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THE COMPARATIVE ANALYSIS OF JIMY PROGRAM  
AND GUARDIAN SOCIAL ALLOWANCE CLIENTS

by

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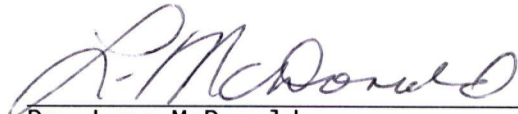
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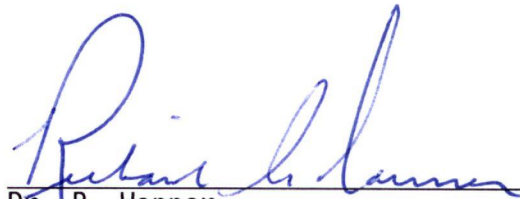
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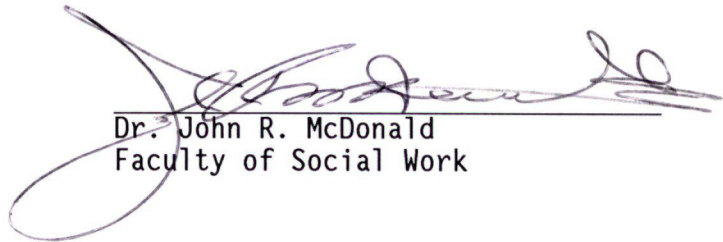
The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies for acceptance, a thesis entitled, "The Comparative Analysis of JIMY Program and Guardian Social Allowance Clients" submitted by Thangavelu Natarajan in partial fulfillment of the requirements for the degree of Master of Social Work.



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### ABSTRACT

This study examined the similarities and differences between the Guardian Social Allowance (G. Sall) and the Joint Integrated Measures for Youth (JIMY) Program clients in Alberta. All these children were between the ages of 16 and 17. A secondary data analysis method was used to conduct the study. The primary source of data was the income security and child welfare client files from the Alberta Family and Social Services. Content analysis was used to compare 60 files from the G. Sall program and 60 files from the JIMY program. These groups were compared on variables representing the children, socio-economic and demographic characteristics of the children, families and program characteristics.

The major finding of the study was that the JIMY program clients received better services in terms of assessments, referrals and follow-ups than the G. Sall clients. Though the JIMY program might be an improvement over the G. Sall, it also needs an examination of its goals and objectives. A large proportion of clients from the JIMY program, who left the province, might still be in need of similar services. These findings highlight the need for a thorough and complete evaluation of both programs and services.

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### DEDICATION

To my parents, Mr. and Mrs. Thangavelu, my wife and two lovely children Prashanth and Anjana for their encouragement and much needed support.

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## CHAPTER 1

### COMPARATIVE ANALYSIS OF JIMY PROGRAM AND GUARDIAN SOCIAL ALLOWANCE CLIENTS

#### 1.0 Introduction

This study examines the similarities and differences between the Guardian Social Allowance (G. Sall) and the Joint Integrated Program for Youth (JIMY) Program clients. Both sets of these clients are provided with financial, social and psychological benefits by Alberta Family and Social Services. The JIMY Program benefits are available for 16 and 17 year olds, as a special benefit in the Calgary region only. At present, Alberta is the only province in Canada to provide these special services to 16 and 17 year old children.

Guardian Social allowance benefits are available for all children between 0 - 18 years of age. In both programs the benefits are provided to those children who are forced to leave their homes, where the parents are unable to or unwilling to provide proper care for them. Marital separation, physical abuse, family violence, sexual abuse, and other related problems are some of the reasons why children leave their homes. This is evidenced by the increased number of requests and services provided by the

JIMY Program in this region.

For example, "A Review of Program Statistics (1987 - 88) for the JIMY Program" by the Calgary Integrated Services, (June, 1988) indicates that there were 19,000 services provided by the JIMY Program. These service units included child welfare support, financial assistance, emergency food and shelter assistance and issuance of bus fare to destinations across Canada. Approximately 1000 youths actually received full assistance. The study estimates 6000 youths are at risk at any given time in the Calgary region. Parent/child conflict appears to be the most significant factor in separation of the child from the home. Unemployment, emotional problems, school performance, pregnancy, truancy and difficulties with the law are some of the other reasons identified for seeking assistance from the JIMY Program.

### 1.1 Purpose of the Study

It has been generally acknowledged that JIMY Program clients are receiving better service than the G. Sall clients based upon practice experience.. Due to huge caseloads and shortages of staff, the G. Sall clients are often neglected. However, the JIMY Program client caseloads are considerably smaller than the G. Sall clients. An average Income Maintenance caseload where the G. Sall

clients are transferred to, can exceed 500 clients; this compares to less than 100 caseloads for the JIMY Program worker. There has been little information collected on the G. Sall or the JIMY Program to properly evaluate or assess program effectiveness.

The purpose of this study is to provide a comparative description of the two programs as a precursory step to formally evaluating the two programs. Specifically, the characteristics of the population, the services received by the clients, and the outcomes of service delivery for each program will be examined. Comparative analyses will be made through secondary analyses of case records randomly selected from the G. Sall and JIMY Program. (Rubin, 1988.) It is anticipated that the study of the two programs could assist the regional management in refining the basic objectives and functions of these programs in light of the differences. It will also provide preliminary indication as to their differences in achieving the stated goals.

## 1.2 Historical Background of Programs

The Guardian Social allowance program has been providing services to clients since 1963, at which time it was introduced as a separate benefit to the Income Security Program. Financial assistance was issued to the guardian of a child, whose parents were unable to provide for them for

reasons such as inability or unwillingness. Some children were placed in the guardians home by the Child Welfare system because of child abuse. Though this program was inaugurated in 1963, there has been no formal evaluation made of its effectiveness or efficiency. Several problems were identified by clients, social workers and other social service personnel. High case loads and poor service delivery were two major problems identified. Both Child Welfare staff and the Income Security staff were concerned that many children were not receiving adequate services or benefits.

The 16 and 17 year olds were particularly affected because they were often neglected in terms of addressing special issues and concerns. Many children were experiencing difficulty in accessing benefits. The Child Welfare Program was unable to address the problems of the 16 and 17 year olds due to the change of focus of service delivery of the Child Welfare Program. The main concern of the Child Welfare Program was to look after younger children. The Income Security Program functioned to provide financial benefits only. Due to the high volume of caseloads, workers were unable to address the special needs or problems of these children. By the time some of these children were seen, the problems had grown to crisis proportions. Many of the children had already left their

homes or were forced to leave their homes. Even when they had stayed in their guardians' homes, some children were experiencing difficulties.

The JIMY Program was developed in the Calgary region to respond to these identified concerns. Most administrators and social work personnel believe that the JIMY Program clients receive better services than the G. Sall clients in terms of assessments, referrals and follow-ups. However, there is no empirical evidence to suggest that this is in fact true. It is also acknowledged that more and more 16 and 17 year old children are approaching Social Services for assistance. JIMY Program applications have been increasing ever since the programs inception. There is also evidence in the literature to suggest that teenage runaway population is on the increase, (Brennan, 1978; Miller, Miller, Hoffman and Duggan, 1980).

### 1.3 Problems Faced By Adolescents

The period of adolescence can be a difficult time for young people. This is the time when teenagers are striving to establish their own independence and identities, (Sims, 1988.) Many of the teenagers' values conflict with those of their parents. Behaviour problems resulting from family situations like family violence, alcohol and drug abuse, physical or sexual abuse also contribute to conflicts.

Subsequently, some children are forced to leave their homes. Inability of the natural parents to financially support the children or unwillingness to provide adequate support care are also determining factors. Some children are abandoned by parents or guardians. Some others are placed in the guardians' homes by the Child Welfare and Court systems. With limited community or financial resources to help these children, some end up in the streets or resort to activities like shoplifting, robberies and other crimes. Many children who run away from their homes, as well as their parents, need proper care and adequate services so that they can attempt to solve some of the problems and perhaps become independent.

#### 1.3.1 Typology of Adolescent Runaways

Any successful strategy in rehabilitating teenage runaways would recognize that running away is a complex phenomenon with different causes. To begin with, one must try to understand the problems faced by these children. In his recent study, Jones (1988) identifies three major types of adolescent runaways. The first type is based on family dynamics. The second type is based on the personal problems of the adolescents and the third is the "temporal model of runaways". (p. 3)

There is a general consensus in the literature that family dynamics is a major explanatory variable for run away behaviour. In turn, there are a wide variety of family circumstances that result in adolescents running away. There are those "fleeing from" unresolved family problems, those escaping from family crisis or conflicts and those who run away as a cry for help.

The first type of runaway in the family dynamics category, is "fleeing from" unresolved family problems. (Homer, 1973; English, 1977; Brennan, 1980.) The family problems include family violence, alcoholic parents, incest or child neglect. Jones (1988) believes that depending upon family circumstances, running away may have been a rational decision for children. The potential danger faced by the children at home is at times far greater than running away. The chances of these children returning home is poor, as with the abandoned type. However, Jones points out that these children maintain some parent/child link as compared to the abandoned type.

In the second type of running is often the result of parent/child conflict. (Jenkins, 1971; Gullotta, 1978, 1979; Curry, 1980; Morgan, 1982.) Running away behaviour results from conflicts over issues such as curfew, dating habits, length of hair, hygiene, school performance and Church attendance.



underlying cause of conflict is poor communication between the parent and child. The parent perceives the problem as the children becoming disobedient. The children blame the parents for being uncaring or not listening.

Brennan (1980) suggests that running away occurs when the children believe that the parents exercise excessive control over their behaviours. He suggests that females are more likely to run in this category. The females are often subject to more sanctions and stricter controls than males. These children feel that they would have better control of their environments if they were to leave their home. They assume that they will find an environment where their decision making will be more autonomous.

Some children run away due to the stress brought on by family crisis such as divorce, separation, parental discord and financial loss. (Stierlin, 1973; Michaels and Green 1979). These children may regard their running away as temporary and are likely to return home after a few weeks. (Jones, 1988.) The children may feel guilt about their actions because their running away causes further crisis in the family. Jones suggests that the prognosis of these children returning home is excellent.

English (1973) categorizes those running away as a cry for help as "altruistic runaways", (p. 22). These children often return home voluntarily. They hope to call attention to unhappy family situations. Haupt and Offord (1972) believes that it is a call to bring attention to themselves. Though these children return home voluntarily, it is usually for a short time. If conditions do not improve to their satisfaction, they will run again.

Some children run with an unsharable problem. English (1973) believes that these children run away because of fear of parental reaction to a situation in their life. Problems like pregnancy, homosexuality, poor school performance or failure are often identified as the reasons for running away. English suggests that these children are desperate for help and are often naive. Therefore, they are vulnerable to exploitation by members of street culture. Some children may return home after a brief period and many may be stuck with prolonged street life. (Jones, 1988.)

There are also many teenagers who leave their homes because they have been abused or neglected in some way. The motivation of runaways in the 1980's, according to Malinowski (1988) is often escape from an emotionally or physically hostile environment. "Thirty-six percent of all runaways cite physical or sexual abuse as the cause for their flight and over sixty percent have left home because

their flight and over sixty percent have left home because of some type of family difficulty". (Malinowski, 1988; p. 236). The same study indicates that another 15.5 percent are abandoned or ejected from home.

Some adolescents have been pushed out of their homes because they are incorrigible. The second major category of teenage runaways outlined by Jones (1988), is predicted on the personal characteristics of the teenagers. For example, there are those adolescents who are psychiatrically disabled. The psychiatrically disabled runaways (Stierlin, 1973) differ from most other runaways in the fact that the causes for their running away are independent of family dynamics. Others included in the personal types of runaways are: youths seeking adventures, (Homer, 1973; Adams and Munroe, 1979; Brennan, 1980), casual behavioural disordered runaways, (English, 1973; Stierlin, 1973). This group of youth run away toward something rather than from something. They are equipped to survive in the streets without much trauma. However, their social relationships are based on the exploitation of others. (Jones, 1988.) These children are in many cases delinquent and may engage in street hustles, dealing in drugs, prostitution, pimping and petty theft. They are described as "highly uncontrollable, independent delinquent", (Jones, 1988, p. 27; English, 1973; Stierlin, 1973; Brennan, 1980).

#### 1.4 Treatment

The most common type of intervention or treatment of the runaway is family treatment. (Michaels and Green, 1979; Byles, 1980; Ostensin, 1981.) Not all children are expected to return home. Some children may never return home. Some of them need a period of time away from their home, where they are in an accepting and friendly environment. In the meantime, the home situation may improve to the extent where the children can return home. The parents and the children will need adequate programs and services so that the return of the children can be facilitated. Abused children and the parents will require additional support and professional help.

A number of studies have urged that intervention with first-time runaways are most successful and reduces recidivism. (Palmer, 1979; Smith and Hohnstedt and Tompkin 1979.) Family centred intervention is heavily supported in literature. Researchers firmly believe that most of the reasons that children run away can be traced to family circumstances. (Grough and Grilli, 1972; Stierlin, 1973.) Services identified to improve the situation include family counselling, case work services, a wide range of community resources, short-term and long-term shelter facilities, and financial assistance. (Gruher, 1979; Palmer, 1979; Smith, Hohnstedt and Tompkin, 1979; Curry, 1980.) Other services

include tutoring and educational assessments, medical services, individual counselling and psychological evaluation. (Jones, 1988)

### 1.5 Why do children leave home?

There are several reasons for children leaving their home. According to the literature parent/child conflict, physical and sexual abuse, mental abuse, family violence, alcoholism, child neglect are some of the reasons why children leave, (Kercner, 1980; Silbert and Pines, 1981; Finkelhor, 1984a; McCormack, Burgess and Janus, 1986). Other reasons for leaving home are separation of parents, divorce and parental discord, (Hingst, 1981; Emery, 1982; Brokowski, Bequette and Boomhower, 1984; Stolberg and Cullen, 1985).

Many children who leave their homes or are evicted by their parents, seem to come from single parent headed families, low socio-economic strata, large families and some broken homes, (Grove and Crutchfield, 1982; Rosen and Neilson, 1982; Rosen, 1985).

Due to stress, fear of continued physical, sexual or other forms of abuse, many children experience behavioral problems, like running away, poor school performance, quarrelling and fighting with others, shoplifting, theft and other related difficulties, even when they are in their

homes. Once they leave their homes, they are faced with additional problems like further violence, life in the streets without adequate accommodation, alcoholism and drug abuse, prostitution and trouble with the law, Rogers and Terry, 1984; Weisberg, 1985; Janus et al, 1987). There are some studies which indicate severe depression and suicide among the adolescent who leave their homes. One study for example, suggests that the suicide rate among the adolescent population in general has increased 136 percent between the 1960's and the 1980's, (Berman, 1984).

However, the services and programs for the children, particularly the teenagers, are somewhat limited or non-existent. There is evidence to suggest that treatment programs, services specifically designed to assist adolescents with problems, have been very successful. The Huckleberry House, in several cities in the United States and some cities in Canada like Toronto, the Covenant House, a shelter for run away youths, are some examples of similar programs. Basic needs such as shelter, food and clothing are most crucial and immediate for children who leave their homes.

The Guardian Social Allowance Program and the JIMY Program in Calgary, which is the only program in Canada which addresses the needs of 16 and 17 year olds are some of the services offered specifically to children. The causes

for these children to leave their homes and the problems faced by them are, in many ways, similar to those outlined in the literature. The programs and services discussed are also somewhat similar.

#### 1.6 Alberta Treatment Programs

Alberta Family and Social Services provides financial assistance to the children who seek help through the Social Allowance Program. However, the families need special services and programs to cope with problems like family violence, physical and sexual abuse. The Guardian Social Allowance Program (1963) and the Joint Integrated Measures for Youth (1987) were developed to address some of these needs. There are several similarities and differences between these two programs in terms of services, administration and client. The similarities between the two programs are as follows: 1) both these programs are administered by the Income Security and Child Welfare Program, 2) both Programs service children in the 16 - 17 age group. Both receive financial assistance from the Income Security Program, 3) once assessed, the clients' files from both Programs are transferred to more stable, large income maintenance caseloads, 4) all clients are assessed individually by Social Workers with regard to the

suitability of guardians, including the type of supervision offered by the guardians.

The differences between the two programs are as follows: 1) all JIMY Program clients are 16 and 17 year old children. The Guardian Social Allowance Program assists children of 0 - 18 years of age, 2) independent living is not available for Guardian Social Allowance clients. Such arrangements can be allowed under the JIMY Program after an individual assessment. For example, expectant women can access independent living accommodation. Some boys with severe behaviour problems may also be eligible. The Guardian Social Allowance client must identify a suitable guardian, 3) the financial benefits received by the JIMY clients are higher compared to the Guardian Social Allowance clients. For example, the JIMY client may be able to receive \$341.00 per month, and the maximum the Guardian Social Allowance client can receive is \$240.00 per month, 4) initial case plans are constructed on each JIMY Program client. This includes: a) identification of presenting problem, b) assessment of family circumstances, c) support networks are available in the community, d) procedure for monitoring and follow-ups. (Outline of the Initial Case Plan is attached, see Appendix 4.) Such elaborate assessments are not made on Guardian Social Allowance clients. Only the suitability of the guardian and the home



environments are assessed, 5) independent living arrangements are available for the JIMY Program client, unlike the Guardian Social Allowance clients. Even if the Guardian Social Allowance client demonstrates ability to financially and emotionally manage well on his/her own, he/she must still select a suitable guardian, 6) cheques can be issued to the client directly under the JIMY Program. However, such privileges are not available to the Guardian Social Allowance clients. The cheques can only be issued to the guardian for room and board expenses. The JIMY clients are provided with more opportunity to learn financial responsibilities and independence, than the Guardian Social Allowance clients.

Other financial benefits such as recreation allowance, handicapped children's allowance are available to children from both programs. In general, the JIMY clients are more knowledgeable of such benefits and may access them better than Guardian Social Allowance clients. One of the reasons for this is that initial intake is likely to be done more thoroughly for the JIMY clients than the Guardian Social Allowance clients. As well the JIMY clients are advised of the benefits in more detail than are the Guardian Social Allowance clients. A third reason is that the clients are often already living outside their homes, and therefore are more knowledgeable about eligibility. They learn about

programs and services from their friends, counsellors or social workers. Their communication skills appear to be often superior to the Guardian Social Allowance clients. From a review of some files, it is evident that the 16 and 17 year old children become dependent on the Guardian Social Allowance Program when they were much younger. Whatever knowledge children had acquired in obtaining services from workers, seemed to have been passed on to them by their guardians. The guardians themselves were at best of time fearful of requesting for additional financial assistance. As a result, many children failed to obtain services which would have been available according to income security policy.

#### 1.7 Research Objectives

Most children in both programs appear to come from similar socio-economic backgrounds. Many come from abusive environments; many are second generation Social Allowance recipients. Though physical and sexual abuse is not restricted to any one specific group, family problems related to these types of abuse are somewhat similar. For example, symptoms like running away from home, promiscuous behaviour, physical violence against others, shoplifting are highly correlated to such abuse. Information about these

problems is well-documented on the clients in their Income Security or Child Welfare files.

Though the Guardian Social Allowance Program has been providing services to clients since 1963, there has been no formal evaluation made of its effectiveness or efficiency. Some problems were identified by social workers and management in terms of high caseloads and poor service delivery. Clients have been complaining and it is evident by the high increase in appeal hearings. (Management Information Bulletin, 1988.) The JIMY Program which was inaugurated to respond to some of these concerns has not undergone an evaluation. Though it is generally acknowledged that the JIMY Program clients are receiving better services than the Guardian Social Allowance clients, there is no empirical evidence to suggest that this in fact is true. As a beginning step this project will examine if in fact there are differences between the two programs in terms of service rendered and outcomes.

Chapter 2 will present an extensive review of literature focusing on the characteristics of the families of children who are faced with leaving the home and some of the major causes for leaving home. It also outlines some of the problems and effects of leaving homes. The literature review discusses the services, programs and treatment models that are believed to be effective. Finally this chapter

discusses the problems faced by the JIMY and G. Sall clients in terms of seeking services and assistance in the Calgary region.

Chapter 3 presents a historical overview of the JIMY and the Guardian Social Allowance Programs. It also presents the philosophy, goals and services of these two programs. It also outlines the major similarities and differences between the programs.

Chapter 4 discusses the methodological aspects of the study. Chapter 5 describes the findings of the study and presents a statistical analysis of the results.

Chapter 6 includes conclusions and recommendations for future study and practice.

## CHAPTER 2

### LITERATURE REVIEW

#### 2.0 Introduction

One of the most difficult problems social workers and many other mental health professionals experience is how to effectively assist families and children who leave their homes or who are forced to leave their homes. It is estimated that about one million boys and girls leave their homes or are evicted from their homes, (Brennan, Huizinga and Elliott 1978; Miller, Miller, Duggan and Hoffman, 1980). Consequences for leaving home can be very severe. Many children experience problems like engaging in illegal activities, drug abuse, pregnancy, prostitution, early parenthood and suicide. The complexity and seriousness of these social problems presents challenging tasks for workers who must be prepared to deal with the children and their families competently often in the absence of community resources.

The literature review is composed of four sections. The first section outlines the socio-demographic and socio-economic characteristics of these children. The second section examines the causes as to why children leave their homes. The third section discusses the problems faced

by the children. Finally, the review considers some of the major programs and services provided for the children and their families by social service agencies. It also assesses the effectiveness of these programs.

## 2.1 Socio-Demographic Characteristics

The 1984 annual report by the Department of Health and Human Services estimates of runaway youths ranged from 730,000 to 1.3 million in the United States, (Janus, et al, 1987). The youth were divided into two categories. The first category was family orientated; children coming from these families ranged from nine to sixteen years of ages. The main source of referral for these children was the school. Youths in the second category were "independent orientated" and they ranged between 16 - 18 years of age. These children were already out of their homes and had no viable living arrangements, (Janus, McCormack, Burgess and Hartman, 1987).

There is considerable evidence and documentation to suggest that since the 1960's the concentration of poor mothers, who are sole family supporters, have increased dramatically particularly for urban blacks and natives, (Williams, 1986; Morash, 1989). According to Morash the United States Bureau of Census (1985) estimates that one in two black children are poor as compared to one in five among

the population in general. Elderman (1985) estimates that fifty percent of black and native children are born to single mothers. The offender population is over represented by blacks and natives, according to by Blumstein, (1983).

In one study in Toronto, McComack, Janus, Burgess and Hartman (1987), found that 63 percent of the adolescents leaving their home were males, and 37 percent of them were females. Some of them left home for the first time when they were as young as four years of age; some were as late as 19 years of age. Forty-six percent of them had left home as many as five times. Ages ranged from 15 - 20 years old, with mean age of 17.9 years. Eighty-one percent of them were white, blacks 8 percent and the rest of the group made up the remaining 10 percent. Approximately 62 percent of the respondents in the study reported problems of physical and sexual abuse; 60 percent of them have had trouble with the law.

Loury (1987) links adolescent delinquency to the increased number of single-parent families headed by teenage mothers. He suggests that family intervention and programs or services must reach this population group in order to facilitate rehabilitation. Mother's age, at first birth, for example, can have an effect through influence on the family's poverty and the related restriction of children to criminogenic communities, (Morash, 1989). He suggests that

the social handicap (low social class, inadequate family income, large number of children in the family or father's erratic employment) predict juvenile and adult convictions. When adolescent offenders are considered, low family income is a definite predictor of frequent offender versus occasional offender status, (Douglas and Ross 1966; Robins, 1979; Moore, 1986). Moore (1986) confirms that "teenage mother's raise their children in difficult neighbourhoods under a variety of disadvantages", (Moore, 1986, p. 49).

A similar report involving Canadian population in Toronto estimated approximately 35,000 runaways were provided with temporary shelters, (Janus, McCormack, Burgess and Hartman, 1987). Between 1983 and 1986, Covenant House (Toronto), a Canadian Youth Shelter received approximately 12,000 requests from 4000 youth runaways. The ages of this population ranged from 16 to 21.

Another study found that 46 percent of the families were experiencing financial problems just prior to running away, (McCormack, et al, 1987). Forty-seven percent of them were two parent families from which these children ran away; 31 percent were headed by one parent, generally the mother; 23 percent of them were reconstructed or blended families. Children from single parent families seem to more likely be exposed to new adult males, by the mother. Many children,



especially females, are subject to potential sexual abuse by the new stepfathers, according to Finkelhor (1984a). This increases the likelihood of the child running away.

Poor social performances, acting out behaviours, fights and quarrels with peers or siblings are also common among children coming from such family environments. They are also victims of physical, sexual or mental abuse.

Resident isolation, inability of schools or communities to meet the children's needs and lack of employment for teenagers often result in the older adolescents use of robberies as a source of income, (Sullivan, 1983). For youths living in black ghettos and middle-class families, who have been abandoned by their parents, there is an absence of appropriate role models. As a result, these children experience problems of truancy, petty crimes, thefts and violence, (Wilson, 1987). Among single parent family neighbourhoods, supervision of these youths is non-existent or very poor, resulting in victimization of these children along with structural pressures for delinquency, community disorder and criminal subculture. Simcha-Fagan and Schwartz (1986) suggest the presence of a strong correlation between children in a mother-headed household and the presence of delinquency promoting subculture.

Family structure, poverty, community context, and mother's age can have an impact on a child's ties to and

success in school according to Morash (1989). Several studies, Loeber and Dishion, 1983; Elliott, Huizinga and Ageton, 1985; Hawkins and Lishner, 1987), indicate that school conduct and learning problems are often a precursor to serious delinquency. Mother's level of education, family poverty, children's eventual involvement in delinquency (Moore, 1986), and children's school drop-out rate (McLanahan, 1985), appear to be factors affecting the child's learning abilities. Considerable attention has been paid to single parent families and problems faced by children. There is a weak association between broken homes and delinquent behaviour, (Grove and Crutchfield, 1982; Rosen and Neilson, 1982; Rosen, 1985). Rosenbaum (1989) concludes that "though it may be possible to dismiss the broken home as the single major factor, it still may be significant when combined with other factors", (p. 32).

There has also been evidence to suggest that large families are conducive to delinquent behaviour, (Nye, 1958; Rosen, 1985). Hirschi (1983) suggests that the delinquent behaviours result from parents having less time and energy per child and less attachment to their children than parents with fewer children.

Several studies, like the London Longitudinal Survey (LLS), the Philadelphia Cohort Study, the National Survey of Youth, (NLSY), and the National Study of Children, (NSC),

suggest that the family structure, mother's age, presence or absence of father in the family, family size and ethnicity are important factors contributing to juvenile delinquency. These studies indicate that the delinquency rate is very high among Hispanic, black and single parent family groups, (Morash, 1989). These studies also suggest that these families are characterized by early child bearing, they tend to be dependent on social assistance, and live in public housing. The children coming from these families are in need of remedial education, or special education programs. The PCS and LLS studies indicate that the mother's income at the time of the child's birth and father's erratic employment have relatively strong ties to delinquency, (Morash, 1989).

Aside from family size, economic and social class variables, other family characteristics are identified in theory as predictive variables of delinquency. For example, the LLS study suggests that physical neglect, presence of a cruel mother, and neglectful parenting appear to be related to the mother's age. Though the connection between mother's age and delinquency is not extremely strong, it is persistent in both the United States and British examples; and for both nationally representative and social, racial ethnic group-specific samples. Economic and educational realities confronting a group described as

"truly disadvantaged", (Wilson, 1987), appear to produce low hopes for education, income potential and subsequent delinquency among some children, (Moore, 1986.)

Many children coming from such environments often tend to leave their homes or are forced to leave their homes. Some are removed from the parent or parents by authorities. These children drift from home to home, institution to institution, or end up in the streets. There has been a number of studies examining the plight of the homeless youth. Homeless youths are more likely to come from female-headed, single parent and reconstructed or broken families, (Shane, 1989). Female-headed, single parent families, according to Shane's study, constitutes 20 percent of all households. This is a 10 percent increase since 1983, according to O'Hare's (1987) study.

Single parent family households, among social allowance recipients, totalled approximately 24,900 (September, 1988), according to the Management Information Bulletin, in Alberta. The Calgary region had 6700 single parent (29 percent of total) family households during the same period. This constitutes a marginal decrease of 3 percent over the same period from the previous year.

The Child Welfare Program in Alberta completed 23,700 child welfare referrals and over 7200 were found to be unfounded allegations, (MIB, 1988). However, 8800 were

confirmed to be actual physical, sexual and mental abuse which required intervention. Approximately 84 percent of the referrals were caucasian, and 16 percent of them were treaty and non-treaty Indians. Thirty-two percent of the children were between the ages of 15 - 17. Eighteen percent of them were females and the remaining fourteen percent were males. An additional 14 percent of them were males. Confirmed cases of physical and sexual abuse among teenagers constitutes an increase of over 3 percent over the previous year. As a result, the JIMY Program applications have had significant increase during 1988.

## 2.2 Why Do Adolescents Leave Home?

The tremendous increase in runaway youth has become a major concern for social service personnel. Running away has no single or simplistic explanation as the literature indicates. It occurs as an adaptive response to a specific situation. It also occurs as an expression of individual and family psychopathology, (Adams and Munroe, 1979). Psychoanalytic studies suggest that runaway behaviour may be a symptom of several factors like conflict, quiet hostility and need to distance from hostile impulsion. Family violence, parent-child conflict, physical/sexual abuse are some of the reasons identified in the literature as reasons for running away among adolescents. Marital separation,

divorce and abandonment of children are other reasons for children to be in the streets.

Family disengagement appears to be one of the major factors in the process of deciding to run away from home, (Palenski and Launer, 1987). Most adolescents interviewed in this study reported that prior to leaving home, they felt their involvement to be at very minimum. Homes of runaways often reflect family stress due to separation, divorce or death. Schulman and Kende (1988), believe that one of the symptoms just prior to running away is truancy, particularly among older adolescents. Schulman and Kende (1988) suggest that these adolescents often experience intolerable feelings of loneliness and alienation, self-doubt and poor interpersonal skills. They believe that running away behaviour is perhaps an "expression of the adolescent's intense struggle to establish their own identity", (Schulman and Kende, 1988, p. 13).

The runaway phenomenon is not confined to runaways just from home. The literature suggests that in addition to the individual factors underlying runaways, a complex interaction between institutional factors and the individual's own problems, is perhaps, more important in determining the behaviour, (Schulman and Kende, 1988). There has been several studies on children who ran away from institutions. Levy (1972), grouped children who run away

from institutions into five categories: 1) angry and defiant; 2) psychotically disorganized; 3) those who wanted to escape; 4) seeking independence; 5) those who needed fusion with the parents.

Some children run away in response to abusive and often rejecting families. Some leave due to sexual or physical abuse, alcoholic parents, incest and related problems in their homes. Finkelhor (1986) reviewed data from a non-clinical population and concluded that approximately 9 percent of the general population had been sexually victimized as children. Janus, et al, (1987) quotes a Angeles Times, (1985) which found that 27 percent of the females and 16 percent of the males have been sexually molested. Janus et al (1986) report that, in their study of 144 adolescent runaways, 38 percent of the males and 73 percent of the females have had a history of sexual abuse. It is estimated that 12 percent of the 15 - 17 year old runaways, come from abusive family environments, (Justice and Duncan, 1976; Fisher and Berdie, 1978).

In the following sections some of the more common reasons for running away from home are examined family violence, parent/child conflict, parental separation and divorce and abuse.

### 2.2.1 Family Violence

There is adequate data in the literature which suggests that violent children usually come from violent families. A study by McCord (1979), which is prospective and retrospective, presents evidence for the significant contribution of the effects of parental violence against the children conflict and lack of supervision on criminal behavior. There are other longitudinal studies to show the impact on adult criminal behaviour of childhood circumstances, (Robins, 1966; Osborn, 1978; McCord, 1983). Farber (1984) found in their study that "an astounding amount of violence was directed toward youth who ran away", (p. 295). Family violence includes abuses directed at the spouse, children and other members of the family. For example, Rosenbaum (1989) found that a significant percentage of fathers had spent time in jail for fighting with their wives. A total of 37 percent of the mothers had been charged with child abuse and/or neglect. There is also evidence to suggest that children run away to escape negative conditions related to family violence. Farber (1984) found that "some 80 percent of the adolescents interviewed reported significant violence directed towards them or a family member one year prior to their running". (p. 297). Strauss (1980) reports that 33 percent of those studied were struck by a parent.



Janus et al (1987) found that 40 percent of the university and senior high school students they studied, were reportedly victimized by a parent at least once during their senior year of high school. These studies suggest that the violence against teenagers is beyond the normal forms of disciplinary measures. The teenagers are unable to cope with the violence, and one of the ways they respond is by running away. Family and parent conflicts are believed to be another reason for teenagers leaving homes.

#### 2.2.2 Family And Parent-Child Conflict

There is at least a weak relationship between family conflicts and running away, (Canter, 1982; Grove and Crutchfield, 1982). In the two parent families studied by Cenrkovich and Giordano (1987), 71 percent of parents fought regularly about the children. The sources of conflict tended to result from type and severity of punishment invoked; at times conflicts arose from one particular child receiving more attention than the other. Often the conflict was not limited to children, for conflict over the use of alcohol or drugs were reported in over 80 percent of the homes, (Rosenbaum, 1989). Subsequently many children leave their homes because they are no longer able to tolerate the environment.

There is empirical evidence to suggest that there is strain in families whose children run away and/or are forced to leave their homes. Excessive amounts of criticisms, threats, negative statements or physical punishments are often cited as reasons for running away among adolescents, (Brandon and Folk, 1977). More importantly, there is very little or no positive statements of praise or any physical contact in these families, (Brennan, Huizinga and Elliott, 1978; Robinson, 1978). Poor parenting skills appear to be a conflict as well. There is also evidence to suggest that these families had poor communication skills and poor problem solving or conflict resolution skills. Consequently, conflicts arose from any one or a number of the above-mentioned reasons, (Bock and English, 1973; Blood and D'Angelo, 1974; D'Angelo, 1974; Wolk and Brandon, 1977). Such conflicts can result in delinquency, according to some studies.

A poor relationship between parent and child is said to be highly influential in the child's subsequent delinquency, (Rosenbaum, 1987; Van Vooris, 1988). Van Vooris (1988) for example, points out that the girls in his study suffered significantly from their broken families and poor relationships. Many of these girls received negative feedback. Fifty-three percent of the girls are said to have been rejected by both parents and 47 percent by their

mothers. Rejection came in many forms. One father, for example, locked his daughter in her room until she conformed to his rules, which were extremely harsh, (Rosenbaum, 1987). It is, therefore, not very surprising that these girls choose to run away. Other reasons for running away included divorce and separation and inability of children to cope with step-parents among blended families. Shane (1989) reports that 30.6 percent of the children in his study came from families whose parents were divorced or separated.

Stress is especially great for North American teenagers whose parents live vicariously through the achievements of their children, (Madison, 1978). Over achievers and under achievers are believed to be high risk candidates for stress and suicide, (Herbert, 1984). Studies of suicide attempts by hospitalized adolescents and records of actual suicides have indicated that family disruptions and disintegration played significant roles in mal-adaptations of these individuals, (Topol and Reznikolt, 1982; Herbert, 1984). A family environment, where there is a possibility of divorce or separation which was openly discussed, was found to be especially troublesome for teenagers and a factor in suicide attempts, (Litt, Cuskey and Rudd, 1983). Physical, mental and sexual abuse were often associated with running away behaviour among adolescents.

### 2.2.2 Parental Separation And Divorce

Marital separation and divorce is more than a single family crisis. There is enough research to show that it is a multiple-stage process involving disruptions, tension, stress and conflict among family members. Research indicates that many children experience negative outcomes. Problems for divorced parents appear to be more severe during the first year, (Wallerstein and Kelly, 1980; Hetherington, Cox and Cox, 1982). The children respond to the parent's separation by fear, anxiety, guilt, rejection, loneliness, anger and fantasies of parent reconciliations, (Hetherington and Camara, 1984). Children also experience difficulties in school work, (Wallerstein and Kelly, 1980; Kinard and Reinherz, 1986). Behavioral problems such as aggressiveness, non-compliance and negativeness are very common among male adolescents, (Emery, 1982; Stolberg and Anker, 1984).

Though these problems exist among adolescents particularly during the first year of parental separation, long-term effects are not that bleak, for all families. For example, Kurdek and Siesky (1980) reported a tendency among older children to report improved relationships with parents during later years. However, during the early years problems seem to continue for boys. Boys of divorced parents, placed in the mother's custody tend to be less

self-controlled and more anti-social, impulsive and rebellious than from intact families, (Belsky, 1984; Crouter, Belsky and Spanier, 1984).

Problems experienced by girls in response to parents' separation or divorce seem to be significantly different than those of the boys. A number of studies have found that girls are more likely to be depressed, withdrawn and anxious during post-divorce period, (Emery, Hetherington and Dilalla, 1984; Reynolds, 1985). Emery (1982) reviewed the literature on the effects of family discord among children. He summarized his findings as follows: 1) most children are more likely to have behavioral and adjustment problems; 2) negative effects of parental conflict are more pronounced in males than females; 3) parental conflict is more detrimental to children the more it is openly hostile and the longer it continues; 4) the harmful consequences of parental conflict can be lessened if the child has a good relationship with the parents, (Clapp, 1988, p. 98).

### 2.2.3 Physical, Sexual Abuse And Running Away Behaviour

The correlation between physical abuse of children and subsequent running away behaviour is very high according to Farber (1984). The effects of physical abuse of adolescents can also be very severe. Twenty-four percent of the fatalities and 41 percent of all serious injuries in

reported cases of child abuse occurred in children between the ages of 12 and 18, (Farber and Joseph, 1982). This study was conducted in several facilities in an attempt to draw from a diversified sample. A local protective agency, children's hospital abuse teams, self-referrals and a community agency adolescents were represented in this sample, (Farber and Joseph, 1982). Another study by Kinast and Farber, McCoard and Baum-Falkner (1984) found that 78 percent of runaway adolescents reported significant physical abuse towards them by a parent. Another study by McCormick, James, Burgess and Hartman (1987) indicates that 43 percent of the adolescents who left their homes reported physical abuse by the people that they lived with. They stated that physical abuse was the important reason why they left home.

Running away from home as a response to sexual abuse has been studied fairly extensively, particularly among females. The impact of abuse within each gender group appears to be somewhat different between males and females. However, one of the ways both sexes respond to sexual abuse is by running away (McCormack, Janus and Burgess, 1986). Compared to the general population, much higher rates of childhood sexual abuse was noted in studies of specific populations, particularly among those who ran away from homes, (Justice and Duncan, 1976; Adams-Tucker, 1982; Finkelhor, 1984b).

In a study of runaways in Toronto, the correlation between running away behaviour and past sexual abuse was very high, (McCormack, Janus and Burgess, 1986). Most adolescents reported having sex against their will, had been sexually molested and/or had been forced to view sex acts or pornographic films.

#### 2.2.4 Problems With The Above Mentioned Studies

Most studies examining family violence, parent-child conflict, marital separation or other factors, appear to be single case studies or the sample size seem to be too small to make generalizations. Most studies examine a particular age group. For example, the studies by Wallerstein and Kelly (1980) examined the effects of marital separation among elementary school children and did not consider other age groups.

The sample in the Covenant House Study, for example is small considering the population of Toronto. The study collected data from 149 respondents. Secondly, it was a self-reported study and some of the respondents failed to respond to all questions. The sample included only older adolescents, between 15 and 20 years of age. Generalizing these finding to other population across Canada and the United States will not be accurate.

As well, there are not many nationwide studies completed in Canada, or in the United States, addressing all issues of adolescent runaways. Most studies examine the relationship between abuse, conflict, gender differences and problems separately.

### 2.3 Problems Of Adolescents

The effects of life in the streets without adequate support systems can be devastating, compounded by the problems faced by these children once they leave their homes. Many struggle to meet their basic needs such as shelter, food and clothing. Many children enter the street with a number of problems to begin with. This is further complicated by their inability to support themselves. Teenagers who leave the home in Alberta or the Calgary region are somewhat fortunate in the sense that their basic needs may be met through Social Services, provided they have some knowledge of how to access them. Many lack the skills of coping with the effects of leaving their families and institutions. Some of the more severe problems faced by adolescents who leave their families or institutions have to do with coping with the effects of abuse, neglect, falling into prostitution, teenage pregnancy, early parenthood, poor school performance, trouble with the law and other related difficulties.



### 2.3.1 Effects Of Abuse And Neglect

There is a strong link between adolescent abuse and psycho-social functioning of the child. They experience problems like inadequate low social behaviours, (Galambos and Dixon, 1984). Physically and sexually abused adolescents exhibit severe mal-adjustment such as aggressive behaviours, alcohol and drug abuse, low self-esteem, poor social behaviours and lack of empathy, (Gabarino and Stockinng, 1983) and Their study suggests that domination, rejection and severe physical punishment all result in low self-esteem, (Gabarino and Stocking, 1980.)

There are other studies to support the correlation between low self-esteem and abuse, (Fish and Karabenick, 1971.) Cooper-Smith (1967) argues that children with low self-esteem expect others to dislike them. Though these children illicit scorn from others, they continue their behaviour due to lack of self-control. These victims of abuse often display aggression towards others. Aggression may turn to disapproval and subsequent distancing from others, (Williams and Vantress 1969). This type of anti-behaviour ultimately results in social isolation.

Runaway victims of familial physical abuse appear to be confused about their feelings pertaining to running away experience compared to non-running away adolescents who appear to be thinking about leaving their homes even when

they do not mean to. Runaway victims seem to be afraid to go outside, report feelings of loneliness and are withdrawn, (Janus, McCormack, Burgess and Hartman, 1987). Their study also found that victims of familial abuse differ most significantly in reporting physical health problems like headaches, sleep disorders and some mental disorders. They are also more likely to report suicidal feelings. Post-traumatic stress is a potential outcome for a large proportion of runaways, (Janus, et al, 1987).

#### 2.3.2 Sexual Abuse and Running Away Behaviour

Running away as a response to sexual abuse, is perhaps, more closely associated with females than males. The impact of sexual victimization among the runaway population is often examined by studying the relationship between sexual abuse and delinquency. Indications of delinquent behaviour are considered to be: 1) trouble with the law, 2) participation in physical violence, 3) arrest and 4) imprisonment. Janus, McCormack, Burgess and Hartman (1987) in their study of adolescents, found that 73 percent of the females in the group reported sexual abuse; 38 percent of the males reported sexual abuse. In terms of delinquent activities, there appears to be no significant difference between the male abused runaway and the runaways who had not been sexually abuse.

However, the study is consistent with other studies that suggest sexually abused female runaways are more likely than non-abused runaways to engage in delinquent behaviours, (Janus, et al, 1987). Sexually abused female adolescents tend to commit petty thefts, or tend to act out sexually, and engage in activities like substance abuse and prostitution, (Steffensmeir and Steffensmeir, 1980). McCormack (1987) believes that the gender differences in reaction to sexual abuse may be the result of several factors: 1) the majority of females still experience traditional patterns of socialization which makes them dependent of the family structure, 2) females are denied acceptable mechanisms to display aggressive behaviours and 3) for the female adolescent, there are many social sanctions against leaving home. Moreover, females are more vulnerable to further sexual abuse after they leave home.

Sexual abuse among males has been studied mostly through isolated case histories and survey studies, (Sarrel and Master, 1982; Bender and Grugett, 1985). Finkelhor (1984b) reviewed several surveys from non-clinical populations. Most studies seem to suggest that the long-term and short-term outcomes of sexual abuse of males were very serious, however, the connections between sexual abuse and running away among male adolescents was seldom examined.

Sexual abuse is said to create substantial difficulties in interpersonal relationships of individuals of both genders, (Meiselman, 1978; Courtois, 1979; DeYóung, 1982; Briere, 1984). Mistrust of others, arising from early victimization, appears to serve as a barrier in establishing and maintaining relationships. This is particularly true among adolescents according to studies by Erickson (1963) and McCormack, Janus and Burgess (1986). The adolescents are unable to form and maintain peer relationships.

### 2.3.3 Meeting Financial Need Through Prostitution

Sexually abused male runaways appear to be more vulnerable to be further sexually abused than non-sexually abused male runaways. McCormack, Janus and Burgess (1986) report that 38 percent compared to 8 percent of sexually abused male runaways told of further abuses. The same report suggests that the male runaways were more likely to be offered money to have sexual relations with an adult, which exposes them to repeated sexual exploitation through prostitution. Sexual exploitation of male runaways has been reported in other studies. These studies highlight the connection between sexual abuse and subsequent running away behaviour among adolescents, (Rogers and Terry, 1984; McCormack and Janus, 1986). Sexual abuse among juvenile

prostitutes is also reported by James (1980) and Weisberg (1985). James' study reveals that 44.7 percent of the adolescent male prostitutes had had their first sexual experience with another male; 25 percent of the adolescents from the Weisberg's study reported coerced sexual activity by another male.

Adolescent males engage in prostitution for many reasons. Eighty-seven percent of the males engaged in prostitution for financial reasons; 27 percent of them do so for sexual reasons; 3 percent of them for drugs and 19 percent of them for fun and adventure, (Weisberg, 1985). The study suggests that these youths were quite impressed with the amount of money they were able to earn in prostitution. For many adolescents who are unable to earn enough money through regular employment, prostitution provided an excellent alternative.

In addition to being able to earn "easy" money, youths engage in prostitution to support their drug habits, according to Weisberg (1985). Adolescent male prostitutes frequently used drugs while they were engaged in prostitution. Seventy-two percent of the youth in Weisberg's (1985) study, for example, reported using drugs during their activity in prostitution. Drugs and alcohol are said to help the youth handle the loneliness and depression. Case studies by Weisberg (1985) indicated drug

use was "way of life" for many male adolescents. Several other studies suggest heavy alcohol and other drug use by adolescent prostitutes, (Allen, 1980; James, 1980; Silbert, 1980).

The effects of sexual abuse on females has been the focus of numerous studies. The literature makes several references to the relationship between prostitution and sexual abuse. Most of the studies focus on female prostitutes by the use of retrospective analyses, Enablers, 1978; Silbert, 1980), and most of the research which explores the specific relationship between prostitution and sexual abuse concentrates on familial abuse. There is evidence to suggest that prostitutes have also reported incidents where in strangers and little known acquaintances have abused them when adolescents, (Silbert, 1980).

Most adolescent prostitutes have had problems regarding their living situation. For example, 13 percent of the respondents from Enablers' (1978) study reported that they were having problems with their living situation. An additional 39 percent of the respondents were running away from their homes. The majority of the respondents under 20 (65 percent) admitted that they were not living in their homes. Gray (1973) found most juveniles had unstable living conditions prior to their decision to engage in prostitution.

#### 2.3.4 Adolescent Pregnancy And Possible Consequences

The adolescent pregnancy and parenting generates a number of social problems for which answers must be sought. An increasing rate of adolescent pregnancy is seen by some observers as an indication of society out of control, (Zelnick and Kantor, 1978). Tietze (1978) points out that the magnitudes of the problem in the United States, for example, is quite significant. Tietze says that: 1) 21 percent of the teenage population will have experienced at least one live birth; 2) 15 percent of them will have obtained at least one legal abortion and 3) 6 percent of this group will have had at least one miscarriage or abortion.

Estimates (Klein, 1978) find that 12 - 13 million adolescents in the United States are sexually active, resulting in 10 percent of them becoming pregnant each year. This translates to approximately one million pregnancies and 600,000 births, 300,000 induced abortions, (Lincoln and Landman, 1978). The magnitude of the problem created by the young mother and her child are much greater, than the statistics indicate. According to Menken (1972) "the adolescent who has become pregnant has been described as having 90 percent of her life script written off for her". p. 11). Termination or interruptions of ambitions, goals and

careers are some of the long-term difficulties faced by the mother. Dropping out of school, inability to find employment, marriage to the person when unprepared, are perhaps immediate realities. Being a mother and caring for another infant, without adequate preparation is another problem facing this child. Financial and emotional support are other important considerations.

The pregnancy represents a massive disruption of adolescent social and emotional growth in most areas. Furstenberg (1976) states that not only are these young women taking on the responsibilities of child rearing and child bearing prematurely, they are in violation of normative schedules: the social complications are also complicated for them. The social complications include inevitabilities of low-paying jobs, if any, continued dependency on financial support systems and significantly reduced occupational opportunity for most of them, (Menken, 1972).

Dropping out of school is one of the significant realities for most adolescent pregnant women. Only the motivated, among these adolescent women, will seek out continuing in education, (Menken, 1972). Only 34 out of 123 women actually continued education. Card and Wise (1978) stressed the aspect of "educational deficit" among



adolescent single mothers. He concluded that situational under education leads to under employment. The implications of under education, under employment were reviewed in another study by Nye (1976). He found that 31 percent of the adolescent women in his sample were living below the poverty line.

A brief study of the information regarding adolescent pregnancy and parenthood provides the following picture of: 1) high potential for crisis within life areas, 2) relationship stresses, 3) possibility of physical, psychological and social dysfunction for mother, father and child, 4) educational and occupational deficiencies, and 5) financial dependency, (Bolton, 1980).

Another major risk of continued sexual activity among adolescents is repeat pregnancy. Several studies indicate that the rate of second pregnancies among adolescents was relatively high, (Klerman, 1975; Bolton, 1980). According to the studies by Klerman (1975) which examined adolescents for a period of five years, indicated that there were only 5 percent of the adolescent mothers who had not experienced additional pregnancies. Dempsey (1977) in his study of 264 adolescents also determined that the adolescent who has had one child is up to nine times more likely to have another child compared to another adolescent who has not had a child before. Ricketts (1973) concluded that almost 50 percent of

adolescent mothers experience another pregnancy within three years of the first delivery.

Becoming a new mother and facing the responsibility to provide for another child can become an extremely difficult task for anyone. This is further complicated by the fact that the adolescent mother herself is a child. The child rearing demands upon the young mother can be excessive and often the infant demands considerable attention from the adolescent mother. A sense of hopelessness confronts the mother since there is room for very few distractions from the child care in her life, (Bolton, 1980).

#### 2.3.4 The Effects Of Alcohol And Drug Use

As mentioned earlier, alcohol and drug use is very common among adolescents. Learning to drink appears to be one of the "rites of passage" for the vast majority of teenagers. Nearly 95 percent of high school seniors in the United States have had some experience with alcohol and about 35 percent of them drink to the point of intoxication, at least once a month, (Schonberg and Schnoll, 1985). The short and long-term effects of excessive alcohol use is of concern for medical and other health personnel. One of the grave consequences, particularly among those who do not necessarily become alcoholics, is that some become intoxicated enough to drive vehicles during the influence of

alcohol. Many cause fatal accidents, often killing innocent victims on the roads. The interaction of alcohol with experimentation of other drugs, and its effects on adolescents is another major concern for health and medical personnel. There is evidence to suggest that adolescents often mix drugs with alcohol, (Schonberg and Schnoll, 1985). In addition to opiates, barbiturates and amphetamines, a variety of other chemicals have become available among adolescents, according to Schonberg and Schnoll (1985).

Many adolescents believe that drugs like marijuana, barbiturates, opiates and to a certain extent alcohol, help alleviate anxiety, tensions and depression. Unfortunately, this belief is dreadfully wrong, according to Schonberg and Schnoll (1985). The effect of repeated drug use to quell anxiety, tension or depression lead to psychological, physiological and emotional dependency, (MacDonald, 1981).

Physical damage due to alcohol abuse during adolescence is rare, except for possible accidents due to impaired driving and injury. Bleeding and severe vomiting, pneumonia and coma may occur but rarely, (Schonberg and Schnoll, 1985). However, the effects of marijuana, sedatives, cocaine, other inhalants and heroin use can be very drastic. Definite effects of marijuana use upon the brain, cardio-

vascular pulmonary, endocrine and psychological function have been documented, (Greene, 1980; MacDonald, 1981). Negative effects on short-term memory and ability to learn are of particular concern for adolescents during school days, (Cohen, 1980).

Use of cocaine as a stimulant can cause constriction of blood vessels and sniffing can lead to ulceration and irritation of nasal membranes. Chronic heavy smoking of cocaine can lead to severe weight loss, insomnia, psychosis and pulmonary dysfunction, (Schonberg and Schnoll, 1985). Heroin use among adolescents is said to result in hepatitis, liver infection, skin and other abscesses under the skin, inflammation of the lining of the heart membrane are some of the serious complications of intravenous drug use, (Schonberg and Schnoll, 1985).

#### 2.3.6 Troubles With The Law

Many adolescents also face the possibility of facing criminal charges. A potential also exists for juvenile drug users, to be processed through the adult court, (Inciardo, 1985) However, prison terms for drug violations seem to be unlikely. Juveniles who are arrested for drug use are not always charged with possession or use. Police frequently use other charges such as violation of curfew, disorderly conduct, escape from custody, running away or violation of

health and welfare code, (in cases of prostitution soliciting) (Enablers, 1978; Flores, 1981).

#### 2.3.7 Other Possible Consequences; Suicide

Aside from physical health consequences, there is a possibility of drastic effects on the mental health of adolescents. Intense depression has been found to be the most prevalent characteristic of youth suicide, (Tishler and McKenry, 1983.) More recent studies have indicated that the suicidal rate among 15 - 19 year olds has increased 230 percent, (Frederick, 1985). Some other estimates are twice as high. According to Emery (1983) and Sommer (1984) because of the stigma attached to suicide and the added grief to parents, many suicides are classified as accidents.

Disturbed family environments, stress, loss of parent, feelings of depression, separation, feelings of hopelessness which are common to many adolescent runaways and those who are forced to leave their homes, are said to be factors contributing to attempts of suicide, (Hendin, 1985; Litman and Diller, 1985; Khan, 1987). The warning signs for potential suicides are high rate of alcohol abuse, drug abuse, truancy, promiscuity and problems with school work have been repeatedly documented in the literature, (Betters and Walker, 1986).

### 2.3.8 Effects Of Independent Living

Social isolation, helplessness and experiences in the streets without proper accommodations, clothing and, most importantly, food greet the children who leave their homes, or are forced to leave their homes. If their fundamental needs for food, shelter and clothing are adequately met, one can address the issues and problems like physical, sexual or mental abuse. Services like independent living accommodation, placement of children in adequate homes with proper supervision, financial assistance are some of the immediate needs facing most adolescents leaving their homes. Short-term and long-term programs and services can then be implemented toward helping many youth who require these services.

### 2.3.9 Problems With These Studies

Some caution is necessary in interpreting some of the finding in the literature. For example, though running away from home as a reaction to physical, sexual or mental abuse appears to be well-documented, the term "running" is not clearly defined in all studies. There is a significant difference in the definition of running away in the United States and in Canadian studies. As well, the legal interpretation and application of the law for runaways differ between the two countries.

McCormack's (et al 1986) study on youth runaways was conducted in Toronto, Canada. They pointed out that running away was considered a crime in the United States. However, in Toronto, it was not considered as an assessable offense. Therefore, the relationship between sexual abuse and delinquency or criminal activities will vary according to jurisdiction.

The definition of sexual abuse is also ambiguous in the literature. Silbert (1980) for example, defined sexual abuse in her studies as fondling. Other studies (McCormack et al, 1980) defined it as sexual fondling, to actual intercourse, depending on the study. This can cause difficulty in interpreting the results or findings. Uniform application becomes significantly more difficult. Secondly, most research studies do not always define the sexual abuse or outline the parameters of their studies. Ideally, researchers should use the same definitions of sexual abuse in their studies, therefore, more meaningful comparisons can be made. Most studies used in the literature review used samples ranging from 37 to 243 clients. Generalizability to larger populations is somewhat limited because of the small samples.

## 2.4 Services For Adolescents Who Have Left Home

Life on the road for most adolescents can be very difficult. They are often easy victims of criminals; they are often exploited by pimps, drug pushers, a life of poverty, inadequate shelter and little or no support systems. When children are faced with leaving their homes and placed in independent living situations these situations appear to be effective in assisting the children in becoming responsible. However, youths in such care often seem to lack knowledge and skills in terms of how to survive on their own, Gilchrist, (1981) and Schinke and Gilchrist, (1984). They believe that temporary home care systems were developed to meet the security needs of children who often come from neglected and abusive home situations. The National Program for Runaway and Homeless Youth, which began in 1974, is the only federal government program designed to help runaway centres in the United States (1981 estimate), and served an estimated 135,000 drop-in clients and sheltered 45,000 children, (Janus et al, 1987.).

John Meston, Executive Director, Canadian Child Welfare Association states "Government Welfare authorities in a region of the Province of Alberta have recently recognized the need for additional resources in this area. Funds are being channelled into supportive living arrangements that



focus teaching living skills needed by young people", ( p. 662). He continues to state that the individualized program for each child, must according to policy, "be geared toward skill development, age-appropriate, self-responsibilities and developmental life tasks", ( p. 662). Residential arrangements may include living alone, or with other young people, a room and board setting with a supervising adult, a supervised apartment complex and/or co-operative living setting. ( Management Information Bulletin, (1986). He makes several recommendations to improve current services as outlined in Canada wide program objectives, as follows:

1. Semi-independent living program:

This is defined as "group living situations in which individuals receive support, encouragement and direction in his/her quest to internalise basic living skills", Meston, (1988, p. 663). The goal of this program is to move the child into less structured independent living environment, such programs are available in Ontario and British Columbia. According to Meston, these programs are similar to group homes, where staffing levels are significantly low. Young people are given more responsibility to look after themselves. These programs are designed to develop social skills, such as building relationships, getting involved with the community. Other skills such as budgeting,

shopping, cooking, maintenance are also promoted and encouraged.

2. Training preparation unit:

There is an adult supervisor who will provide practical training. The supervisor will also be a role model for the child. The supervisor is expected to provide support and leadership in helping the child become independent. Participants are provided practical training through course work, modeling of living skills by a resident adult or a combination of both. This type of training is expected to become less structured once the youth had acquired adequate skills to look after himself or herself.

3. Apartment living:

The adult supervisor is withdrawn and the youth will live independently without an adult supervisor. The program will monitor individuals progress. The supported independent living program by McMan Youth Services Association of Alberta and the Learning Independence From Experience (LIFE) by Children's Aid Society of Metropolitan Toronto are two examples of this type of program. Financial assistance is provided by the Social Services Department.

4. Room and Board:

The room and board is perhaps the most common type of assistance provided for children in need. Some services provided include elaborate support systems with regular

visits and good monitoring of progress. However, many young people report that they have been "subsequently dumped or lost in the system", without regular follow-ups except for monthly cheques (Meston, 1988, p. 663).

Meston, (1988) cautions that "failure to develop adequate resource and monitoring systems will be costly in the long run", (p. 663). Failure to prepare for independence and support during transition will most likely result in further dependency on social assistance as adults, or as parents and families requiring assistance from Child Welfare or Income Security systems, according to Meston.

Other services include independent living skills training in basic matters such as banking, shopping, budgeting, obtaining proper identification and accessing social service programs available in the community. There is enough evidence to suggest that such training is a prerequisite to a successful vocational training and job development. Many runaway youth agencies have incorporated such a training component in their programs, (Weisberg, 1985).

Vocational training programs based on Jones (1973) and Azrin (1978) emphasize group discussions focusing on vocational enrichment and have been fairly successful. A second component of this program assists children in developing job search skills, interviewing skills, proper

grooming and related skills. The literature identifies the Skills Training Incentive Model as a popular approach, Schinke and Gilchrist, 1984; Epstein, 1967).

#### 2.4.1 Skills And Training Incentive Model

The Skills and Training Incentive Model was developed by Schinke and Gilchrist (1984). Prevention appears to be especially appropriate and effective in dealing with problems of the adolescent. Wodarski (1987) believes that such an approach provides an early developmental focus for intervention. He believes that prevention programs may be the key to solving many problems faced by adolescents. The ultimate goal of prevention programs is to eliminate or reduce the known predisposing factors within the community and reduce the number of adolescents at risk, (Gottesfield, 1972). The focus should be on development of social skills for adolescents, acquisition of cognitive skills and emotional skills for reducing stress and risk factors. Family reunification is another key toward successful rehabilitation. The Huckleberry House, started in the United States, in 1970, has successfully reunited thousands of children with their parents. There are dozens of such houses across the country providing temporary shelters to children who leave their homes.

Because of the recent findings of high rates of physical and sexual abuse among runaways, persons working with them are faced with handling difficult clients. They must address the immediate need and problems, as well as, long range plans. The family situation that caused the children to leave home must be explored; these are often the most difficult to recognize. While short-term needs, such as accommodation, food and fundamental needs are met, long-term intervention programs addressing the needs of the whole family must be met. Three basic settings are identified in the literature in addressing the long-term programs for the family.

#### 2.4.2 Services To The Parents And Parent Groups

Any type of intervention strategy must include the family and the family groups, the neighbourhood and the school, according to those who believe in the family therapy approach to treatment, (Wodarski, 1987). Attention to the family's and the runaway's relationships is very important. The causes of running away and the family environment must be evaluated first in order to assist the child and the family to facilitate the return of the child. There is adequate evidence in the literature to suggest that family involvement is extremely crucial in treating these children, (Kelly, 1982; Janus, McCormack, Burgess and Hartman, 1987;

and Rosman, (1978). A family therapy approach is said to be one of the most effective methods of treatment for adolescents and families. One study, for example, found that within 2 to 7 years follow-up, 86 percent of the patients were symptom free and were functioning well, (Hoffman, 1981). Family therapy is said to be effective because it involves all of the significant people in the life of the adolescent.

The parents learn how to negotiate with their children, who runaway from their homes, or are forced to leave the home. The family therapy approach teaches the parents and the children to deal with the issues and problems. It is the therapist role to assist in mediating between the two groups. There are several clinical studies in the literature which attest to the effectiveness of this method, (Hoffman, 1987; Wodarski, 1987).

#### 2.4.3 Problems With Some Of These Studies

The literature identifies the effects of neglect, abuse and familial separation. However, these effects are applicable to most children. Though most studies identify the problems very well there does not seem to be a consensus in the treatment procedures. Some emphasize the use of family therapy as a preventive approach, (Hoffman, 1981; Wodarski, (1987). These studies indicate successful results

among teenagers with problems like family violence, physical or sexual abuse. The prevention approach has some weaknesses since it requires extensive involvement between the therapist and client and can be expensive.

The prevention approach has a teaching skills component for practitioners who take a very active role in the process. They use professional knowledge, skills and expertise in understanding and assisting the individuals and families. This process seems especially appropriate in dealing with problems of adolescents. Wordarski (1987) believes that programs aimed at prevention are the key to mental health in the 1980's. However, training of the staff, administration and implementation of these services to individuals and families is extremely expensive. Obtaining funds from various sources and government assistance, especially during tough economic time, can be very difficult.

However, there have been some very successful programs in various parts of the United States, for example, the Huckleberry House Project in Columbus, Ohio. Programs in New York, Boston and Seattle assisting youths running away from their home and the Covenant House in Toronto are good examples, (Wordarski, 1987).

There are several short-term crisis intervention programs in hospitals for "chemical dependencies" and drug

or alcohol abuse treatments in the United States. Many other inpatient and treatment programs are available, but very expensive, with costs of \$300 - \$500 per day. For many families and adolescents, these type of services are out of reach without government assistance. These treatment services, however, are very effective. Some less expensive programs, like the one in New York, (Woodridge Action for Youth), located in a typically blue collar neighbourhood, and charges \$1 - \$100 per week. Approximately 85 percent of the clients who use these services pay less than \$15.00 per week. There is adequate support in the literature for most of these preventive programs, (Deleon, 1984; Beschner and Friedman, 1986; Carroll, 1986).

The parent's role in the treatment of many adolescent programs is said to be very influential, (Newcomb, 1983; Miller and Cisin, 1983). High levels of perceived parental support and positive parent-child relationship have been related to lowering of drug use in adolescents in several studies, (Cooper and Olson, 1977; Reilly, 1978).

Several case studies have indicated that independent living skills programs, skills and training models have been successful in the United States. The important factor in the success of these programs is that once the adolescent has developed trust in a worker, the relationship continues for several years. The value of street programs seems to



lie in the worker's ability to develop this trust, (Weisberg, 1985). Adolescent runaways seem to have numerous service needs. Four levels of needs are identified in the literature: 1. immediate needs, 2. basic needs, 3. proximate needs and 4. remote needs. These needs are often precipitated by crisis; basic needs, survival needs of food, shelter, clothing and finances must be looked after immediately. All the other needs must also be addressed towards the road to recovery and return to friendly environment of family. However, no one program or shelter can address all these needs at any one given time. Other community resources must become accessible for these teenagers in order to handle and cope with the severe problems.

## 2.5 Summary and Conclusions

Many adolescents who leave their homes or those who are forced to leave their homes or are abandoned, face severe consequences when they are in the streets. Many experience problems like engaging in criminal activities, abuse, pregnancy, prostitution and sometimes suicide. This review of the literature deals with some of the reasons why children leave their home. The first section shows the correlation between socio-economic characteristics and running away behaviour and delinquency. Poor economic

conditions, single parenthood, poor education, and problem families appear to be some of the contributing factors resulting in children leaving their homes. Family violence, parent-child conflicts, physical, mental and sexual abuse are some of the other significant factors causing these children to leave home. These children face extreme and severe consequences once they are in the streets. The effects of child abuse and neglect can be devastating for some children. Some children turn to criminal activities, prostitution, drug abuse, unplanned pregnancies and other related problems. Very rarely, some become suicidal and some are successful in committing suicide.

Very few programs and services to assist these children are available for children between the ages of 16 and 17. Some are effective and some are not. The family therapy oriented treatment assisting children and families appears to be very effective. However, they are expensive and unaffordable for some children and families. With government cutbacks, many children are left to deal with their problems on their own.

One of the ways in which the Income Security Program, in Alberta, dealt with the problems facing children without proper homes was to provide the basic needs and financial assistance. The Child Welfare Program provided some follow-up services but they were often inadequate. The Guardian

Social Allowance Program is one such program with is currently providing such service. Other provinces in Canada provide similar assistance to children in need in a somewhat similar manner. The JIMY Program, which is jointly administered by the Child Welfare and Income Security programs, assists 16 and 17 year olds in the Calgary region. At the present time, this type of specialized service for the 16 and 17 year olds is the only one of its kind in Canada. However, neither the G. Sall Program nor the JIMY Program has undergone an evaluation. Therefore no one knows how effective either program is, or if it is reaching the clients who are in need. By comparatively analyzing these programs, one will be able to have a clearer understanding of the problems, programs and services provided to clients in this region. The problems faced by teenagers, the outcomes of these problems and the services identified in the literature are similar to those experienced by the G. Sall and JIMY Program clients in this region. The literature review provides a basis for understanding the problems faced by the children in this region.

## CHAPTER 3

### JIMY AND GUARDIAN SALL PROGRAM DESCRIPTION

#### 3.0 Introduction

This chapter presents a detailed description of the Joint Integrated Measures for Youth (JIMY) Program and the Guardian Social Allowance (G. Sall) Program, after a brief historical overview of both programs. It outlines the services, benefits, purpose and philosophy of each program. It identifies the target group, role of the guardian, activities and functions of each program. It highlights the major similarities and differences between these programs to set the stage for the research.

#### 3.1. Changes in the Acts

Changes made in the Child Welfare Act (1984) and the Young Offender Act (1984), are believed to have significant impact on the 16 and 17 year old population in Alberta in terms of seeking assistance as independent persons.

The Child Welfare Act (1985), 7(2), states:

" A director may enter into an agreement in the prescribed form with child who is 16 years of age or over with respect to the provision of support services to the child if the director is, a) satisfied that the child is living independent of his guardian, and b) of the opinion that the child is in need of protective services and the

child's survival, security or development will be adequately protected if the child continues to live independently of his guardian." (p. 10-11).

In other words, a child who had turned 16 years of age might be able to seek assistance from the Child Welfare Program as long as he or she is able demonstrate a need. The social worker would be able to provide assistance to meet the basic needs such as shelter, food and clothing. The Social Development Act (1980) defines the basic needs as "food, clothing, shelter, heat, light and water." (p. 1).

The Young Offender Act (1984), defines a young person as follows:

"Young person" means a person who is, or, in the absence of evidence to the contrary, appears to be 12 years of age or more but under the 16 years of age, unless the age is varied by regulation." (p. 1).

In other words, any one over the age of 16 can be considered to have emancipated and therefore need not obtain parental consent in all cases in order to seek assistance from the Social Service Department. These two Acts provided an avenue for the children in need to seek assistance on their own. Consequently, the JIMY program in the region had considerable demand from the 16 and 17 year old population. There are several other reasons for the increase in demand for services and some of the other historical are discussed in detail in the next section.

### 3.1.1 Historical Overview

While social workers from both the Income Security and the Child Welfare Program had continuously complained about unmanageable caseloads and workloads, clients themselves brought up similar concerns during appeal hearings and have complained about the poor quality of service. The gradual increase in appeals against the departmental decisions might be one indicator suggesting that the clients were not satisfied with the services or follow-ups. The number of appeals in the social allowance program rose from 106 (1983) to 136 (1985), according to the Management Information Bulletin (1985); this data are for a two month period - September - October of the corresponding year.

Due to increasing concerns expressed by social workers, clients, families and others, in terms of lack of services for 16 and 17 year old children in the Calgary region, a special project was developed in 1985 to examine the problems. This project was given the task of examining the problems, identifying services and coming up with recommendations. A task force was formed under the leadership of a regional manager. Front line social workers, supervisors from the Child Welfare and from Income Security programs were requested to form this task force. The task force identified several major problems and also made some recommendations.

The task force found that both Income Security and Child Welfare have had little success in dealing with 16 and 17 year old children. Social workers from both programs were not knowledgeable about problems unique to 16 and 17 year old children. They also lacked skills to assist the children. Both programs were unable to address the issues and concerns of these age groups.

Many social workers were concerned about the poor quality of service and at times, lack of services provided for this population. Due to the shuffling between the two programs, many children were confused as to who to approach in order to obtain services. This was compounded by poor communication between the workers from Income Security and the Child Welfare programs. Sixteen and 17 year old youths were a low priority of the Child Welfare staff. They felt that any financial need of the children must be handled by the Income Security staff, while the Child Welfare workers would assist in the more complex issues of child welfare.

The community was lobbying the department to deal with the problems since they felt that the department was negligent in providing services to this age group. Community agencies like the school counsellors, Solicitor General's office, private counsellors and the citizen's appeal committee were a few who were lobbying the department.

Additionally, it was documented on the Income Security and Child Welfare files that more and more children were exhibiting behaviour problems at home and school. Parents were complaining about their inability to control their children. Many children were running away from their homes and schools were reporting truancy. Some teenage girls exhibited promiscuous behaviours. Reports of teenage pregnancy were increasing as documented on files; as well, there were considerable increases in teenage single parent applications. There had been studies in the region that showed that numerous adolescents were "on the streets" with no place to run. There had been other task force reports by the Department of Social Services which examined the problems but came up without any apparent solutions. Finally, the task force found that no other province in Canada had found an acceptable solution to the problem, (Dytneriski, 1985, p. 1).

The mandate for the task force was to: a) review the service delivery system; b) develop procedures for effective transfer of Child Welfare clients of 16 and 17 years of age to Income Security; c) establish appropriateness of homes for Guardian Social Allowance clients; d) recommend methods to improve communication between Child Welfare and Income Security workers; e) develop methods to deal with problems facing 16 and 17 year olds and f) outline ways to improve service delivery in the



region.

As a result of the committee report, a separate departmental unit was proposed to provide Income Security benefits and Child Welfare services to 16 and 17 year old adolescents living within the Calgary city limits. The primary goal of the unit was to be preventive and assist the child to return home to the parents when possible. This proposal was approved by senior management and a community based single entry program was put into operation to provide services to the 16 and 17 year old target population in 1987. Financial assistance, independent living arrangements for some teenagers in cases of pregnancy and no apparent guardian available and other services were made available. Workers were able to refer to other agencies and/or contract appropriate services for the clients. These included medical, psychological, social and recreational services as required by clients. Follow-up services were provided by the JIMY Program workers for three months. The client files were expected to be transferred to the Income Security program caseloads for further follow-ups. Thus, the JIMY Program commenced its services in the Calgary region in 1987.

The Guardian Social Allowance Program commenced services for children in 1963, as a separate service for all children between the ages of 0 - 18 (Wilms, 1985). The Child Welfare program was unable to provide adequate

services for children due to increased caseloads and workloads. There was also confusion between workers as to whose responsibility it was to provide financial benefits, and child welfare services. Therefore, at times, no one was providing these services. Therefore, the Guardian Social Allowance program was started to "bridge the gap" between the Income Security and Child Welfare programs. The guardian of the child would be paid a maximum allowance of \$64.00 per month for each child under the guardian's care. The guardian was expected to provide adequate care and supervision. Usually, an adult relative of the child was identified as the guardian. This program was administered by the Income Security workers. According to the most recent statistics, (MIB. 1989), there were 2200 guardian social allowance clients in the Province, (Sept. 1989).

The Guardian Social Allowance program has been in operation for over twenty-five years. However, there has been no evaluation completed thus far. It underwent an internal audit in 1983. The audit had examined whether the policy outlined in the manual had been complied with or not. The audit report has not released its findings, and is apparently not available for any one except senior management personnel.

Historically, the Guardian Social Allowance clients had suffered as a result of poor service from both Child Welfare and Income Security programs. Poor communication between

workers, reluctance of clients to approach workers, poor monitoring have all been documented on clients files. These concerns had been raised on numerous occasions by workers, clients and guardians. Older teenagers, particularly, 16 and 17 olds who had been receiving social assistance, as younger children, had no choice but to continue to remain on Guardian Social Assistance. In other words, unless there was an interruption of services, they had to remain on Guardian Social Allowance and could not seek assistance from the JIMY Program. Those 16 and 17 year olds, who were outside the city limits, also received assistance from the Guardian Social Allowance.

### 3.2 JIMY Program (1987)

The 16 and 17 year old youth in the Calgary region, who reside within the city boundary are required to seek assistance from the JIMY Program for financial or other needs. Those children who are currently offered services for sexual abuse or physical abuse from the Child Welfare program will continue to receive services without any change. However, if needs consistent with those treated by Child Welfare are found to be necessary after the initial intake by the JIMY Program, workers will continue to meet these needs without transferring the files to the Child Welfare programs.

Financial benefits are also provided by the social

workers from the JIMY Program. The JIMY program is somewhat unique in the sense that workers are responsible for monitoring child welfare and financial concerns of the clients. This program provides a number of services for teenagers in the city. The Calgary Integrated Services Report, 1989, estimated that there were about twenty-six thousand five hundred service needs for teenagers in the Calgary region. This estimate was based on the number of calls, requests and referrals made to the workers over a specific period of time. Seventeen thousand five hundred youths were in need of direct services and 6000 of them were deemed at risk; 2000 will seek assistance and 1000 applicants will be assisted by the JIMY Program.

The philosophical base for the project included the following beliefs, as outlined in the project proposal by Dytnerski, (1986).

"1. Most families have the desire to care for their children and most children are best cared for in their family setting. It was an objective of the Project to assist in maintaining/re-establishing the family as a healthy, functioning unit.

2. Inadequate parenting can usually be attributed to inadequate personal development, social deprivation, and/or lack of personal or community support or resources, rather than to wilfull and premeditated behaviour. Regardless of life experiences, people have the capacity of change if

given appropriate opportunities.

3. Families requiring assistance or support may benefit most from utilization of community services which support and strengthen families.

4. Placement of youths outside of their homes should be seen as an intervention necessary only for the protection of the youth. While separated from the family, any positive relationships the youth may have with the family members and/or others in the community must be maintained.

5. An opportunity should be provided for youth and families to participate in case planning.

6. While youths, who have been placed outside their family or their community, have unique needs requiring individual attention and the support of a wide variety of resources, they also have a need for protection of their sense of continuity and need for a feeling of belonging.

7. No treatment method is to be used that could be considered unusual, degrading, in violation of a youth's rights or contrary to the best interests of a youth, (Practice Standards For Family Services, 1983).

8. Departmental programs can be successfully and effectively delivered in a cooperative effort by a community based, shared program design between the department and the private sector.

9. A community based service delivery program can help prevent youth/families from becoming involved with

departmental systems. The community can provide effective services to youth/families without ongoing departmental involvement. Immediate, crisis orientated, single entry programs for delivery services is preventative and can circumvent further breakdown between youth, their families and the community." (p. 16-19).

### 3.2.1 Program Goals

There are several program goals identified by the JIMY Program. The overall goal is to provide immediate and effective social work services to youth and families who are referred to the program. A secondary goal of the program is to act in a preventive manner and intervene in order to prevent further relationship breakdowns between youth and families. Another goal of the program is to develop a network of community linkages that can be readily and appropriately accessed by the 16 and 17 year old youth and families.

The workers are required to develop a positive and responsive communication forum between the department and the community in regards to 16 and 17 year old youth and families. Another goal is to reduce the response time in accessing service to clients and families. Training, upgrading and referring to appropriate agencies of youth is yet another goal of the JIMY Program. Another goal is to

provide accurate information, particularly in the area of parenthood and pregnancy.

Most importantly, the program strives to provide assessment and referral service to all 16 and 17 year old children seeking assistance. It will also develop a Community Advisory Board to evaluate the effectiveness in the operation of the program. In keeping with the privatization philosophy of the department, it will attempt to deliver services by a conjoint effort between the department and a private agency.

### 3.2.2 Program Services

An assessment of the circumstances that force client to seek assistance from the program would be made on all clients. The purpose of the assessment is to establish: 1) profiles of the youth and family; 2) child welfare and financial need for the youth; 3) needs for community services.

The profiles of the youth and family include the major presenting problem as identified by the youth, family and as viewed by the worker. An assessment includes a detailed description and evaluation of the presenting problem. It includes a detailed description of individual functioning of the youth and family, a description of the family situation, family map, school performance and problems of the youth. It also outlines the employment and work experiences of the

youth. The physical and mental health of the individual, living situations and other immediate needs are assessed.

Dependents of the youth, if any, are identified and their needs are also assessed. The family support networks and community resources are identified. A detailed case plan is drawn; the client is requested to participate and contribute in the case planning. Finally, recommendations and contracting is made with the client. Adequate resources, including financial, accommodation, counselling and follow-up procedures are outlined.

The workers are required to perform crisis intervention duties and attend to emergency needs of clients. Such emergency assistance includes resolving family-child conflicts, where the child is still in the home, issuance of shelter and food, provision of transportation to destinations within the province and outside when necessary, and return children to family households when appropriate. Since such intervention would not require continued follow-up services, the client files would be closed within 30 days.

All other client files are to be followed-up for 90 days, after which they are transferred to the respective geographic offices. During this time, all financial benefits are issued, including emergency clothing (if required), shelter costs, food allowances, transportation allowance and any other benefits as outlined in the manual,



after determining need. Independent living benefits are also issued when necessary. If further child welfare needs are required, beyond a six month period, these files will be transferred to the Child Welfare Program for further follow-up. Some of the tools identified in the assessment and follow-up include the as outlined in the Child Welfare Program, Task Centred Casework Model, Heimler Social Functioning Model and others basic to social work practice.

### 3.2.3 Program Activities

The program activities of the JIMY Program are divided into two major categories with one involving the assessment function and the other the intervention function.

The assessment functions include screening applicants and answering their questions by telephone, in person at the client's home or in the office. The workers are required to assess the need for services under the definitions of the Child Welfare Act and the Public Assistance Act. They will also assess the youth's ability to protect and provide for him/herself; workers will also assess the youth and family, in terms of history, problems, awareness, communication, roles, problem solving capacity and other skills. Another assessment function is to evaluate present options in terms of placement, guardianship and accommodation. Finally and most importantly, the youth's level of independent living skills must be evaluated so that

arrangements for suitable placement of the youth can be made.

Interventive functions include numerous activities such as providing support or placement services as outlined in the Child Welfare Act (1984) or the Income Security Program (to provide room and board and Guardian Social Allowance). The workers will refer the youth and families to available resources for emergency, short-term accommodation as required. They will facilitate the maintenance or restoration of the youth within the family system. Clients will be also referred to long-term family based treatment facilities when there is a need. Any activity which will increase the youth's awareness of options will be facilitated or promoted.

Independent living, returning home to parents or guardians will be promoted. The children will be referred to appropriate resources like employment agencies or training institutions in order to pursue training and career goals. Clients will be offered counselling in this regard. Another function is to counsel the youths as to the perception of their present status. Finally, the workers will counsel the youth to set realistic goals and objectives in becoming self-sufficient.

The object of the JIMY Program is to provide services which will positively relate to the stabilization of the 16 and 17 year old client group. The youths will experience an

improved degree of survival (basic needs), security, and development, as a result of the project's services of assessment, crisis intervention, short-term case management and referral. The objective of improved function will be greater than that experienced by the client group, prior to the involvement with the project.

"As a short-term program aimed at the transitional age group, the project's primary purpose is to aid youth through crisis or temporary threat of risk or basic need, to a point of stabilization the client should then be prepared to work on implementing longer term goals. This stabilization goal is contrasted with treatment or learning goals, which are of a more long-term nature and usually involve more intensive interventions." (Project Proposal, Dytnerki, 1985, p. 22).

### 3.3 The Guardian Social Allowance Program

The Guardian Social Allowance Program (G. Sall) was incorporated as a separate benefit in 1963, primarily to bridge the gap between the Child Welfare and Income Security programs. The section pertaining to the G. Sall states:

"The purpose of the G. Sall is to provide an extension of social allowance benefits to dependent children where the parent(s) of a child is unable or unwilling to care for their child and the child is being properly cared for in the home of another person." (Income Security Policy Manual, 1984, p. 70).

All children between the ages of 0 - 18 are eligible to receive the above-mentioned benefits. Monthly cheques are mailed to the guardian who is responsible to distribute the funds as required. A home assessment is completed on all applicants to evaluate the suitability of the guardian, ensure home conditions are appropriate for the child's physical and emotional growth. Follow-ups are completed through annual reviews. These reviews are completed every year through a questionnaire filled out by the guardian. The worker will follow-up, if further needs arise or are identified.

### 3.3.1 Philosophy Of The G. Sall Program

The overall philosophy of the G. Sall is connected to the Income Security program which was an outgrowth of the Social Development Act, 1988.

"Alberta Family and Social Services supports the philosophy articulated in Caring and Responsibility: A statement of Social Policy for Alberta Government policies and programs will be designed to promote cooperative and independent initiatives of individual Albertans while at the same time ensuring that those who, for a variety of reasons, must depend upon social programs for support are able to live dignified and meaningful lives." (p. 71). In this context, the Social Allowance Program encompasses two roles:

- Fostering individual self-reliance and providing

positive opportunities for individuals to achieve their personal goals, to take responsibility for their actions, and to be contributing and caring members of society.

- Providing special programs and support to those who, for a variety of reasons, may need either temporary or permanent assistance". (ECSS Manual, 1989; p. 3).

### 3.3.2 Program Goal

The overall program goal is to provide primary needs for the child. Financial benefits will be issued to the guardian, who provides care, support and training, (Policy Manual, 1984, p. 71).

### 3.3.3 Program Services

After a suitable guardian is selected, the social worker is required to assess the suitability of the guardian, ability of the guardian to provide adequate care, supervision, and guidance to enhance the normal growth of the child. Financial benefits based on room and board rates will be provided. The maximum social assistance for the 16 and 17 year old child is \$200.00 per month, of which \$64.00 is for shelter and \$136.00 is for food, clothing and other needs. Special diet allowance, school supplies and recreation allowance may be provided upon request from the guardian or child. Medical benefits, dental services, optical services and prescription drugs will also be issued

as required.

Follow-up services are provided, usually through completion of annual reports mailed to the client once a year. File monitoring is often done, usually by client contact or whenever a need arises. School performances, transfers and moves are also recorded, usually when changes occur. Referrals to agencies, recreational programs are made available only when requested by the client.

#### 3.4 Similarities And Differences

There are several similarities and difference between these two programs.

The major similarities are noted below: Both programs provide financial benefits to the children where necessary. Both are administered by the Income Security program and Child Welfare program, both receive financial benefits from the Income Security Program. Clients from both programs are assessed as to eligibility, suitability of guardians, home situations, family circumstances and most importantly reason, for assistance.

Once assessed, financial benefits are issued to the guardian (G. Sall). After initial assessment, the client files are transferred to a more stable caseload for further monitoring and continuation of benefits. Both programs service children in the 16 - 17 year age group. Children from both programs come from the Calgary region.

The differences are as follows;

1. All JIMY Program clients are 16 and 17 year old children. The G. Sall clients can range from 0 - 18 years of age. All children from the JIMY Program must live in the Calgary city limits. Since the four district offices, in this region, services clients from the rural areas outside the city limits, some G. Sall children may live outside the city limits. JIMY Program services are therefore, not available for them.

2. Independent living service is not available for the G. Sall clients. They must identify a suitable guardian. For example under the JIMY program, a 16 year old single mother or expectant mother can find her own accommodation. A shelter allowance of up to \$430.00 per month plus a food allowance may be issued during the last tri-mester of her pregnancy. However, this is not available for a 16 year old mother under the G. Sall program. She must identify a suitable guardian and can receive an additional \$64.00 per month for her child for shelter allowance. Food and clothing will also be issued.

3. The financial benefits received by clients from these two programs are also different. The maximum the G. Sall client can receive is \$200.00 per month, compared to \$341.00 per month for the JIMY Program client of the same age group.

4. Initial case plans are constructed on each JIMY Program client, including: a) presenting problem, b) assessment of family circumstances, c) follow-up services and monitoring of all clients and families. However, such elaborate assessments are not made on G. Sall clients. The guardian suitability is assessed on all G. Sall clients.

5. Monthly cheques can be issued in the applicant's name under the JIMY Program. Such privilege are not available for G. Sall clients. Cheques can only be issued to the guardian for room and board expenses.

As outlined, there are several major similarities and differences between these two programs. Close monitoring is often not possible, particularly, for the G. Sall clients. To illustrate this with one example, a file review by the Eligibility of Benefits and Verification Officer (EBVO) revealed that a 16 year old Guardian Sall client had been receiving assistance from one office in Calgary during the past five years was also in receipt of full social allowance in Saskatchewan for the same period! Though this can happen under the JIMY program, it is less likely since the follow up and monitoring of cases loads are better. The caseloads are also considerably lighter. Given these similarities and differences one would expect that the JIMY Program clients would do better than the G. Sall clients in terms of accessing services and adjusting and coping with their



problems. Through a comparative analysis, therefore, the researcher may be able to identify the areas in which the children are expected to perform better.

The literature identified several areas in which teenagers face problems. Research shows that there is a connection between economic disadvantage and adolescent running away and delinquency, (Moore, 1986). The parent's low economic status and low education were also significant in the above mentioned studies. There is also considerable documentation to suggest the concentration of single poor mothers, who are the sole supporters, particularly in the urban centres, are on the increase since the 1970's, (Williams, 1986; Morash, 1989). In Alberta, for example, the social allowance statistics indicate that the female headed single parenthood families constitute 62 percent of all applicants, (MIB. 1988).

Teenage pregnancies and parenthood are also believed to contribute economic adversity and delinquency, (Douglas and Ross, 1966; Robins, 1979; Moore, 1986). Moore (1986) confirms that teenage mothers raise their children in difficult neighbourhoods, under a variety of disadvantages. There is evidence to suggest that teenage pregnancies is on the rise in Alberta. MIB statistics suggests that teenage single parent applications have increased substantially in the Calgary region. This is evidenced by 33 percent increase of single parent families receiving social

assistance over two years in 1986-1988. (MIB. 1988).

One of the ways many children respond to problems like physical, sexual and mental abuse is by running away, (McCormack et al, 1986). Parent/child conflict is another reason why they leave their homes, (Kufeldt and Nimmo, 1987).

This is evidenced by the huge number of inquiries received by the JIMY Program, of over 10,000 in 1989, according CIS review. Many children were in desperate need of services. The literature review identified some of the reasons why children leave home, characteristics and programs or services available for them. Through a comparative analysis between the JIMY Program and the Guardian Social Allowance clients, it may be possible to gain a beginning appreciation of whether the JIMY Program clients are doing better than the G. Sall clients and if there are any significant differences between the two programs which would be expected.

The research questions are:

1. What are the socio-economic characteristics for the two groups?
2. What are the service delivery characteristics of the two groups, in terms of assessments, referrals and followups?
3. Are there any significant differences between the two groups on all of the aforementioned variables.

### 3.5 Summary

This chapter presents an historical overview of the JIMY and G. Sall programs. It outlines the philosophy, goals and services offered by these two programs. It highlights the major differences and similarities between the two programs. Finally, it outlines the reasons for studying these two programs basically to ascertain if there are differences between the two services.

## CHAPTER 4

### RESEARCH METHODOLOGY

#### 4.0 Introduction

This chapter presents the research method used to conduct the study. It also presents the rationale for using the secondary data analysis method. It also provides a detailed description of the content analysis review instrument specifically developed to complete the study. Sources of data were client files from the Income Security, Child Welfare, Guardian Social Allowance and JIMY programs. At times, some social workers were also contacted when necessary to obtain relevant information.

There are literally thousands of client files in the Income Security and Child Welfare programs. An enormous amount of information regarding circumstances, reasons for application, benefits issued and the nature of the related problems are recorded on the files. Most information is valuable in making decisions regarding future direction and implementation of new services for the clients.

#### 4.1 Secondary Data Analysis

Secondary data analysis is a "research method in which we can analyze or reanalyse available data from an agency", (Rubin, 1988, p. 325). Relevant information regarding the clients and family circumstances is recorded on client files of both G. Sall and the JIMY Programs. Due to the

huge volume of client information recorded on the files, and large number of clients using the programs, a representative sample was drawn for the study.

Secondary data analysis is considered to be appropriate in most levels of research design, namely exploratory, descriptive and explanatory studies, (Grinnell, 1988). In this descriptive study, this method is used to demonstrate how variables are distributed in the population.

There are some methodological considerations identified in the literature when using secondary data analysis. Grinnell, (1988) emphasizes the need to ascertain the validity and reliability of the data. Inconsistencies in the original data can cause problems with the interpretations. In this particular study, it is acknowledged that the information regarding worker's perceptions and assessments may be somewhat biased. However, data regarding the socio-economic factors, and the demographic characteristics are accurately recorded in the data information sheet. Information recorded on the file is generally double checked by client index operators, assessors and casework supervisors. Therefore, it is more likely to be accurate. The client index system provides client file numbers for each client. The operators check the information on the system to see if there are any previous benefits issued. They also double check the Alberta Health Care numbers and the Social Insurance Numbers

to verify accuracy.

According to Grinnell, (1988), problems in the validity and reliability can occur in this method of analysis from haphazard recording of the original data, missing data, interpretation of data, and meaning of the data in different contexts. As well, computer technology must be used with caution, so that "massaging" of data does not occur.

Secondary data analysis was chosen because the populations of the JIMY and Guardian Social Allowance program clients has over three thousand active clients at any given time. As well, there are approximately over one thousand files which are inactive. Secondly, the information collected from the files are recorded by a large number of social workers, intake workers, supervisors, and at times clerical staff and managers, who would be difficult to track. Most importantly, it would be extremely difficult to track and interview the clients, who frequently move around. Selecting a representative sample from this huge population of files seemed the most expeditious way to access the required information.

#### 4.1.1 Sources Of Data

Income Security client files were the primary source of data. Relevant information about the client, their parents, follow-up services and financial benefits were recorded by the social workers on a regular basis. The social workers

were expected to maintain contact with the clients, parents and counsellors and record all pertinent observations regularly. A additional source of data would be the social workers themselves. They were contacted when information on the file was incomplete or unavailable. Very rarely, child welfare social workers and the client index system was contacted. However, the client index system was occasionally contacted to verify information regarding the natural parents, age or ethnic origin.

The study commenced after obtaining approval from the Director of the Income Security Program for the Calgary region, (See Appendix 3). A guide was constructed to record information, (See Appendix 1). The data were collected during September - October, 1989. Four district offices in the Calgary region were selected. These offices provided financial benefits for those who were in need.

The JIMY Program client files were stored in a separate office. All closed JIMY files were also stored in the same office. Client files were transferred to the regional district offices, after three months of assistance. Data from such files were obtained by visiting these offices.

According to the September, 1988, statistics from the MIS Bulletin, there were 1996 Guardian Social Allowance files that were active for the province of Alberta. The Calgary region had approximately 670 active G. Sall files. These applications included all children between the ages of

0 - 18. Therefore, children between the ages of 16 - 17 were screened for the study. Two hundred client files were generated. In order to include cases that were concluded, all closed files during the period of January, 1988, to October, 1989, were also used in the study. This produced an additional 128 files. The total G. Sall population used in the study was 328 active and closed files. All four district offices were equally represented.

From the total of 328 active and closed G. Sall files, 82 files were examined from each of the four district offices. That is, in order to draw an equal and representative sample, 25 percent of the files,  $(328/4 = 82)$  were randomly chosen from each office. (Every fourth file was pulled). Twenty-two files from this sample were rejected because the period of assistance was less than one month, and some were transient and/or returned to their natural parents after receiving emergency assistance. The emergency assistance included one-way busfare to the desired destinations or shelter for one or two days. Some were given emergency food for any where between one to several days.

Sixty files from the G. Sall were used in the study.

According to the review by the Calgary Integrated Services, of the JIMY Program, there were 212 assessments completed for a one month period in May, 1989. This translates to approximately 2400 applications for the entire



year. Most children who sought assistance from the JIMY Program were between the ages of 16 and 17 years. Some 15 year old children were seen by the JIMY Program counsellors, but once age was determined, they were referred back to the Income Security or Child Welfare Programs. It was estimated that there were approximately 2000 client assessments completed during January 1, 1989 and October 31, 1989. These children were issued, at least, some form of financial assistance; some of the children were issued transportation to other provinces to join their parents. Only those children who were issued assistance for longer than one month were used in this study. There were 1700 clients who received more than one month's assistance. This was further reduced to 900 by selecting the files from the JIMY headquarters only in one central location. Since the JIMY Program services the entire city of Calgary, it was decided that this would provide an adequate cross section of the entire population.

From the population of 900, every 15th file was selected randomly. As a result, sixty client files were generated.

#### 4.2 Instrumentation

A content analysis review instrument was constructed to retrieve information from client files. Content analysis can be defined as "any technique for making replicable and

valid inferences from data to their context", (Krippendorff, 1980, p. 21). It involves specialized procedures for processing data. Krippendorff points out that the content analysis can cope with large volumes of data. In order to record accurate information, a data information sheet (See Appendix 1) was constructed. This instrument was pretested by the researcher on five Income Security Guardian Sall files and five JIMY Program client files. The instrument consisted of forty-two sets of different factors which were considered to be important from the perspective of the literature review and from what was available in the files.

#### 4.2.1 Variables Examined

The instrument identified forty-two different sets of factors which were considered to be important this study in light of the literature review.

Socio-economic characteristics and family structure were considered in many studies examining teenagers and concerns specific to that population, (Janus, et al, 1987). Information about socio-economic factors have provided important information for understanding the situation of teenagers and their problems and were therefore included in this study, (Russell, 1981; Palenski and Launer, 1987).

Socio-demographic factors included the age of the clients. Since the JIMY Program services are available to 16 and 17 year old children only, the same age group was chosen from the Guardian Social Allowance Program. However, it is important to note that the G. Sall Program services are available to all children between the ages of 0 - 18. The second factor was the gender of the clients.

Application reason was one of the most important variables examined in the study. Historically, parental separation or abandonment by parents appeared to be the most common reasons for application among the G. Sall Program clients. However, due to the change in population and the demography of the city population in general, particularly during the last twenty years, it was felt important to re-analyze the reason for application. As well, the JIMY Program is now available in the Calgary region as a special service. In order to examine if there are significant differences between the two, this factor was examined.

The client files record four reasons for application as follows: 1) parents unwilling to financially support the child; 2) parents unable to support the child; 3) parents deceased; 4) parents separated. These four factors were examined in order to determine how many parents were unwilling or unable to support their children.

Geographic location is believed to be linked to the economic and income levels of individuals in the city. For example, regions of the southeast in the city are considered to be economically disadvantaged. As a result, one may expect to have a higher than average concentration of poor income families in this region. Secondly, the four district offices, providing services in the city, are similarly divided according to the geography of the city.

There are four Income Security offices located in the Northwest, Northeast, Southwest and Southeast parts of the city. Clients from the G. Sall Program must seek assistance from the respective offices depending on their residence. However, all JIMY Program clients are required to seek assistance from one central office in the city. Their files would be transferred to the respective offices after initial assessments, issuance of benefits and one month's follow-up. While it would be reasonable to expect that the four districts would be represented because G. Sall files were pulled from all four offices, it is not known in what areas the JIMY client would be found.

Ethnicity of applicants was another factor which was found to be important in the literature, at least for the United States. There were four major ethnic backgrounds identified in the pretest; caucasian, native, Asian and South American and these were therefore used in the data collection instrument.

Parent's source of income and level of income were considered to be important in the literature as well. A study by Moore (1986) showed that there is a connection between economic disadvantage and running away among teenagers. Parent's low income and education were significant in the above mentioned studies. The concentration of single poor mothers, who were sole supporters, particularly in urban centres were on the increase since the 1970's according to several studies, (Williams, 1986; Morash, 1989). According to the MIB (1988) the social allowance statistics indicate that the female headed single parenthood families constituted 62 percent of all applicants.

Finally, the same statistics indicated that the second generation social allowance recipients were also on the increase. Therefore, parents income level and source of income was considered to be important in this study.

Four major areas of parent's income source were identified. Parents who were in receipt of social assistance, those who received pensions and those who were self-supporting were identified. A fourth category of parents who receive unemployment insurance was also identified in the pretest.

Parent's level of income was an important economic factor identified in the study. This was examined to find out if there are differences between the G. Sall and JIMY

Program clients. Accurate information would be available on parents who were dependent on social assistance. When the parents were deceased or separated, financial information was not always recorded on the client files. Parent's level of income was measured according to actual income divided into categories starting at \$7,000 or less, up to \$21,000 or more.

Actual relationship of the guardian to the client was considered to be an important factor. According to the G. Sall Program, a relative would be the most commonly accepted guardian for the child. Whenever possible a relative is the most commonly used person as guardian. According to the literature, children who runaway from home tend to choose a relative as a guardian when seeking assistance from public agencies, (McCormack, et al, 1987; Finkelhor, 1981).

Nine different possibilities were identified. Based on the pretest, paternal uncle, paternal aunt, maternal uncle and maternal aunt are expected to be the most commonly used relatives by the children to be their guardian. Grandparents, brother or sisters are also believed to be used often. Occasionally, a group home or an institution was used as well. The guardian's age was also recorded in number of years.

Finally, independent living facilities where available was also identified. Independent living is defined as a situation whereby these children are given room and board,

with a suitable adult, away from their parent's homes. This adult is expected to provide adequate care and supervision until the child is able to return to their natural parents, when appropriate.

#### 4.3 Service Delivery Characteristics

Several service delivery characteristics such as referral source, presenting problems, follow-up services and Child Welfare involvement service needs were the variables examined to tap the nature of service delivery.

##### 4.3.1 Referral Source

Seven major sources of referral were identified in this study. Parent or parents, guardians, relatives or a friend of the applicant were, perhaps, the closest for the teenager from whom he/she was able to obtain information. Often this knowledge of services or lack of it, determined whether or not the child would be accessing the services, (CIS Review Report, 1988). Others like the school, primarily the counsellor or the principal, or other community agencies were the other possible resources. Very often the applicant himself/herself, through self-effort, could access these services. These categories are identified to find out how the child is able to seek assistance.

#### 4.3.2 Presenting Problem

Eleven problem areas are identified as possible reasons for seeking assistance from the JIMY Program or G. Sall Program.

The literature review identified many problems faced by adolescents and the possible consequences. It also identified reasons for leaving home and potential consequences of life in the streets. In order to obtain a clear picture of the problems of these children in the Calgary area and to comparatively analyze significant differences between the JIMY Program and Guardian Social Allowance Program clients, the following problem areas were chosen.

According to the literature, parent/child conflict appears to be one of the more important reasons for children leaving their homes, (Kadushin and Martin, 1981; Wolfe, 1981; Young, 1981). This factor was also reported by the JIMY Program client files as an important reason for application. However, it is not known if it was a factor among G. Sall clients. Therefore, it was identified as one of the factors to be examined in the study.

There have been numerous studies linking physical and sexual abuse and subsequent running away in the literature, (Gabarino, 1980; Frederich and Einbender, 1983; Roscoe, 1985; Clapp, 1988). Relevant information regarding physical and sexual abuse is well documented on the Income



Security, Child Welfare and G. Sall files, as well as, the JIMY Program files. In order to find out the differences between these two programs, these two variables were identified. Drug abuse and family violence were also identified. Children who were forced to leave the home or those who are evicted are also examined.

Pregnancy and single parenthood were also identified; so that future dependency on social programs for these mothers can also be examined. It should be noted that the categories for presenting problems were not mutually exclusive. In fact as the literature has shown many of the problems (abuse, conflict) lead to running away. However, the social workers tended to treat running away as a separate category in their recordings so this category had to be utilized. Perhaps because it was quicker and easier, they did not provide a reason for running away. Previous and present child welfare involvement was examined so that future needs could be identified.

#### 4.3.3 Follow-up Services

Three categories of follow-up services - educational, social or psychological counselling were identified. This helps in assessing what follow-up services were provided for the clients because the JIMY clients were supposed to receive more services.

Educational services included high school upgrading since most children in the study were expected to be in school. Others, such as retraining and apprenticeship programs are examples of educational services.

Some employment counselling may be required for some children. These children are often high school dropouts. Social and psychological services included skill training, prenatal and postnatal services for teenage mothers, health counselling and referrals for these services were expected to be completed by the JIMY Program workers.

As well, contracting with agencies which provide counselling for physical and sexual abuse were also expected from these two programs. Since the JIMY Program is especially designed to address the needs of 16 and 17 year olds, significant differences are anticipated between the two programs.

#### 4.3.4 Child Welfare Involvement

Previous child welfare involvement has been documented in almost all the Guardian Social Allowance and JIMY Program client files. Since this program was supposed to bridge the gap between the Income Security and the Child Welfare Programs, this variable was considered important in assessing the needs of these teenagers. As well, it can be compared with the JIMY Program clients who automatically

receive child welfare services because their workers were trained in this area.

Present Child Welfare involvement will help determine the need for continued services from the Child Welfare Program. It will also assist in determining who would provide these services.

Independent living facilities were not available for the G. Sall clients. The JIMY Program clients were able to access this service, as long as there was adequate supervision.

#### 4.3.5 Closure Reason

Seven possible reasons for closure were identified under this category. There are several teenagers who are able to obtain part-time or full-time employment. They may not require any further financial assistance. Those who are employed, but do not earn adequate income to support themselves, will be eligible to receive a subsidy from social allowance. Many such clients are teenage single parents.

Return to natural parents, where possible, is a good measure of the resolution of the problem given the philosophies of both programs. Some children leave the province in pursuit of employment, retraining or seeking other relatives. It is difficult to follow-up outside the province of Alberta. Sometimes, the children do not return

for further financial assistance and these are coded as "no contact" during closure of files. Some return to seek further social assistance. These include single teenage mothers. They are coded as dependents of the social allowance program "on call".

At times, the appeal committee makes the decision to provide assistance, for the client, for a limited period of time or rejects assistance. These include clients who seem to select an inappropriate or unsuitable guardian. For example, a 17 year old girl, may not be able to choose a male guardian under the age of 21. This category is identified as those client files, where the appeal decision were upheld, denying financial assistance to the children.

Some clients may receive financial benefits from other sources such as orphan's benefits, trust funds or private scholarships. At times, they may require social allowance temporarily until these funds can be accessed. Once they start receiving these benefits from private sources, they become self-sufficient and are no longer in need of financial assistance from social allowance. These are coded as "self-supporting".

All these variables were expected to provide adequate information about the socio-economic characteristics, the problems faced by the teenagers and were expected to provide adequate data for a comparative analysis. However, it must be cautioned that all data are social workers perceptions,

particularly the assessments, and therefore, are subject to social worker biases.

#### 4.4 Procedure For Data Collection

All 6. Sall files were reviewed by the researcher personally. Each of the four district offices were visited in accordance with a pre-arranged time. All relevant information were recorded on the data information sheet, (See Appendix 1).

The JIMY Program client files were reviewed at the JIMY office, also in accordance with a pre-arranged time between the Casework Supervisor and the researcher. All files were reviewed by the researcher.

##### 4.4.1 Data Processing And Analysis

The raw data was coded by the researcher and input by the Data Centre at the University of Calgary. It was processed by computer, using SPSS-X Program for Statistical Analysis.

The following statistical analyses were used to answer the research questions.,

1. Descriptive statistics were used to present the socio-economic and demographic characteristics of the families and clients.

2. Descriptive statistics were used to present the presenting problems experienced by the children.
3. Descriptive statistics were used to present the characteristics of the two programs.
4. Analyses of variance (Breakdown SPSS-X) was used to present the significant differences between the two groups on all of the variables.

#### 4.5 Limitations

1. The JIMY Program is available only in the Calgary region. Therefore, any findings and recommendations made will be applicable to this region only.
2. The Guardian Social Allowance Program is available to all children 0 - 18 years of age. This study applies to 16 - 17 year old children only. Some 16 - 17 year old children used in the study were recipients of Guardian Social Allowance prior to their 16th or 17th birthdays. Therefore, some stability can be expected from their placements, unlike JIMY Program clients.
3. Differences In Assessments:  
  
All JIMY Program social workers are required to be graduates of BSW Program. The Guardian Social Allowance workers are not required to complete a BSW degree. There may be some differences in the types of services and assessments made by workers as a result.

#### 4. Data Information Sheet:

The validity of the data information sheet is somewhat threatened by researcher bias, in coding the information. Every attempt was made to limit the error.

The data information sheet was pretested by one of the supervisors. Five files from the G. Sall program and five files from the JIMY program were used in the pretesting. Approximately, 87 percent of the information was retrieved from the files, however the researcher was able to obtain additional information from other sources such as the client index system, child welfare program and through verbal contacts with social workers, when necessary.

5. The data represents the perception of the workers who are in charge of handling client caseloads. The client files represent the worker's observations and perceptions of the problems. Therefore, these perceptions could be subject to biases and are limited by the social workers perceptions.

#### 4.6 Ethical Considerations

1. As an employee of the Government of Alberta, the researcher is bound by oath of confidentiality. No other person was involved in compiling the data from the files. Therefore, confidentiality was maintained at all times throughout the study.

2. None of the clients were identified by name. All information compiled will be destroyed within one year of the final report and recommendations.
3. Permission to conduct the study has been obtained from the director's office of the Calgary region, (See Appendix 3).
4. Finally, the study commenced only after obtaining permission from the Ethics Committee, University of Calgary, (See Appendix 2).

#### 4.7 Summary

This chapter presented the research method used to conduct the study. The collection of the data was completed between September 5, 1989 to October 31, 1989. The data collection commenced after obtaining permission from the regional director's Alberta Family and Social Services, (See Appendix 3) and the Ethics Committee, Faculty of Social Work, University of Calgary, (See Appendix 2). It used secondary data analysis, (Rubin, 1988) and a descriptive statistical procedure to complete the study and present its findings. Some of the limitations to the study include applicability of the findings to only this region, because the JIMY Program is not available elsewhere, researcher's biases, and validity of the data information sheet. Every attempt to limit these errors were made by the researcher throughout the study.



## CHAPTER 5

## FINDINGS

## 5.0 Introduction

Chapter five presents the findings from the study. It answers the research questions outlined in chapter three. It presents the socio-economic characteristics, service delivery characteristics and socio-economic profiles by program. It highlights the significant similarities and differences between the clients from the two groups.

## 5.1 Profile Of Clientele

As can be seen in table 5.1, the majority of applicants were from the South West region of the city. Thirty-six percent (43/120) of the children resided in the South West region of the city. Approximately 62 percent of the total sample were females (74/120). Females from the Guardian Social Allowance program represented 60 percent of the sample, this compared with 63 percent from the JIMY sample. The remaining 40 percent from the G. Sall program were males and 37 percent from the JIMY program were males.

Sixty percent of the G. Sall sample were caucasian (36/60) while 68 percent of the clients in the JIMY program were caucasian. Twenty-two percent from the G. Sall were Natives. There was an equal distribution of Natives between the G. Sall and JIMY samples, where an identical 13/60 were Natives. Among the sixty clients studied from the G. Sall,

twenty-four (40 percent) were males and thirty-six (60 percent) were females. Twenty-two (37 percent) from the JIMY program were males and thirty-eight (63 percent) from the JIMY program were females. Seventy-six from the total sample of 120 were caucasian (63 percent); twenty-six were natives (22 percent); Asian 13/120 or 11 percent and 5/120 or 4 percent South American. The Asian population was similar for both programs with the Guardian Social Allowance population twice as large. Approximately 15 percent (9 out of 60) from the G. Sall population was Asian while only 5 percent of the JIMY program clients were Asian.

The majority of the parents in the study were dependent on social assistance. Approximately 48 percent of them were on social assistance. Fifty-two percent (31 out of 60) were from the G. Sall and 43 percent (26 out of 60) were from the JIMY program. However, more parents from the JIMY program were self-supporting than parents from the G. Sall program. Forty-seven percent from the JIMY program were able to support themselves compared to 30 percent from the G. Sall program.

The remaining respondents from the study were dependent on Unemployment Insurance Benefits or did not provide information regarding their financial status.

The parents' income at the time of application was one of the important factors studied. There was a significant difference between these two groups, in terms of economic status of parents. Thirty-five percent of the sample (21/120) reported annual income of \$21,000 or more, compared to only 8 percent (5/60) from the G. Sall program. It appears that the JIMY program caters towards more economically able clients compared to those who are less able to support their children. This was confirmed by the evidence that more G. Sall clients' parents were dependent on social assistance. More than fifty percent (52 percent) of the G. Sall clients' parents reported to be on social assistance compared to forty-three percent from the JIMY program. As well, 47 percent of the JIMY program parents were self-supporting, compared to the 30 percent from the G. Sall.

The trend in levels of income was apparent. Those parents whose children were in the G. Sall program had lower incomes overall than those parents whose children were in the JIMY program.

For example, approximately 35 percent of the JIMY Program parents were earning more than \$21,000 per year, compared to only 8 percent from the G. Sall program.

In terms of the guardian for the children, friends of the child was the most often commonly used person. Approximately fifty percent of the teenagers identified

their friends to be their guardians. This was also acceptable to the department. Approximately 40 percent (24 out of 60) from the G. Sall sample and 62 percent (37 out of 60) from the JIMY program identified their friends to become their guardians. There was an equal split between the two programs where grandparents were named as guardians (9 out of 60) or 15 percent from the G. Sall and (9 out of 60) or 15 percent from the JIMY population representing 15 percent of the total population, (18 out of 120). Sisters of teenagers also showed similar equal distribution as guardians. Approximately 7 percent (8 out of 120) from each program named their sisters as guardians. Other guardians include brothers (3 out of 60 G. Sall) and (7 out of 60 JIMY program); maternal aunt (18 out of 60 G. Sall and 1 out of 60 JIMY program).

There was a difference between the two groups in terms of the selections of guardians. Forty percent from the G. Sall program selected their friends as guardians compared to 62 percent from the JIMY program. This is also consistent with other factors, where the JIMY program clients were already out of their homes, dropped out of school, or in the streets, or in a friend's home, prior to seeking assistance.

Maternal or paternal uncle or aunt were named as guardians from the G. Sall program considerably more often than the JIMY program clients. Uncles and aunts were named as guardians on 25 percent (15/60) of the time by G. Sall

clients compared to only 7 percent (4/60) from the JIMY program clients. This is also quite significant as the JIMY program clients appear to stray away from relatives or perhaps, are more independent than the G. Sall clients.

The mean age of guardians was 39.2 for G. Sall and 32.7 for the JIMY program.

As was noted earlier the G. Sall clients were not permitted to live independently according to the program's mandate whereas clients in the JIMY program had that option with the majority (64 percent) choosing this option.

Table 5.1: Socio-economic Profile of Clientele by Program

Characteristics	G. Sall (N=60)	JIMY (N=60)
<hr/>		
<u>Geographic Location (city)</u>		
North East	17 (28%)	18 (30%)
North West	5 ( 8%)	9 (15%)
South East	19 (32%)	9 (15%)
South West	19 (32%)	24 (40%)
	(100%)	(100%)
<u>Gender</u>		
Male	24 (40%)	22 (37%)
Female	36 (60%)	38 (63%)
	(100%)	(100%)
<u>Ethnicity</u>		
Caucasian	36 (60%)	40 (68%)
Native	13 (22%)	13 (22%)
Asian	9 (15%)	4 ( 6%)
South American	2 ( 3%)	3 ( 4%)
	(100%)	(100%)
<u>Parents Source of Income</u>		
Social Assistance	31 (52%)	26 (43%)
Pension	1 ( 2%)	1 ( 2%)
Self-supporting	18 (30%)	28 (47%)
Unemployment Insurance	2 ( 3%)	1 ( 2%)
Missing values	8 (13%)	4 ( 6%)
	(100%)	(100%)
<u>Parents level of Income</u>		
\$ 7,000 or less	4 (6.6%)	2 ( 3%)
\$ 7,000 - 10,000	15 (25%)	8 (13%)
\$10,001 - 13,000	15 (25%)	7 (12%)
\$13,001 - 16,000	7 (12%)	5 ( 8%)
\$16,001 - 19,000	4 (6.6%)	5 ( 8%)
\$19,001 - 21,000	1 ( 2%)	3 ( 5%)
\$21,001 and over	5 ( 8%)	21 (35%)
Missing values	9 (15%)	9 (15%)
	(100%)	(100%)
<u>Guardian</u>		
Paternal uncle	2 ( 3%)	1 ( 2%)
Paternal aunt	3 ( 5%)	2 ( 2%)
Maternal uncle	2 ( 3%)	1 ( 2%)
Maternal aunt	8 (13%)	1 ( 2%)
Brother	3 ( 5%)	3 ( 5%)
Sister	8 (13%)	8 (13%)
Grandparent	9 (15%)	9 (15%)
Group Home	1 ( 2%)	3 ( 5%)
Friend	24 (40%)	37 (62%)
	(100%)	(100%)
<u>Guardian's Age</u>	39.2	32.7
<u>Independent Living</u>		
Yes	n/a	18 (30%)
No	n/a	38 (64%)
Missing		4 ( 6%)
		(100%)
<hr/>		
Total Number of Cases	60	60

To summarize, it would appear that more G. Sall clients were from a poorer area of the city (the Southeast) whereas the JIMY clients were from the Southwest. In both programs there were more females than males and the ethnic mix was even. It is apparent from the data that the clients were second generation social assistance recipients, more so for the G. Sall clients than the JIMY clients. The parents of the G. Sall clients had incomes concentrated at the lower levels of the income scale while the JIMY parents tended to have incomes at the higher end of the income scale. While both groups favoured friends as guardians, the G. Sall overall, were more likely to name relatives as was expected. Not surprisingly, the JIMY clients were more likely to be independent.

## 5.2 Socio-Economic Characteristics By Program

In Table 5.2 the means and proportions for socio-economic characteristics of the clientele by program are reported. While there were no significant differences according to geographic location, gender, ethnicity and parents sources of income, there were significant differences according to parents level of income, guardian status, guardian's age, number of placements and length of assistance. Forty-one percent of the JIMY program parents compared to 10 percent of the G. Sall parents reported income of \$21,000 per year and over suggesting that overall

the JIMY program clients were from a higher socio-background.

In both programs, friends were the most used guardians. Forty percent of the teenagers from the G. Sall and 62 percent from the JIMY program identified their friends as guardians. Children from the JIMY program were more likely to name their friends as guardians than the G. Sall children. One reason for this might be that more JIMY program clients were already working, and/or out of school. They were seeking a more independent living style away from family, making friends a logical alternative. The G. Sall clients tended to stay within the family environment, with a relative perhaps because many were still in school. This was evidenced by the financial benefits issued to clients such as tuition fees, school supplies and books.

Grandparents were named as guardians in 15 percent of the G. Sall children, compared to 1 percent of the JIMY program clients. Approximately 13 percent of the sample from the G. Sall program named their sisters as guardian. This compares with 7 percent of the JIMY clients wherein sisters were named as guardians. Five percent from the G. Sall and 3 percent from the JIMY program reported their brothers as guardians. Twenty-five percent of the G. Sall clientele named their uncle, or aunt (paternal and maternal) as their guardians. This compared with 15 percent of the JIMY sample who named their uncles or aunts as guardians.



**Table 3.2: Means and Proportions For Socio-economic Characteristics of Clientele by Program**

Characteristics	G. Sall	JIMY
<u>Geographic Location (city)</u>		
North East	28.3	30.0
North West	8.3	13.0
South East	31.7	13.0
South West	31.7	40.0
<u>Gender</u>		
Male	40.0	36.7
Female	60.0	63.3
<u>Ethnicity</u>		
Caucasian	60.0	67.8
Native	21.7	22.0
Asian	15.0	6.8
South American	3.3	3.4
<u>Parents Source of Income</u>		
Social Assistance	59.7	46.4
Pension	1.9	1.8
Self-supporting	34.6	50.0
Unemployment Insurance	3.8	1.8
<u>Parents Level Of Income</u>		
\$ 7,000 or less	7.8*	3.9*
\$ 7,001 - 10,000	29.4*	15.7*
\$10,001 - 13,000	29.4*	13.7*
\$13,001 - 16,000	13.7*	9.8*
\$16,001 - 19,000	7.8*	9.8*
\$19,001 - 21,000	2.1*	5.9*
\$21,001 and over	9.8*	41.4*
<u>Guardian</u>		
Paternal uncle	3.3*	1.7*
Paternal aunt	5.0*	2.7*
Maternal uncle	3.3*	1.7*
Maternal aunt	13.3*	6.0*
Brother	5.0*	3.5*
Sister	13.3*	6.7*
Grandparent	15.0*	1.0*
Group Home	1.8*	15.0*
Friend	40.0*	61.7*
<u>Guardian's Age</u>	39.2*	32.7*
<u>Previous Child Welfare Involvement</u>		
Yes	58.3	50.0
No	41.7	50.0
<u>Number of previous Placements</u>		
1	28.3*	31.0*
2	31.7*	51.7*
3	25.0*	8.7*
4	15.0	8.6*
<u>Length of Assistance</u>		
1 - 3 months	3.3*	3.1*
4 - 6 months	3.3*	20.7*
7 - 9 months	1.7*	15.5*
10 - 12 months	26.7*	25.9*
13 or more	65.0*	34.3*
<hr/>		
<u>Number of cases</u>	60	60

Note: Separate F and  $\chi^2$  tests for differences in means or proportions, respectively, across the program statuses were performed. Significant differences at  $P < .05$  are indicated by asterisks.

Overall, the Guardian Sall clients seemed to depend on relatives more often than the JIMY program clients did. Fifty-eight percent (34/60), from the G. Sall named a relative as their guardian, compared to 38 percent from the JIMY program. Since the inception of the G. Sall program, relatives, particularly grandparents were encouraged to be guardians for the children. However, the JIMY program clients were told to find a suitable guardian and he/she need not necessarily be a relative. Another explanation for this significant difference could be that, more children from the G. Sall program were referred from relatives, guardians and parents or community agencies (as seen in Table 5.3), whereas the JIMY clientele tended to be self-referral. That is, the family and community agencies, which are dedicated to keeping the family in tact, appeared to be more involved at the outset than was the case for the JIMY clients.

Another possible factor could be that the G. Sall program was in operation for a considerably longer period than the JIMY program. Historically, the children from the G. Sall were placed in a relative's home and this practice has continued without change.

Most children coming from either program have had child welfare involvement at one time or another. The need for such involvement arises from possible child neglect, child abuse, abandonment or a number of factors identified in the

literature review. Approximately 58 percent of the clients from the G. Sall program compared to 50 percent from the JIMY program have had previous child welfare involvement, although the difference is not significant. Single parent families, broken or blended families, low-income families were abundant in this study. Most families were in need of child welfare programs. Many were second generation social allowance recipients. As well, more than 40 percent of child welfare clients were also in need of social allowance, according to MIB statistics, (1986, 1987 and 1988). Many social allowance recipients sought assistance through the G. Sall program, when they were unable to cope with their teenagers and conflicts, often naming a relative as guardian.

Moreover, the G. Sall program was believed to be a convenient way not to involve child welfare any longer. The major goals of the G. Sall program was to "bridge the gap between the child welfare program and the social allowance program". Therefore, any further follow-ups were to be provided by the social allowance programs. As well, as noted earlier, the 16 and 17 year olds were a low priority of the child welfare program.

The Guardian social allowance clients required more placements overall than did the JIMY clients. One reason for this might be that the children were unable to resolve their conflicts or because they were more likely to be in

the guardianship of families as opposed to friends. As seen in Table 5.3, the follow-up services were less in evidence for this group giving them fewer chances for the successful resolution of problems. That is, independent living was not available to these clients, unlike the JIMY program clients, whereby these children could find their own accommodation. Finally, the G. Sall program had been in operation for a considerably longer period compared to the JIMY program, which has been providing services for only two and one-half years.

A majority of the clients had been on assistance for more than one year. Sixty-five percent of the clients in the G. Sall program and approximately 35 percent from the JIMY program had been on assistance for more than 13 months. Twenty-seven percent from the G. Sall and 26 percent from the JIMY program have had assistance from the respective programs for 10 to 12 months. Approximately 16 percent of the sample from the JIMY program were dependent on assistance between 7 - 9 months; this compared to only 2 percent of the G. Sall sample from the G. Sall program. Twenty-one percent of the sample were found to be on assistance between 4 - 6 months from the JIMY program, compared to only 3 percent from the G. Sall program. Only 3 percent from the JIMY and 3 percent from the G. Sall were found to be requiring assistance between 1 - 3 months.

Sixty-five percent of the G. Sall clients had been on assistance for 13 months or more compared to 35 percent from the JIMY program clients. One explanation is that the JIMY program has been available for only two years in this region. The G. Sall has been in operation for a considerably longer time. As well, many teenagers from the G. Sall had been on assistance since their childhood. This will also explain the difference between the two groups where the length of assistance was between 7 - 9 months. Approximately 2 percent from the G. Sall were on assistance between 7 - 9 months compared to 16 percent from the JIMY program clients. As well, 21 percent of them from the JIMY program and only 3 percent from the G. Sall were on assistance from the respective programs for 4 - 6 months.

The G. Sall children had been receiving assistance for a significantly longer period of time, compared to the JIMY program clients. One reason might be that the parents, or guardians were economically more disadvantaged than the JIMY program clients as was noted earlier. Over 70 percent of the parents from the G. Sall reported annual income of \$16,000 or less. This compares to 38 percent for the JIMY group. Approximately 41 percent from the JIMY program parents reported income of more than 21,000 dollars.

### 5.3 Service Delivery Characteristics By Program

Turning to Table 5.3 the service delivery characteristics are examined by program. According to the evidence in Table 5.3 both groups of clients did not significantly differ in terms of the reasons for application to respective programs. Forty-three percent of the G. Sall clients reported that their parents were unable to financially support them while 47 percent of the JIMY clients reported the same difficulty. Perhaps even more importantly, both sets of parents were unwilling to support their children - 47 percent of the G. Sall parents and 49 percent of the JIMY parents. As was noted earlier in Table 5.2, almost half of the JIMY parents and 60 percent of the G. Sall parents were themselves dependent upon social assistance lending some support to the reality that they could not support their children. That a larger proportion of parents in both programs were unwilling to support their children is probably a reflection of the fact that over half of the children in both groups had runaway or had been evicted from home. This finding also calls into question the philosophical base of the JIMY program which subscribed to the view that most parents had the desire to care for their children. Almost half of the JIMY parents did not appear to have this desire. Death of a parent or separation only accounted for a small proportion of the applications to the programs. Separation is a good indication of single

parent families and should be a significant variable if the current research is to be believed, however, given the way the data were coded, it is quite likely that many single parents were subsumed under the categories of parents unwilling or unable to care for their children.

There were significant differences between the two groups according to the sources of referral. Family, friends, guardians, school and community agencies were the more likely sources of referral for the G. Sall clients while JIMY clients tended to refer themselves (63.3 percent compared to 12.3 percent for the G. Sall clients). Part of the explanation for this finding would be that the G. Sall clients had been in the social welfare system longer entering at younger ages making referral from others more likely. Most of the data indicates that the JIMY clients tended to be on their own. They were more likely to be out of school since educational counselling was not indicated and one of their more important problems compared to the G. Sall clients, was that they were unemployed. At the same time, they were less involved with relatives and families and had guardians that were friends who tended to be younger. Another explanation could be that the JIMY clients came from a more advantaged background, giving them an edge in the skill of accessing services.

The clients came to the different programs with significantly different problems. Running away from home was the most commonly reason cited problem for children in both programs although this was a problem for more of the G. Sall clients (57 percent compared to 42 percent for the JIMY clients). This finding is consistent with previous research (Wolk and Brandon, 1977; Gabarino, et al 1986; McCormack et al, 1986; Janus et al, 1987), which highlights the extent of adolescent runaways. An additional 22 percent of the G. Sall children were evicted from home compared to 12 percent of the JIMY clients. While data is not conclusive, there is some suggestion that financial difficulties may have something to do with the higher proportion of runaways and evictions in the G. Sall group, (Moore, 1986). The parents of these children were more likely to be on social assistance, had lower levels of income and were more likely to be unemployed. Whether or not the single parent phenomenon was operative as outlined by Morash (1989) and as indicated in Alberta social allowance statistics, was unknown. More information about family problems not available, in this data, would help clarify the differences.

Unemployment was found to be more of a problem amongst the JIMY clients with approximately 11 percent of these teenagers compared to only 3 percent for the teenagers in the G.Sall program. This finding reflects the fact that



more of the JIMY clients had dropped out of school and, with minimal training, had difficulty finding jobs in a less than favourable labour market. With little help from their parents and more of them living independently, they would have been forced, out of economic necessity, to seek assistance. More of the JIMY program clients sought assistance with pregnancies than did the G. Sall clients. Twenty-two percent of the JIMY clients compared to only 9 percent of the G. Sall clients needed help with this problem. Again, teenagers from the JIMY program had often moved out of the house prior to seeking assistance from the program. As a result, they did not have the support systems that the G. Sall teenagers had, who were more likely to be housed with a guardian where adequate support would be available. At the same time, they also had the option of being supported independently, meaning that help was not contingent on returning to family member or guardian.

The JIMY program teenagers were also more likely to have presenting problems of drug abuse (3.3 percent compared to 2.0 percent for G. Sall), sexual abuse (1.7 percent compared to 1.0 percent for G. Sall), and physical abuse (6.7 percent compared to 1.7 percent for G. Sall). One of the possible reasons for these differences might be a result of the fact that the JIMY clients received a more elaborate initial assessment making it easier to identify these sensitive issues that might be missed in an assessment of

guardian suitability. Given the major referral source for the JIMY clients, ie: themselves, they would be more likely to identify these problems than would parents, relatives or guardians who could be reporting on themselves or schools and community agencies who frequently miss these problems. Why more JIMY clients experience family conflict may bespeak the briefer time of the clients in the program and the short-term crisis management function of the JIMY program clients but this is not clear. In terms of presenting problems, the G. Sall clients were more prone to be at risk for suicide than were the JIMY program clients. This finding may reflect their longer histories in the social welfare system and the ongoing lack of sound assessment and case planning that had been identified as part of the problems with the previous system.

The categories for the presenting problems, as noted in Chapter 4, are problematic in themselves since they are not mutually exclusive. That is to say, all of the categories could be the cause for running away or eviction from homes as seen in the literature review, however, this is the way the social work staff chose to code their presenting problems. Notwithstanding this lack of conceptual clarity on the part of the social work staff, it is important to note that running away and eviction were very serious problems for the G. Sall client (88.4 percent) and somewhat less of a problem for the JIMY clients (63.4 percent).

Table 5.3: Percentages For Service Delivery Characteristics

By Program		
Characteristics	G. Sall	JIMY
<u>Application Reason</u>		
Parents Separated	1.0	5.0
Parents Deceased	8.0	0.0
Parents Unable	43.3	46.0
Parents Unwilling	46.7	49.0
<u>Referral Source</u>		
Relative	17.5*	5.0*
Guardian	12.3*	1.7*
Friend	14.0*	5.0*
Community Agency	22.8*	11.7*
School	8.8*	5.0*
Parent	12.3*	8.3*
Self	12.3*	63.3*
<u>Presenting Problem</u>		
Health - Suicidal	1.7*	-
Parent/Child Conflict	1.7*	1.7*
Drug Abuse	2.0*	3.3*
Sexual Abuse	1.0*	1.7*
Physical Abuse	1.7*	6.7*
Unemployed	3.3*	10.5*
Runaway	56.7*	41.7*
Evicted	21.7*	11.7*
Pregnant	8.2*	21.7
Missing Cases	2.0	-
<u>Follow Up Services Identified</u>		
None	-	5.0*
Educational	44.7*	5.0*
Social Counselling	23.7*	30.0*
Psych Counselling	31.6	60.0
<u>Follow Up Services Provided</u>		
Yes	58.3*	96.9*
No	41.7*	3.4*
<u>Present Child Welfare Involvement</u>		
Yes	16.7	11.7
No	83.3	88.3
<u>Financial Benefits</u>		
Yes	100.00	96.7
No	-	3.3
<u>Reason For Closure</u>		
Employed	9.1*	11.4*
Ret'd to Nat. Parent	18.2*	13.6*
Left Province	3.6*	31.8*
No Contact	5.5*	9.1*
Appeal Committee	1.8*	2.3*
On Sall	61.8*	25.0*
Self-supporting	-	6.8*
Number of Cases	60	60

Note:  $\chi^2$  tests for differences in proportions across program statuses, significant differences at  $P < .05$  are indicated by asterisks.

Having noted the extent of the problems of running and eviction for the G. Sall clients, it is interesting to note that the services identified for them were mainly educational counselling (45 percent of the clients) and to a lesser extent social counselling (24 percent of clients) and psychological counselling (32 percent of clients). Even more alarming was the finding that only 58 percent of the clients actually received these follow-up services compared to 97 percent of the JIMY clients. The G. Sall clients were identified for educational counselling because more of them were in school however, it is difficult to imagine how this helped to sort out the complicated problems of running away. The JIMY clients seemed to fare better in terms of being identified for and receiving more social and psychological counselling which is an important difference built into the JIMY program.

There were no significant differences between the two groups in terms of involvement in child welfare or in receiving financial benefits. It should be remembered that the JIMY program social workers were qualified and certified to perform child welfare duties so that their clients were not missing out on child welfare services. The small proportion of G. Sall clients being referred to child welfare might account for the fact that they received little social and psychological counselling and the earlier finding of the task force that 16 and 17 year old children were a

low priority of child welfare. The findings also indicated that the G. Sall program was not serving as the intended bridge between social allowance and child welfare. Financial benefits were issued to virtually all of the guardians for the G. Sall clients and 97 percent of the JIMY client. In the case of the JIMY client, 3 percent were denied assistance probably because of the inappropriate or unsuitable choice of a guardian which was quite possible in this group since the JIMY teenagers favoured friends as guardians.

Looking at reasons for case closure in Table 5.3, there were significant differences in outcomes for the two programs. Approximately, 62 percent of the G. Sall clients were still in need of social assistance compared to 25 percent of the JIMY clients. That more JIMY clients, albeit a small proportion of 7 percent, were self-supporting compared to none of the G. Sall clients, is consistent with this finding. More clients (18 percent) for the G. Sall program were returned to their parents than were JIMY clients (14 percent) although this was the primary purpose of the JIMY program. Since the JIMY clients may have been more independent than the G. Sall clients, because of the nature of the program, returning to their parents may have been less appealing. This is supported by the finding that a large proportion of JIMY teenagers (32 percent) left the province for whatever reason. While some may have gone to

relatives outside of the province or were looking for employment, some could also have been on the run again. More JIMY clients also disappeared as seen in 9 percent of the cases being closed because of no contact. The appeal committee was more likely to be involved with the JIMY clients probably because of problems with guardianship.

#### 5.4 Discussion Of Similarities And Differences

Pregnancy among teenagers was found to be a significant problem among the JIMY program clients. Parent/child conflict resulting from teenage pregnancy was well documented on the files. Since independent living was available for teenagers from the JIMY program, pregnant teenagers were perhaps, more likely to seek assistance from the JIMY program, than the G. Sall program. Thus, these children could access more funds and also feel somewhat more independent.

Unemployment among teenagers was also found to be significantly different. Approximately 11 percent of the JIMY clients were unemployed at time of application compared to less than 3 percent from the G. Sall program. Most of them were either employed part-time or full-time. Since many of them had dropped out of school, they were forced to find employment due to economic necessity and often found minimally paying jobs. But some had to leave employment to pursue upgrading or find alternate employment. Some others

were unable to continue their employment due to lack of skills and experience.

In comparison, the G. Sall children were still in school. Even if they were working part-time, they failed to earn enough money to disqualify them from continuation of social allowance. It could also be that many G. Sall children failed to report their income to their social workers.

Often many children were also evicted from their homes. Eviction occurred usually due to poor coping skills, particularly in resolving parent/child conflicts. As a result of parent/child conflicts, the inability to resolve them and lack of resources, 78 percent of the children from the G. Sall program either ran away or were evicted. This compared to approximately 53 percent of the JIMY clients. Running away from home was the single most significant reason for seeking assistance.

Finally, the children from the G. Sall were more prone to be suicidal than the JIMY program clients. Approximately 2 percent of the G. Sall clients were reported to be at risk in terms of suicides. No one from the JIMY program was considered to be at risk. This may be due to better coping skills, ability to access resources, better follow-up services and qualified personnel to provide services from the JIMY program.

Strong connections between physical and sexual abuse and subsequent running away behaviour is also well documented in the literature, (Silbert and Pines, 1981; Gruber, Jones and Freeman, 1982; Finklehor, 1984 a & b; Janus, et al, 1987). There is also a connection between physical and sexual abuse among the G. Sall and JIMY program clients. Approximately 9 percent from the JIMY program and 3 percent from the G. Sall reported physical and sexual abuse. As well, the reason for eviction and running away were reported to be physical or sexual abuse.

The need for psychological and social counselling was identified in 90 percent of the JIMY program clients, indicating a more troubled background than the G. Sall clients, as well these children received better services. Sixty percent of the JIMY clients needed psychological counselling, such counselling addressed issues such as behavioral and psychological problems, health care counselling, pregnancy and parenting, as well as, upgrading or employment. This can be compared with only thirty-two percent of the G. Sall clients who needed psychological counselling. Most of them were already in school and are not in need for employment or career counselling. This would also explain the differences in terms of need for educational counselling between these two groups. Only 5 percent of the JIMY program clients compared to 45 percent from the G. Sall clients required educational services. As



well, many JIMY program clients had dropped out of school and were either in the streets or in a friend's house. Many of them were in search of employment.

In terms of follow-up services, 97 percent of the clients from the JIMY program clients were provided with adequate services, compared to the G. Sall clients where 59 percent of them were provided with some type of follow-up services. Only 3 percent of the JIMY program clients were either denied or were not provided with adequate services, compared to 42 percent of the G. Sall clients where these services were not available.

As a result, the likelihood of receiving better services is ten times greater for the JIMY program clients than the G. Sall clients. This is an extremely significant difference between the two programs.

Sixty-two percent of the G. Sall clients compared to 25 percent from the JIMY program clients were in need for continued social allowance benefits. In other words, the G. Sall children are at least more than twice as likely to depend on social assistance than the JIMY program clients. Better follow-up services provided by the JIMY program compared to the G. Sall programs is one reason for the difference.

As well, the JIMY program clients were more self-supporting than the G. Sall clients. Seven percent of them were found to be self-supporting compared to no one from the

G. Sall. More clients (18 percent) from the G. Sall compared to the JIMY clients (13 percent) are returning to their natural parents. Since the JIMY program clients are perhaps more independent after leaving home, the likelihood of returning to parents is less appealing to them. This is also evidenced by 32 percent of the JIMY clients who had left the province. One reason for leaving the province is pursuit of employment. However, it is unknown, how many left the province to return to their natural parents as it was not documented on the client files.

It can be concluded that there are several similarities and differences between the socio-economic characteristics of the clients from the JIMY and G. Sall clients. There are no significant differences between these children, in terms of application reasons, child welfare involvement and financial benefits issued.

Child welfare involvement was another area where there was a similarity. But the reasons for the similarity can be deceiving. The JIMY program social workers are qualified and certified to perform child welfare duties, when necessary. Therefore, they would attend to most child welfare needs on their own, without referring to child welfare. However, the G. Sall workers are required to refer them to child welfare. Often due to lack of follow-ups, even those children who might be in need of these services might not have been referred to child welfare unless it was

an emergency. Especially during the past few years, the social workers were unable to make home visits to detect potential problems in terms of child welfare.

Since the 16 and 17 year old children are a low priority of child welfare, generally these children are left to seek their own resources. The JIMY program clients were perhaps more knowledgeable in seeking assistance than the G. Sall clients.

#### 5.5 Summary and Conclusions

The data that has been presented certainly suffers from a number of flaws, particularly in the overlap of categories which was unavoidable because of how the social workers did their file recordings. Nevertheless, some tentative conclusions can be drawn in comparing the two programs. One would expect to find that the clients entering the two programs were basically the same according to their socioeconomic backgrounds, that their problems were similar but that two outcomes were different if the JIMY program was an improvement over the G. Sall program.

In the first instance there were no apparent differences between the two groups according to the geographic location, gender and ethnicity. However, the G. Sall clients came from a lower socioeconomic background, they were more likely to have an older guardian who was a relative, they were more likely to have had 3 or more

placements and to have been on social assistance for over a year. The JIMY clients, in contrast, came from a higher socio-economic background, they were more likely to have had younger guardians who were friends, the majority had two or less placements and the majority had been on social assistance for one year or less. The JIMY clients, as would be expected were also likely to live independently. Most of these differences can be attributed to the differences in the programs as detailed in chapter 3. That is, the G.Sall clients had been involved in the social welfare system much longer, they were more likely to be second generation welfare recipients, their guardian's status as family member was an artifact of the G.Sall program as was the possibility of living independently.

The significant difference that was interesting, was the differences in the level of the parent's incomes. The JIMY program, as of 1987, replaced the G. Sall program such that all 16 and 17 year olds living in the city of Calgary from that date forward, were handled by this program. Clients who would normally been in the G. Sall program would, in 1987 be admitted into the JIMY program and should be part of the data in this study. However, the findings would suggest that a slightly different client was being serviced in the JIMY program - a client whose parents were four times as likely to make over \$21,000 than were the G. Sall parents.

When the characteristics of service delivery are examined, one would have expected to find a few differences in terms of application reason or presenting problems if the same group of teenagers were being services. The trend holds for reason of application but not for presenting problem. The identification of sexual, physical and drug abuse problems could have been a result of more thorough assessment procedures offered to the JIMY clients. The differences in the categories of pregnancies, unemployment and self-referral could be a result of the independent living arrangements of the JIMY clients. However, the large differences in proportions between the two groups in running away and being evicted cannot be fully examined by program differences, raising the question as to who was accessing the JIMY program. Although self-referral could be an artifact of the JIMY program, it could also reflect a change in client to one who was more self-directed because of a more advantaged socio-economic background. At the same time, the JIMY program was designed to have stronger links with community agencies but community agencies were less likely to refer to the JIMY program than they were to the G. Sall program in the past.

Differences in identified follow-up services and services provided, would be expected, given that the JIMY program was supposed to be an improvement on the G. Sall program. The data plainly showed that the JIMY clients were

receiving more appropriate services in the light of the nature of their problems and that these services were being assiduously followed up. Whether or not these services were useful is dubious when the outcomes of the program were considered. Only a small proportion of the clients (13.6 percent) were returned to their natural parents compared to 18.2 percent of the G. Sall clients. Approximately 32 percent of the JIMY clients had left the province while 9 percent simply disappeared, calling into questions the function of the program to maintain family ties. At the same time, the G. Sall program, which attempted to promote independence, did anything but, since almost 62 percent of these clients were on social assistance when their cases were closed and none were self-supporting.

In considering all the data, it would seem that the JIMY program was an improvement over the G. Sall program in terms of identifying service need and in delivering these services. That a much smaller proportion of JIMY clients were on social assistance (at least in Alberta) would suggest some success in terms of outcomes, but the large proportion of JIMY clients who left the province for unknown destinations and for unknown reasons is disturbing. From the government's perspective the cases were resolved but a true test of the program would be to investigate what became of these teenagers. There is also a nagging suggestion that the JIMY program may be servicing a slightly different

clientele given the differences in parents' level of income and the differences in proportion of teenagers running away and being evicted. The concern here, is that the poorest of the poor youths may not be gaining access to the newer JIMY program, the ones most likely to be out on the street and the ones mostly likely to be known to other social agencies.

In the next Chapter, recommendations for the two programs are considered in light of the findings and the literature review.

## CHAPTER 6

### RECOMMENDATIONS

#### 6.0 Introduction

This chapter presents the highlights of the findings of the study and offers some recommendations for future service delivery and programs in this region and the province. It also offers some suggestions for future research.

#### 6.1 Service Delivery

In terms of over all service delivery, there was no question that the JIMY program was an improvement over the G. Sall program in terms of referrals to other agencies, assessments and follow-ups. However, the data showed that 60 percent of the JIMY sample required psychological counseling. Given the problems of teenagers as outlined in the literature review, it is evident that these teenagers need a much better type of service and follow-ups. There could be several explanations for this significant difference in service delivery. One major reason is perhaps the difference in the caseload sizes. The JIMY program workers carry less than 100 clients compared to over 400 clients from the G. Sall workers. As a result the JIMY program workers were able to spend considerably more time with their clients. A second reason is that the JIMY program social workers were better qualified and experienced



in dealing with problems of children. Since there is a child welfare component in their job functions, they were required to hold at minimum a social work degree from an accredited university. The social workers from the G. Sall program did not have a specific university education as a requirement.

The practice of transferring client files from the JIMY program to the income security social workers and to the G. Sall program has done very little to alleviate the problem of heavy caseloads. It is evident from the study that the follow ups and services in the G. Sall program were considerably poorer when compared to the JIMY program. Therefore, it is recommended that the JIMY program files remain with the program workers so that better services may be provided for these clients.

#### 6.1.2 Guardian Social Allowance program

The G. Sall program was started with the intention of providing a specialized service to the children of Alberta of all ages up to 18. It was meant to assist teenagers temporarily until they were able to return to their natural parents. In the meantime, both the parents and children were expected to access services and programs to deal with the problems which led the children to leave their home. It is evident from this study that the children were not returning to their natural parents. Once they left home

they were likely to stay out. Any type of service which would encourage these children to stay home while they attempted to resolve their differences would be beneficial. It is, therefore, recommended that both the JIMY program and the G. Sall program encourage children and parents to resolve problems while the children are still at home. While it would be difficult for the G. Sall program to provide this type of service due to the high caseloads, it is perhaps more realistic for the JIMY program workers to examine the possibility of providing such a service for their clients and the parents.

#### 6.1.3 Program evaluation

It was noted in chapter 1, that since the inception of the G. Sall program, there had been no evaluation done in terms of service delivery. Therefore, no one really knows whether the services are being provided to these clients as intended. It is also not known if the clients are able to access the program and services or if their financial and other needs are being met. This study has only partially answered some of these questions. Without a complete program evaluation, it is unlikely that one would find out for certain. Therefore, it is highly recommended that a complete evaluation of the G. Sall program be commenced as soon as possible. Such an evaluation would include an assessment of effectiveness and efficiency of the the

program. This might provide some of the answers for the questions regarding intent of the G. Sall program which was to "bridge the gap" between the child welfare and the income security system.

Both the G. Sall and the JIMY programs were intended to "bridge the gap" between the Income Security and the Child Welfare programs. However, both these programs appear to suffer from a lack of communication. Many child welfare concerns of the children are often not addressed or ignored. This is evidenced by the study which confirmed the large number of teenagers who still appear to be running away, experience difficulties with child abuse, physical abuse and other related problems. This could be one of the reasons why so many children do not return to their parents.

## 6.2 Help For Runaway Children:

There is substantial evidence in the literature to suggest that a preventive approach to dealing with the problems of teenagers is perhaps the best method, (D'Zurilla and Goldfried, 1971; Feldman, Caplinger and Wordarski, 1983; Wordarski, 1987). According to Wordarski (1978) the preventive approach provides "an early developmental focus on intervention which may forestall development of future programs", (Wordarski, 1987, pp: 205). Approaches to prevention would include teaching children to cope with stress and methods to reduce stress;

children to cope with stress and methods to reduce stress; secondary prevention approaches include organizations of helping systems for candidates in the community, (Caplan, 1974). Such systems are already in place in school systems (psychological testing), mental health programs (assessments). However, co-ordination is often lacking. It is recommended that such an activity be implemented especially for the teenagers who are at present receiving social assistance.

### 6.3 Program Issues

This study found that a large number of teenagers had left Alberta for other provinces. It is not known how these children had coped with their problems or accessed services. It is also not known whether their financial needs were met. Some children might have returned to Alberta and sought further assistance from the JIMY or other programs.

The study found that a considerable number of children from the JIMY program were leaving the province of Alberta. It would be useful to find out from these children as to how they had managed to service and the reasons for leaving Alberta. A follow up study assessing the needs and reasons for leaving Alberta is, therefore, recommended.

An inter provincial network of computer information on those children who seek assistance from the Government social agencies might be developed. Such a system would

assist social workers in providing better services to the teenagers. It could assist the teenagers to access some of the services and benefits prior to leaving provided the reasons for leaving were sound. Social workers might be able to assess the reasons for leaving the province and assist accordingly.

Parents' inability or unwillingness to support the children was rather a disturbing factor found in the study. Single parent family units were not identified in this study. Given the evidence of marital separation and divorce, one would expect that the single parent family units were quite large. Given the socio-economic background of the G. Sall parents, one could expect that parents from this program were unable to support their children. However, parents from the JIMY program could have been able to provide at least some portion of their childrens' financial needs.

Further study examining this factor is strongly recommended, given the evidence that 68 percent from the G. Sall and 25 percent from the JIMY program children were dependent on social assistance.

#### 6.4 Referral Source

One would expect the community agencies to be heavily involved in referral to the programs like the JIMY and G. Sall. This is particularly true for the JIMY program, since

it is partly funded by the community and participation is highly encouraged. However, this study found that the children were more likely to refer themselves to the program or were referred by a relative. One explanation is that the children learned about the program from their peers, most likely in the streets since they were no longer attending school. This would also raise questions regarding the effectiveness of the community agencies.

The study was unable to answer as to where these children learned about programs and services. It would be interesting to find out the reason for those self-referrals. A further study as to how children access these services would also be useful for further service delivery and is recommended.

Whatever services and programs suggested need not be restricted to teenagers alone. A larger issue of service for all clients who seek assistance from social service agencies deserve the same type of quality service and professional assistance from social workers.

#### 6.5 Research foci

Elaborate theories of human behaviour seem to be needed to provide a therapeutic intervention systems when dealing with adolescents and their problems, according to Wodarski, (1987). He believes that the prevention approach is perhaps most successful. Further theories must consider biological, social, economic, political and psychological

factors. There is some sound theoretical base which suggests that there is a desire on the government's part to develop programs to assist children. The JIMY program is one such example. Research has also shown that these and other similar services can be effective. (Wodarski and Bagarozzi, 1979; Reid and Hanrahan, 1982; and Hartman and Laird, 1983.). What guidelines can be developed in structuring these services? What methods can be implemented to ensure the clients access the service? How could one evaluate these services? How can we invite the users of the programs to participate in the planning process? These are some of the questions which could develop more theories. But it would be an interesting challenge.

#### 6.6 Summary

This Chapter presented the highlights of the findings and offers some recommendations. The difficulty in the data collection and inability to make the variables mutually exclusive due to the social workers recording of information, the findings contributed to flaws in the findings. However, some tentative conclusions can be made which can be of use.

The findings open up some doors towards a more comprehensive analyses using a larger sample that perhaps should include face to face interviews with the children, their guardians, their families and the social workers.

This will likely produce a more complete understanding of the problems faced by the children and would allow more precise adjustments to the programs.

There seems to be a never ending need for quantitative methods or research in the field of social work which provides great opportunities of creativity and challenge. The results can, however, be often unpredictable.



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## Data Information Sheet (Appendix 1)

## Variables Examined

1. Guardian Social Allowance Application: (G. Sall)
2. Joint Integrated Measures For Youth Application: (JIMY).
3. Gender:
  1. Male
  2. Female
4. Application Reason:
  1. Parents unwilling to financially support child
  2. Parents unable to financially support child
  3. Parents deceased
  4. Parents separated
5. Presenting Problems:
  1. Health
  2. Parent/Child Conflict
  3. Drug Abuse
  4. Sexual Abuse
  5. Physical Abuse
  6. Unemployed
  7. Runaway
  8. Evicted
  9. Pregnancy
6. Guardian Status:
  1. Paternal Uncle
  2. Paternal Aunt
  3. Maternal Uncle
  4. Maternal Uncle
  5. Brother
  6. Sister
  7. Grandparent
  8. Group Home
  9. Friend
7. Guardian's Age:
  1. Actual age in years
8. Education level of Guardian:
  1. Actual number of years of schooling

9. Financial Benefits issued: (JIMY)
  1. Yes
  2. No
10. Room and Board Benefits issued: (G. Sall).
  1. Yes
  2. No
11. Follow-up Services Identified:
  1. Psychological
  2. Social/Counselling
  3. Recreational
  4. Mental Health
  5. Educational
12. Follow-up Services Provided:
  1. Yes
  2. No
13. Independent Living Achieved:
  1. Yes
  2. No
14. Returned to Natural Parents:
  1. Yes
  2. No
15. Age of Parents at the time of Application:
  1. Actual age of father in years
  2. Actual age of mother in years
16. Economic Data:
  1. Parents receiving Social Assistance
  2. Parents dependent on pension
  3. Self-supporting
  4. Parents receiving Unemployment Insurance Benefits
17. Parents' level of annual income:
  1. 7,000 - or less
  2. 7,001 - 10,000
  3. 10,001 - 13,000
  4. 13,001 - 16,000
  5. 16,001 - 19,000
  6. 19,001 - 21,000
  7. 21,000 and over

18. Ethnic Background: (G. Sall)
  1. Caucasian
  2. North American (Native Indian)
  3. East Asian
  4. South American
19. Ethnic Background: (JIMY)
  1. Caucasian
  2. North American (Native Indian)
  3. East Asian
  4. South American
20. Geographic Locations:
  1. North East
  2. North West
  3. South East
  4. South West
21. Length of Social Assistance:
  1. 1 - 3 months
  2. 4 - 6 months
  3. 7 - 9 months
  4. 10 - 12 months
  5. 13 months or more
22. Previous Child Welfare involvement:
  1. Yes
  2. No
23. Present Child Welfare involvement:
  1. Yes
  2. No
24. Number of Previous Placements:
  1. One
  2. Two
  3. Three
  4. Four
25. Reason for Closure:
  1. Employed
  2. Returned to natural parents
  3. Left province
  4. No contact
  5. Appeal committee decision
  6. On Sall
  7. Self-supporting
26. Financial Benefits issued:
  1. Yes
  2. No

## 27. Referral Source:

1. Relative
2. Guardian
3. Friend
4. Community Agency
5. School
6. Parent
7. Self

Certificate of ethical approval of research involving human  
subjects: University of Calgary, Faculty of Social Work  
local committee

This is to certify that the Faculty of Social Work Institutional  
Ethics Review Committee has reviewed the research proposal by:

T. Natarajan.

entitled:

Comparative analysis of JIMY Program

and Guardian Social Allowance Clients

It is concluded that this proposal meets the ethical standards  
laid down by the University of Calgary.

Chris Bagley

Chris R. Bagley, Ph. D.,  
Chair, Faculty Ethics Committee

Dated:

August 9, 1989

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SOCIAL SERVICES

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FROM Gerry Laing  
Regional Manager  
Income Security

OUR FILE REFERENCE

YOUR FILE REFERENCE

TO Bob Johnson  
Manager  
Alberta Place District Office

DATE November 18, 1988

TELEPHONE

SUBJECT MSW THESIS: T. Natarajan

Nat has approached me to obtain permission to study the Guardian Social Allowance Program as part of his MSW Thesis and at the same time compare the J.I.M.Y. Program to Guardian Social Allowance. I have given him approval to do so.

Attached is some background information.

Please advise the J.I.M.Y. Supervisor that permission is granted to release information on the Program and its clients for the purpose of the Study.

  
Gerry Laing

Attachment:

c.c. J. Parai  
G. Tillman  
J. Pettifor  
T. Natarajan



APPENDIX 4  
INITIAL CASE PLAN

Client's Name: \_\_\_\_\_ Phone #: \_\_\_\_\_

File #: \_\_\_\_\_ Social Worker: \_\_\_\_\_

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

\_\_\_\_\_

\_\_\_\_\_

ASSESSMENT:

(1) Individual Functioning: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

(2) Family Situation: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

FAMILY MAP:

(3) School: \_\_\_\_\_

\_\_\_\_\_

(4) Employment and Work History: \_\_\_\_\_

\_\_\_\_\_

(5) Health: \_\_\_\_\_

\_\_\_\_\_

(6) Living Situation: \_\_\_\_\_

\_\_\_\_\_

(7) Dependents: \_\_\_\_\_

\_\_\_\_\_

(8) Support Network: \_\_\_\_\_

\_\_\_\_\_

(9) Other Agency Involvement: \_\_\_\_\_

\_\_\_\_\_

(10) Client's Plan: \_\_\_\_\_

\_\_\_\_\_

(11) Summary/Recommendations: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_  
Date Of Transfer/Closure

\_\_\_\_\_  
Social Worker

\_\_\_\_\_  
Supervisor