore especially desirable that private institutions, medical, charitable, or civic be encouraged to start pay clinics, which will naturally be held either in the evenings or late afternoons, and which will be wholly or largely self-supporting.

"How far will the medical profession of a community be likely to oppose local steps in these directions? This is one of the first questions which will come to the mind of a health officer. The payment of salaries for medical service in clinics is expedient as well as just, because it helps to emphasize the view that the clinics are public health measures, aimed against prevalent contagious diseases. If we may judge by the inspiring history of the anti-tuberculosis campaign, the medical profession through its leaders and its leading organizations, will come to support any measures which are in the interest of public health, once this all-essential point has been definitely made clear. So to make it is a task for which the health officer and the social worker have especial opportunity.

#### SUMMARY.

"The working programme presented in this paper includes the following points:

1. The present inadequate facilities for the diagnosis and treatment of syphilis and gonorrhoea can be remedied only by an extension of organized medical resources, i.e., by hospital beds and dispensary clinics.

2. There must be an enlargement, usually at public expense, in the number of hospital beds for syphilis and gonorrhoea. Such enlargements should be made, however, after local study which leads to a definite policy as to the class of cases which are to be hospitalized, and the exact working relations between the hospital wards and the supervised ambulatory care provided by the out-patients departments.

3. Existing dispensary clinics should be brought to conform with already formulated standards of equipment and management; and their service should be periodically criticized by recognized efficiency tests.

4. Health departments or health officers should be responsible for promulgating clinical standards and for educating public opinion to insist that they be maintained in practice.

5. In a few large cities, the existing venereal-disease clinics would perhaps provide for the needs, at least in certain districts, if these clinics were organized so as to be efficient. But even in such localities a large extension in the form of evening clinics is necessary.

6. In most communities, the number of existing clinics is so small that there must be a large increase in the number of clinics, day and evening, pay and free.

7. Private organizations should be encouraged to start pay clinics on a self-supporting basis.

8. In most communities the establishment and maintenance of day and evening clinics by public funds will be ultimately necessary.

9. The provision of laboratory tests, of salvarsan and possibly of other medicines or materials, are proper forms in which public funds may assist private clinics that conform to satisfactory standards.

10. To cure and prevent syphilis and gonorrhoea as prevalent contagious diseases; to provide the necessary facilities to accomplish this purpose for the whole community; that is the point of view from which we should approach this matter. This view does not omit the moral aspects of the problem of venereal disease, it merely utilizes the physical approach as an effective avenue toward the moral goal. To drive these views home to the public in general, and to hospital and dispensary trustees, superintendents and physicians in particular, is the fundamental responsibility of the public health officer."

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In the case of Ontario I believe the British principle should be adopted and that the Province should be willing to make a grant equal to what each municipality expends in establishing clinics and supply them with remedies. I think both municipal and private effort should be engaged in the work, the former chiefly to establish free clinics for the poor and the latter to start pay clinics aiming at a self-supporting basis.

It is in this department that the enthusiasm and self-sacrifice of the medical profession will be most evident. They alone can take it in hand and spread its benefits far and wide, bending their energies both to arouse the public and to respond to the demand of those who need treatment and care.

#### EDUCATION.

Upon the question of the education of the young much can be said. It is most necessary that the plans to be adopted should have the concurrence of the Provincial and local education authorities. The advisability of leading up to subject of sex hygiene by gradual and almost imperceptible steps is evident if the pupil is to be brought to it naturally and in a way not distasteful either to the pupil or to the parents. From my study of the subject, I am inclined to agree with the views very well set out in a Report of the Sex Hygiene Committee of the Vancouver, B.C., Medical Association, dated April 24, 1916. It is given in the following extract:

"We consider that the proper way of teaching this subject of social hygiene, is by means of and from the standpoint of biology. We think that the child's mind from the earliest possible age should be gradually trained along this line so that the whole subject will gradually unfold itself in a natural manner so that when the application comes to be made to the human race, the perception of the pupil shall have been already trained to grasp such application in a natural manner. We propose that the subject of biology shall include elementary botany and elementary zoology; that is to take the individual cell in each of these two branches and show how it plays its part; first in the lowest organisms and later in those of a more complex structure. Each cell or cell group will be taken in three stages; firstly, the vegetative stage, during which it is lying dormant; secondly, the reproductive stage in which fertilization occurs and cell division is carried on; and thirdly, the life problem of such cell or cell group. This latter will include all the normal conditions of life under which such cell or cell group exists and certain of the pathological influences to which it is most liable.

"We propose that this teaching shall be made a part of the school curriculum and that it shall take its place in the ordinary spaces of the teaching day; that the term sex hygiene, or social hygiene, shall be entirely excluded during the course

and nature study in public schools and applied biology in the high schools be substituted.

"In order that this may be brought about it will be necessary to recommend to the educational authorities, the appointment of regular teachers especially trained in biological methods. It will be the duty of such teacher to deliver in the high school the more advanced course of lectures, to superintend with the aid of suitable text-books the very preliminary work of the ordinary teachers in the public schools and also to supervise the methods of teaching which may be decided upon in the normal school. We realize, of course, that this subject will not be taught in its completeness or entirety for a number of years until the present pupils in the high schools gradually go out to take their places as teachers trained in biological methods. So that at first the work in the public schools will be preparatory and therefore elementary.

"Finally this Committee feels that since the pupil has been more or less in touch with the method outlined throughout his school career, at the end of such a biological course, certain well-defined and special lectures may be delivered to the pupils applying more fully to the human race those methods which they have learned and probably some pathological applications thereof. These lectures may be delivered by the regularly appointed biologist or by the physician in charge of school inspection, at the discretion of trustees or department."

I may perhaps add here, for what they are worth, some statistics collected and published in Portland, Oregon, as to the effect of first sex impressions (1) from boy and girl associates and miscellaneous sources, and (2) from lecturers, parents and other wholesome sources:—

"1. The statements of 677 college men indicate that 91.5 per cent. received their first permanent impressions about sex from unwholesome sources.

"In answer to the question, 'What, in general, was the effect of this information upon you, as you look back on it now?' Five hundred and forty-five men out of 690 (79 per cent.) said the effect was bad.

"2. The statements of 816 college men indicate that 94.5 per cent. had received some sex instruction from parents, teachers, pamphlets, lectures and other wholesome sources.

"In answer to the question, 'Please give fully your opinion regarding the influence of this instruction on your life,' 676 men out of 751 (90 per cent.) said the effect was good.

"The average age at which 637 men received their first impressions about sex was 9.6 years.

"The average age at which 713 men received instruction from wholesome sources was 15½ years."

It will be readily seen that if such a system is to be initiated the Provincial and school authorities will need to work out not only an addition to the school curriculum but also to provide the necessary instruction for the teachers and the preparation or selection of text books.

This will no doubt need the co-operation of high schools and universities, but a beginning could well be made by the preparation of a special course to be taken in night schools by certain teachers as a temporary expedient till a more comprehensive scheme is evolved by those charged with the education of the young.

In this connection the question of the medical student is of the first importance. Few doctors have specialized in venereal disease. Its victims are

generally an undesirable class and success in this department of medicine was thought rather to mark out a physician as fitted for no other class of practice.

This prejudice will necessarily disappear but its present effect remains and accounts for the lack of knowledge both of the diseases and their cure on the part of the ordinary medical man and the absence of attention to them in instruction and clinics.

The introduction into the medical curriculum of this most important subject and its systematic pursuit is desirable immediately, and the provision of a post graduate course for doctors who are not in touch with recent discoveries and have little knowledge of how to deal with venereal disease should accompany it.

Both of these steps may now be much helped by the presence of the military venereal hospitals in the larger centres coupled with the willingness of the military authorities that these may be made use of for instructional purposes both as regards medical students and student doctors.

With regard to plays and films upon the subject of venereal disease, I have seen one used for the soldiers in Washington and have witnessed a performance of "Damaged Goods." The concensus of opinion among those I have spoken to and those who have appeared before me is that films are a good medium of education and might properly be employed as part of the propaganda against these diseases. I agree with this view subject to two qualifications. One is that these plays or films should be played or shown either to men and youths or to women and girls, but not to mixed audiences. The other is that care should be taken before a film is permitted to be shown that those in charge of the education campaign should see it first and have the right to insist on cutting out features objectionable from their point of view. Both the way the play is presented and the underlying idea needs scrutiny if this agency is to have a really beneficial effect.

#### LAW ENFORCEMENT.

One of the most advanced and effective steps in the campaign in the United States against venereal diseases has been the organization of a Department of Law Enforcement.

Many well meaning and deserving efforts to check vice fail because, when brought to the test, the law proves ineffective to touch the real offender or to accept anything short of a particular set of facts which go to make up the crime sought to be checked.

In order to enable a clearance of zones from venereal disease to be accomplished, the U. S. Government, as a first step, put into operation an enquiry as to the Federal, State and Municipal Laws in the areas affected regarding prostitution, venereal disease, rooming and lodging houses and allied matters.

The Law Enforcement Department under Major Bascom Johnson's able handling, has been able to call attention to defects both of law and of its administration and to conditions which require remedying either by the more rigid enforcement of existing laws or the enactment of new provisions.

And the Department has done much more than this. It has advised the State officials and State attorneys of any circumstances calling for action and has assisted them in remedying defects and stamping out moral sores where the law could reach them. Another function was in promoting agitation for the passing of new and advanced legislation shown to be necessary by existing conditions.

There is a great field here for action. It is something that would be welcomed by our Provincial officials and the fresh and stimulating influence which would come from those specially interested in this Department of Social Welfare would make the work not only easier but better done. Few men would resent a reasonable effort to meet new conditions or to cure existing deficiencies. The study of law from the standpoint of its success in meeting social evils, while yet untried here, offers much of interest and promises great results. But this department should take the practical form of intervening. There should be some one or more whose special duty it would be to attend court in all cases involving indecency, prostitution, bawdy houses, soliciting and venereal disease. There are also women's courts and children's courts to be watched. I am sure that there exists in the legal profession enough of self-sacrifice and a sense of duty sufficient to provide volunteer workers in making this new departure a success.

The influence of members of the legal profession in discouraging hysterical efforts to promote hasty legislation or to unduly interfere with well established principles in the administration of criminal justice would be of great value. But the real work of the service would lie in the instructed professional assistance to those sincerely desirous of bringing about better laws and more enlightened methods of accomplishing results which all must desire.

The advances that have been made in some of the United States have not yet been adopted here. But some of them are badly needed and can be made effective agents in stamping out prostitution, which whether professional or secret is a prolific source of venereal disease.

I may mention three which seem suited to our conditions:

(1) Law of injunction and abatement.

This is an enactment enabling the court to enjoin as a nuisance the continuance of prostitution or disorderly conduct in or on a property.

It encourages attack in this way on houses used for assignation purposes, and strikes at both the owner and tenant in such a way as to make the former extremely careful as to the use of his property and affects the latter through the chattels brought into the house. Any citizen or an official can enter an action in the name of the State. The details of such a measure will be found in many State Statute Books, the best probably being that of the State of Minnesota of 1913, Chap. 562. Similar laws are in force in New York, Indiana, Illinois, California, Pennsylvania, Nebraska, Oregon, Washington, Iowa, Virginia and in Washington, D.C.

(2) Law requiring a health certificate to be produced before a marriage license can be issued.

I do not think we are far enough advanced yet to put an absolute bar on marriage unless each party can show an absolutely clean bill of health in every respect. And anything less is liable to be evaded more or less easily. But the simple requirement of a certificate from a reputable physician, who will himself be subject to the cancellation of his registration for giving a false certificate, will call attention to the hygienic duty that rests upon every man and woman desiring to marry and gradually educate public opinion upon a subject in which nothing at all is being done and yet is one which lies at the basis of happy married life.

(3) Rooming and boarding house license and inspection.

This subject is in much need of proper regulation. Immorality is often due to the wretched accommodation provided for young girls and young men

and the opportunities provided by indifferent owners or tenants. All such rooming houses should be annually licensed and regularly inspected and those who let them should be subject to penalties if immorality is shown to have been practised therein if it could have been prevented by proper care and attention.

The subject is a difficult one, but some move is essential if secret immorality is to be checked.

#### PROTECTION OF GIRLS.

The protection of girls is a matter which in a large city requires a great deal of machinery both of a legal and social nature.

To look after girl employees living often away from home, there are required such activities as hostels, rest houses and all the social methods intended to prevent them getting on the streets at night. Another branch is devoted to considering how to prevent those actually in contact with vice from falling in altogether, and to aid those who are in the cesspool in getting out.

The most necessary adjunct to women's and children's courts is a detention home where girls can be put in charge of those who will befriend and endeavour to reform them and to find proper employment for them. Great assistance has been found in the employment of women police, probation officers, and social service workers.

I have been much impressed by the necessity in this regard, of the establishment of more Juvenile Courts. They form a point around which the social service workers can gather and the powers vested in the Judge and Probation Officer can be used with very beneficial effect. A perusal of the evidence of Mr. Hackney, Provincial Inspector of the Children's Aid Society, will convince anyone that the Juvenile Court is one of the foundation stones in child welfare and in the checking of vice, and that they should be multiplied wherever the conditions seem to warrant it.

In making recommendations upon the subjects dealt with in this second interim report, I desire to be understood as basing my hopes for effective action upon voluntary civilian effort initiated by a committee appointed by the Ontario Government and therefore with due official recognition. It must be provided with a grant sufficient to enable it to pay a competent secretary, to print and circulate suitable literature and to meet the travelling expenses of speakers and lecturers.

While a Government can give authority and backing, it is, I think, obvious that to make the propaganda entirely an official one is to rob it of half its enthusiasm and vigour. These must have their genesis in the conviction and energy of citizens willing and anxious to do their share for humanity.

There are enough voluntary workers now connected with this and other subjects to find a ready response to any official invitation to help. I have indicated with some detail what has been done elsewhere and in the recommendations I make there is the underlying idea that activities to be undertaken will include most if not all of those specific efforts which have proved successful in both Great Britain and the U. S. I would expect that our Canadian energy might develop also in some perhaps different directions. I trust that in addition to all others it will seek to link up such agencies as newspapers and magazines, so as to get not only access to their columns but the literary help of their editors. But this as well as all other matters and the plan of campaign itself, must be left to some body which will contain representatives of many sections of our

community who are or ought to be interested in social service work, and without whose co-operation results might be less effective than is desirable. For these reasons and after some hesitation between the idea of a large and representative committee and that of a smaller body, I have come to the conclusion to recommend a large committee, representative of various aspects of our social life, but yet doing its work in sections specially selected therefrom because of familiarity with individual branches of effort.

I do not recommend the payment of its members, preferring to rely upon their willingness to serve when those nominated realize the vital benefit to our manhood and womanhood of a resolute and public facing of this social scourge.

I think that while the Provincial Secretary's Department, the Provincial Board of Health, the Medical Health Officers throughout Ontario, the hospitals, the universities in their medical faculties, the medical profession, the Boards of Education, the Teachers' Association, the Children's Aid Societies and the Morality Department of the Police Force should be represented upon the General Committee, there should also be appointed others who either are directly interested in the subject or who should be. I refer to those belonging to the voluntary associations in Toronto and elsewhere which are dealing with this and other social hygiene subjects, and as well to the Y.M.C.A., the Y.W.C.A., the Big Brother and Big Sister and similar movements. I also think that there are other bodies whose aid should be sought out, such as the Church organizations, the Associated Boards of Trade, the Trades and Labour Council, the Press Association, the Canadian and Rotary Clubs, the Freemasons, the Knights of Columbus, the Athletic Clubs, the Good Government League, the I.O.D.E., the Local Council of Women and other active organizations.

It may be that, later on, the Committee may be able to help in other matters of public welfare.

I have been able to get personal statements from Mr. Zinsser, Chairman of the Civilian Co-operation Society in the U. S., and from Dr. Winnifred Cullis, a member of the British National Council as well as from those in Washington now actively engaged in this work, both from a military and civilian standpoint. I may mention particularly those of Major Sawyer, U.S.A., Lieut. T. D. Elliot, U.S.A., Dr. Paul B. Johnson, Major Bascom Johnson, Dr. Katherine B. Davis, War Department, U.S.A., and Capt. Alex. C. Thomson, U.S.A., because they indicate very fully the methods adopted in the United States among the civilian population.

I wish to express to each one of them my appreciation of the fact that, while under the great pressure of the war, they were willing to devote as much time as I felt able to ask for, in supplying me with the information I needed. These statements I transmit with this Report and they will repay perusal.

In conclusion, I have the honour to make the following recommendations:—

1. That there should be appointed by the Lieut. Governor in Council a committee to be known as the Ontario Social Hygiene Committee, (or some other similar name).

2. That this General Committee should be large enough and representative enough to permit it being divided into sections devoted to special departments of the propaganda.

3. The duty of this Committee should be in the first place to initiate a Province-wide movement for the suppression and cure of venereal disease and for the education of the public, young and old, in regard to it, and in the second

place to undertake such other work in the future as the social conditions of the Province seem to demand if requested to do so by the Lieut.-Governor in Council.

4. That from the Committee so appointed there should be nominated by the Lieut.-Governor in Council an Executive Committee whose chairman should be the Chairman of the Provincial Board of Health and whose duty it should be to supervise and direct the activities of the General Committee and to frame regulations for its guidance and to define its powers.

5. That there should be also named by the Executive Committee, various sub-committees from among the members of the General Committee to take charge of special departments of the work under the direction of the Executive Committee. Such departments might be (a) literature, (b) lecturers, speakers and films, (c) propaganda, (d) work among employees in industrial plants, (e) education of the young, (f) education of medical students, (g) protection of girls, (h) Law enforcement.

6. That the Lieut.-Governor in Council should grant, upon the recommendation of the Executive Committee, such moneys as in the judgment of the Executive Council might be necessary for (a) literature, (b) travelling expenses of the secretary and of lecturers and speakers, (c) the salary of an all-time secretary, (d) such other sums as may be necessary to meet unforeseen or necessary expenditure which cannot well be borne by private subscription including the travelling expenses of members of the Executive Committee only.

7. That the Executive Committee should be charged with the duty of finally approving all the literature, posters, etc., which shall be issued or published and none should be circulated without such approval. The Executive Committee should also be the clearing house for co-ordinating the activities of all the sub-committees so as to prevent overlapping and also to stimulate and promote effort along the most approved lines.

8. I further recommend that the Dominion Government should be approached and if possible in connection with other Provinces, who are stirring in this matter and asked to take steps to (1) Form a Federal Department of Health; (2) To extend and enlarge the present military hospitals for venereal disease so as to admit civil patients and to permit instruction to students and others to be given therein. (3) To erect detention houses for those infected with venereal disease and who are either dangerous to public health or incorrigible; (4) To make a grant to each of the Provinces interested equal to the amount provided by a Province in carrying on its campaign against venereal disease including therein the cost of clinics; (5) To provide a sufficient supply of Salvarsan or its equivalent free of cost and permit its manufacture under proper supervision by either Provincial agencies or private individuals or companies; (6) To appoint an official with military rank, with the approval of the Lieut.-Governor in Council, who should be an official of the Provincial Board of Health, to take charge as Secretary of the propaganda under the direction of the Executive Committee and to pay one-half of his salary. He to act also as liaison officer with the military authorities in connection with their hospitals for venereal disease.

9. That a survey should be made of the provisions of the Criminal Code and the Statute law of the Province in order to see whether any amendment or addition is required to be made thereto so as to permit the full benefit of the campaign against venereal disease to be reaped and to lay before the Legislature and the Minister of Justice the results of such survey so that necessary legislation may be passed without delay. That special attention should be paid to the matters

referred to in this report, namely, the offence of soliciting, the care of young and working girls, and the advisability of enacting an abatement and injunction law and one requiring certificates of health before the issue of marriage licenses and the inspection and regulation of rooming houses.

10. That the establishment of a proper and compulsory course in the medical faculties of the universities in venereal disease for medical students and of a voluntary post graduate course for medical practitioners should be required and also that this subject should be included in the instruction at the nurses' training schools.

11. That the Crown Attorneys and all officials concerned with the administration of the law should be reminded of the necessity of having laws touching sexual immorality and venereal disease rigidly adhered to and properly administered and that an effort should be made to bring about uniformity of decision.

12. That Juvenile Courts should be set up in all the large cities and in the chief border towns.

13. That clinics, pay and free, should be established in all important municipal centres under such regulations as may be laid down by the Lieut.-Governor in Council and that a definite grant should be given to all municipalities setting up these clinics in order to secure their continuance. This grant to be proportionate to the amount voted by or contributed in the municipality.

14. That such of the above recommendations as properly fall within the purview of the General Committee should be taken up by it and the results of their deliberations should be formulated for Governmental action wherever that is needed to make their conclusions effective.

All of which I have the honour to submit.

FRANK E. HODGINS,  
*Commissioner.*

Dated this 23rd day of October, 1918.













