

THE UNIVERSITY OF MANITOBA

A STUDY OF THE SOCIAL PROBLEMS OF FAMILIES
IN WHICH THE MALE HEAD IS UNEMPLOYED AND IN RECEIPT OF
PUBLIC ASSISTANCE

Being a Report of a Group Research Project Submitted
in Partial Fulfillment of Requirements for the Degree
of Master of Social Work

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ABSTRACT

This is a descriptive study of a sample group of 119 families in receipt of financial assistance in September, 1962. This sample represents about one-third of the active caseload known to that section of the City Department concerned with families in which the male head is employable but unemployed. This study has been undertaken in order to determine whether or not these families have other social problems in addition to that of economic dependency.

Social problems were identified by agency registration and information was drawn for the most part from the Confidential Exchange at the City Department. Schedules were also used to gather information from the Child Guidance Clinic and from the two Children's Aid Societies (Winnipeg and Eastern Manitoba).

It was found that the group of families in which the male head is employable but unemployed and in receipt of public assistance has other social problems both before and after initial registration with the City Department, but that the majority of these problems are identified after enrolment with this financial agency. The most prevalent social problems of this group appear to be those of Health and Juvenile Emotional Maladjustment, but problems also emerge in many other areas. The findings indicate that fewer families had their initial registration with the City Department in the period 1957-1960 inclusive, and that these families also had fewer social problems other than that of economic dependency as contrasted with a comparable group in the period 1953-1956 inclusive.

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CHAPTER I

INTRODUCTION

The social problems experienced today by an ever increasing number of the population have long been a subject for discussion. Constant references to these problems by newspaper, radio and television has stimulated the interest of the community at large and has resulted in the establishment of new, and the expansion of existing, social welfare services. The resultant increased number of social agencies has not always followed any particular plan, but all too often has produced gaps, inadequacies and duplication of services. Concern is evidenced in the community regarding the amount of money necessary to support these agencies. Certain sections of the community question the philosophy behind them, while others wonder if charitable contributions and taxes cannot be put to a more tangible use. Social workers in particular are conscious of the overlapping of services, which can be detrimental both from the view of the agencies concerned, and to an even greater extent, the people receiving help. Studies of the social problems evident in those families with the greatest concentration of services have been undertaken in many centres and there has been some recognition of the need for the implementation of a similar study in the City of Winnipeg. This local interest provided the basis for the research project undertaken by the students of the School of Social Work this year. This particular study will focus upon the aspect of social problems associated with economic dependency due to unemployment.

Today, in most western countries there is growing awareness of the increasing number of economically dependent people. (This idea will be further elaborated in Chapter II). Economic dependency due to unemployment is not an isolated problem, but frequently occurs in conjunction with a variety of other social problems. In many cases, these problems may have existed prior to unemployment, but for one reason or another have been denied or have been within the control of the family concerned. Additional stress placed upon the family due to unemployment often results in role breakdown, which in turn exaggerates previously existing problems or creates new ones. Sometimes it is the need for money and the often reluctant recourse to the public assistance agency which is responsible for the breakthrough, for once individuals have requested help with one problem, they proceed to seek assistance for others. In other cases, public assistance may be seen as a point of intervention by the agency whereby other problems experienced by a family may be identified and dealt with before the pressure of time and unemployment magnifies or increases them.

Since the end of World War II, the development of the unemployment problem has been gradual rather than sudden. "Today municipal caseloads, steadily rising, are made up of 50 percent employable unemployed as compared to the 10 percent of four years ago."¹ This may be attributed, in part, to technological change, or in part to the

¹Stewart Bishop, "Today's Unemployed--The Help They Need", Canadian Welfare, Vol. 38, No. 2, March 1962, p. 60.

economic recession of the past few years. Discussion based on this thinking gave rise to various questions: What are the social problems experienced by families who are economically dependent as a result of unemployment? Are there any problems that are common to a majority of them? Can these problems be identified in such a way that social workers may be alerted to the problems accompanying or perhaps following economic dependency?

Numerous studies have been made in the search for the most effective method towards helping these people solve their problems. Findings from previous studies and relevant material not only provided a background and a medium for comparison, but also furnished rationale for the hypotheses and helped in formulating an approach to this study. Studies found to be most helpful were those related to the St. Paul Project, the New York City Youth Board Study, the Southampton Study, and findings of the Canadian Welfare Council. The following hypothesis developed out of consideration of this background material:

Families in which the male head is unemployed and which are consequently in receipt of public assistance have other social problems.

For the purpose of this study, a family is defined as that unit which includes two parents and one or more dependent children who are currently residing in the same household. This unit would include both legal and irregular unions, where there is at least one child, who at the present time is being maintained by the parents. Only

families in which the male head is classified by the City Department as an employable person, but is presently not engaged in any gainful occupation regardless of reason, and is in receipt of assistance in cash or in kind are included.¹ The choice of families in the sample was governed by the fact that they were in receipt of public assistance in September, 1962. A social problem is defined as one for which society has been sufficiently concerned that a social welfare agency has been established to meet the need. This study is to be descriptive, not causal; therefore problems will be identified through the registration of a family with a social agency. Although an agency may have several functions, its primary purpose only will be the basis for identifying the problem.

Questions which arose from the hypothesis and various supporting studies centred around the prevalence and variety of social problems in families known to social agencies. For example: What are the other social problems existing in families with an employable unemployed male head in receipt of public assistance? Do these other social problems more frequently become evident to the community before or after registration with the City Department? In this multiplicity of social problems, are some problems more prevalent than others? Is there an order to the occurrence of social problems in these families?

¹Throughout this study the City of Winnipeg Public Welfare Department will be designated as the "City Department".

Are there fewer social problems evident in those families where economic dependency has resulted from unemployment due to the technological change of recent years, than in those families who experienced economic dependency in previous years?

Out of further consideration of these questions, four sub-hypotheses emerged:

1. In the majority of cases these families recognize their need for financial assistance and register with the City Department before their need for help with other social problems is identified.

Assuming that economic dependency accentuates existing social problems, it might be expected that in the majority of families these social problems would not be recognized until after the family's registration with the City Department. Therefore, by comparing the number of problems identified before, with the number identified after, registration with the City Department, some indication of the anticipated increase in social problems may be obtained.

2. The two most prevalent problems in addition to the problem of unemployment in these families, as indicated by registration with social welfare agencies, are Health problems and Juvenile Delinquency.

Previous studies of families with a multiplicity of social problems indicate that they often experience substandard living conditions, inadequate diet and limited recreational and medical facilities and as a result of these factors, Health problems predominate over others.

In addition, experience has shown that parents who, under stable

economic conditions may be able to perform their roles adequately, may find themselves unable to cope with the added stresses of economic dependency which not only heightens existing personal weaknesses but also has an adverse effect on parental functioning. In many cases, parents may be aware of the emotional impact that their problems are having on their children, but are temporarily restricted due to role breakdown, in exercising appropriate discipline and control. Exposed to deteriorating family and neighbourhood conditions, and being deprived of acceptable community standards, the children of these families are frequently exposed to factors that tend to make delinquency a way of life.

3. There is a discernible order to the occurrence of social problems as identified by initial contact with an agency in the group of families whose first registration is with the City Department.

It is believed that the problems which are encountered by these families do arise in a definite order of occurrence. The most obvious need recognized by these families is that of a lack of finances. Thus, their first step toward reaching a solution to their problem is to contact the City Department for financial assistance. Following this initial contact, a discernible order in which social agencies are contacted for help with social problems other than economic dependency might be anticipated. If this is the case, a plan for the prevention of these problems could be established from this knowledge.

4. There will be a lower ratio of problems to families in the group first registering with the City Department between January 1, 1957 and December 31, 1960 from the group first registering in the four years immediately prior to January 1, 1957.

In his article, "Today's Unemployed--The Help They Need", Stewart Bishop states: "In the last two months of 1957 however, applications for assistance from employable unemployed persons gave an ominous upward thrust." It is felt that this group includes many who are unemployed as a direct result of the shift in the occupational balance of our labour force, and that new families who previously enjoyed economic stability and whose major problem centred around financial assistance will experience fewer social problems than those families registered with the City Department in the years immediately preceding 1957. Two equal time periods--January 1, 1953 to December 31, 1956, and January 1, 1957 to December 31, 1960--are being used in an attempt to make a valid comparison.

Health problems are defined as any form of physical or mental illness warranting contact with hospitals and/or Out-Patients' Departments. The problem of Juvenile Delinquency will be identified by the registration of any dependent child in these families with Juvenile Court.¹

¹Throughout this study the Juvenile and Family Court will be designated as the Juvenile Court when referring to problems of Juvenile Delinquency, and Family Court when referring to problems of separation.

The sample group for this study was drawn at random from the employable unemployed section of the City Department caseload active in September, 1962. Only family units as previously defined were included in this sample. The method employed in the study was the use of a schedule to check the family names with the Confidential Exchange at the City Department, in order to determine the date of initial contact with the various social agencies as social problems were identified by agency registration. This method imposed a time limit upon the study, as the Confidential Exchange closed to all agencies with the exception of the City Department in December, 1960. Schedules were used to obtain specific information from the Children's Aid Society (Winnipeg), the Children's Aid Society (Eastern Manitoba) and the Child Guidance Clinic, with respect to families known and registered with these agencies.¹

It was recognized that problems occur in infinite varieties and as a basis for this study it was decided to adopt the social problems used in the St. Paul Project with modifications more suitable to this locale. From the analysis of the data obtained, it would be possible to determine the order of occurrence, prevalence and kinds of social problems existing in families presently experiencing the problem of economic dependency due to unemployment.

¹Throughout this study the Child Guidance Clinic of Greater Winnipeg will be designated as the Child Guidance Clinic.

Such findings could be extremely valuable in the social welfare services fields. A knowledge of the order of occurrence and prevalence of social problems would allow some prediction which in turn might influence community planning. Knowledge of where the heaviest demand for service is likely to occur might have significance in the consideration of staff requirements, fund allotments and the expansion of old, and the development of new, services. Should the majority of these families have their first agency registration with the City Department and other social problems occur after the problem of economic dependency, preventative intervention in this pattern of breakdown might occur at the point at which the need for financial assistance was recognized. Thus, social workers, aware of the social problems often experienced by economically dependent families, may be able to offer more constructive and efficient services.

Questions arising out of this study may provoke thought and prepare the way for more detailed studies which may lead to a greater understanding of family disorganization and provide some basis on which to plan community services in an attempt to lessen the effect of the additional stress placed upon individuals in these families who are experiencing the problem of economic dependency.

CHAPTER II

BACKGROUND AND PREVIOUS STUDIES

As pointed out in Chapter I, interest in this particular study has been focused on a group of families in receipt of financial assistance due to the unemployment of the male head. It was felt that, apart from economic dependency, these families experienced other social problems, the extent of which was reflected by the number of social agencies with which they were in contact. To suit their particular purpose, sociologists and social workers have developed various classifications of the problems experienced by welfare recipients, but no matter what approach or set of definitions is used, the findings appear to be similar. The problems cover a wide variety including ill health, disturbances in family relationships, child neglect, delinquency, and problem drinking. Charles I. Schottland, in answer to the question "What are the problems and needs of public assistance recipients which necessitate social services?", states as follows: "The list could be as long as any list enumerating the problems of our society with which social work deals . . . "¹ He goes on to say that persons on public assistance have all the social, personal, psychological, economic and other problems of the general population, intensified perhaps by the complications of poverty and dependency. However, a perusal of the literature in the field indicates

¹Charles I. Schottland, "The Nature of Services in Public Assistance", Casework Papers (New York: Family Service Association of America, 1959), pp. 14-15.

that while numerous studies are related to dependency, the multi-problem family, or to welfare recipients in general, few if any are focused on the social problems of the employable unemployed per se.

Factors responsible for the lag in studies of this specific group of clients and for contemporary social problems become increasingly meaningful when looked at in a historical perspective.

Throughout the past centuries, there have always been some questions about the validity of the problems suffered by the able-bodied man and his family. Assistance to this group of people has tended to be given with varying degrees of resentment and criticism of the expenditure necessary to afford them a decent standard of living. The attitude that prevailed was nicely summed up by Mary Richmond when she wrote:

"Up to the early years of the twentieth century the advocates of inquiry had nothing but the economic aspects of a given human situation in mind, and when called upon to explain their phrase, 'a thorough investigation', emphasized no resources save those of income, no obligations save those that were liabilities of relatives for support or repayment. The treatment they contemplated, therefore, looked to the repression of unnecessary demands upon public bounty rather than to the release of energy, the regenerating of character or multiplication of healthy opportunities for their training and the like."¹

With such an outlook, the problems that accompanied or followed economic dependency either tended to go unnoticed or were not recognized as problems by society at large in spite of "all the old ills,

¹Mary E. Richmond, Social Diagnosis (New York: Russell Sage Foundation, 1917), p. 29.

all the old miseries, all the old suffering . . . concentrated in great cities. . ."¹

Although there has been an increasing awareness by the Social Work profession and others interested in the social welfare services, that many problems, including dependency, were not due so much to personal failures or weaknesses as previously thought, but primarily to strains and stresses of social and economic forces in a rapidly expanding complex industrial society, public acceptance of this thought has been slow. Alvin L. Bertrand points out that in modern dynamic societies, when change is rapid and unguided, the result is often social disorganization, the consequences of which are reflected in social problems.² J.B. Clark suggests that a variety of economic factors contribute to those disrupting agents or those productive of change in a society, and lists five of the factors he considers most important:³

1. An increase in population.
2. An increase in capital.
3. Changes in method of production.
4. Changes in economic organization.
5. Changes in consumer wants.

¹Jessie Bernard, Social Problems at Midcentury. (New York: Dryden Press, 1957), p. 44.

²Alvin L. Bertrand and Associates, Rural Sociology. (New York: McGraw-Hill Book Company, Inc., 1958), p. 20.

³Newell Sims, The Problem of Social Change. (New York: Thomas Y. Crowell Company, 1939), p. 243.

The rapidity of these changes and the concurrent structural alterations in society create the biggest problems for those who find it most difficult to adapt to changing conditions.

One of the changes in our society has been the shift from a predominantly agricultural country to an industrialized nation. In the process of this shift, concomitant social and economic changes exposed individuals to the risks of insecurity. The large independent farm family was replaced by the nuclear family dependent on wages for its livelihood. With increasing communication and mobility and with displacement of labour through advanced technology, individuals had less control of the means of providing income as they moved from their homes in search of work opportunities.

It was the drastic effect of the great depression in the 1930's which made it clear that the individual alone was not to be blamed for his condition and that he had to look for help with his problems outside his family. Only with the recognition that unemployment due to fluctuation of the business cycle was beyond the individual's control was there a gradual development of a change in attitude toward the able-bodied. The close relation of a person's job to his other problems is implicit in the following statement:

"In a society where personality is organized around work, where a worker depends on his job for his very ties to the world, where his ability to perform his role as provider in the family rests on his job, anything that threatens that job is a catastrophe, not only economically but almost every other way as well."¹

¹Bernard, op. cit., p. 479.

It seems ironic that in an age of abundance where the processes of production are capable of supplying the needs of the population, a large number of people endure problems associated with or accentuated by economic dependency, and many are rendered ineffective as they fail to cope with the stresses created by role confusion and the threat to their status and values.

PREVIOUS STUDIES

The St. Paul study was of particular importance in that it was scientifically approached and covered a sufficiently large sample of public assistance recipients. It may be assumed that their findings would bear resemblance to findings of similar studies in other parts of the country. From this study, which involved identification and classification of the various problems for planning and organizing the community's services for an attack upon the major social problems, certain areas greatly stimulated the writers' concern about the plight of the welfare client.

Among several studies with regard to prevalence of social problems, the St. Paul study revealed that Health and Juvenile Delinquency were in top position. Out of 7,050 cases of economic dependency, 5,250 (74%) also had problems in the area of Health. Juvenile Delinquency, evidenced in 47% of the families, was the second most prevalent problem.¹

¹Bradley Buell and Associates, Community Planning for Human Services. (New York: Columbia University Press, 1952).

A study carried out by the City Department of single people and childless couples in receipt of assistance in 1961-62, and focused on the major factors affecting the lives of the people in the above category, showed that ill health was endemic in the case-load and that 47% of all clients were inadequately clothed.¹

Schottland, in his article, "The Nature of Services in Public Assistance", also noted that certain problems are more prevalent than others, or at least more frequently recognized by public welfare agencies. Foremost among the problem areas identified was Health, both physical and mental. Problems of family relationships including family disorganization and difficulties with children in the family, loomed large in the reports.²

The main focus of our study was in relation to the writers' belief that in addition to economic dependency, the families studied would have other social problems. In this respect, the St. Paul Study bears testimony to the fact that a large number of a community's population has a variety of troubles for which they seek outside help for solution. L. L. Geismar states that a pattern of extensiveness and diversity of contacts appears to characterize multi-problem families in all urban areas.³ This is borne out by a comparison of

¹City of Winnipeg, Public Welfare Department, Housing and Special Services, "Division Study and Report Case "A" Load, 1962, p. 7.

²Schottland, op. cit., p. 14-15.

³L. L. Geismar, "The Multi-Problem Family; Significance of Research Findings", Social Welfare Forum (New York: Columbia University Press, 1960), p. 167.

a group of one hundred Family Centered Project families and one hundred families treated by the New York Youth Board through a joint effort by the seven agencies affiliated with the Family Centered Project. "The basis for the comparison was a 'check list analysis'. . . for the purpose of identifying families most in need of family centered treatment. The survey focused upon behavior problems (including neglect, juvenile delinquency . . .) health problems and economic problems as criteria for identifying the family centered project type family."¹ The agency contacts and the multiplicity of social problems are seen from the following table.²

Type of Agency	% of F.C.P. Families	% of Youth Board Families
Dept. of Welfare (Relief & Service)	97	86
Courts, Probation and Parole	76	73
Protective Agencies	83	35
Private Family Agencies	81	41
Child Guidance Clinic	49	43

The Heckman Stone study of families on relief also supports the belief that these families have a multiplicity of social problems. He identified ninety-eight specific problems and classified them into seven areas. The study reports:

¹L. L. Geismar and Beverly Ayres, Families in Trouble: an Analysis of Basic Social Characteristics of One Hundred Families Served by the Family Centered Project of St. Paul. (St. Paul: Greater St. Paul Community Chest and Councils Inc., 1958), p. 85.

²Ibid., p. 90.

"Of the greatest significance to casework practice, to agency policy and community planning, is the fact that in only 17.6% of the 1032 cases was one of the ninety-eight specific problems identified alone. In all the rest there were more than one. The median per case for the entire group was 3.11. The maximum was seventeen . . . The fact that these families present a multiplicity of specific problems . . . abundant evidence that there is a dynamic relationship between them . . . supports a growing contention that if casework is to diagnose and treat the basic causes of family breakdown, it must deal with a total constellation of symptoms and manifestations."¹

Another area of the group's interest was sparked by Eunice Minton's statement that "most families more readily recognize their need for financial assistance than their need for help with other personal and family problems: hence they may be motivated to act more quickly in relation to financial needs."² The comparison of a group of Family Centered Project families and families treated by the New York Youth Board previously referred to, confirms Minton's remark. Both studies indicate that the largest groups of families had their first contact with public assistance (57% of the St. Paul families and 46% of the New York families).

Members of the group, drawing from agency experience, strongly believed that a new group of clients, who for many years were economically stable, were now appearing on the welfare rolls. They attributed this change mostly to the rapid social and economic fluctuations in the society. Among the articles and studies substantiating this

¹Ethel G. Harrison, Identifying the Potentially Chronic at Intake. (St. Paul: Amherst H. Wilder Foundation, 1955), p. 15.

²Eunice Minton, "Effect of the Setting on Casework Practice in Public Assistance", Goals and Methods in Public Assistance. (New York: Family Service Association of America, 1956), p. 23.

view are the following: In "Today's Unemployed: The Help They Need", Stewart Bishop states: "Today's municipal caseloads, steadily rising, are made up of fifty per cent employable unemployed as compared to the ten per cent of four years ago."¹ He further adds that, despite measures to counteract the effects of unemployment, there are some ways in which a person presently unemployed is worse off than his counterpart in the 1930's. The chances are that he is a person used to a moderate income, living in a neighbourhood where his friends and acquaintances are getting ahead. As a result of his own unemployment he finds it suddenly necessary to adjust to a drastically reduced level of spending and loss of social status which results in considerable family stress. Bishop's observations suggest that within the public assistance caseloads there is emerging a different group of people whose need is predominantly financial.

M. C. Neiman's investigation into public assistance costs in Winnipeg further supports Bishop's statement. Neiman found that in the category classified "employable" there was an increase from 112 families in 1952 to 510 families in 1961. He suggested that the trend indicated that the employables move into the program at a faster rate when the labour market becomes more difficult and, presumably, would move out again at a swifter rate as more employment becomes available.²

¹Stewart Bishop, "Today's Unemployed:-The Help They Need", Canadian Welfare, XXXVIII, No. 2 (March, 1962), p. 60.

²M. C. Neiman, "An Investigation into Public Assistance Costs in Winnipeg", (Winnipeg, 1963), p. 4.

The results of these studies, while giving little information about the causes of social problems, indicate that contact with welfare agencies reflects the nature of social problems associated with economic dependency. They also suggest that public assistance is not a full and sufficient answer for meeting these problems. In the words of Eunice Minton, "The lack of additional help will result in the further crystallization of their dependency needs or in their remaining in situations that are detrimental and costly not only to themselves but to the community".¹

¹Minton, op. cit., p. 25.

CHAPTER III

METHODS

The focus of this study is centred upon the identification of social problems in families who are economically dependent due to unemployment. These problems have been identified by their registration with an agency rather than through perusal of case records or direct family contact. It was thought that in this way subjective interpretations of agency files would be avoided and greater accuracy achieved. Therefore, the study is a descriptive one wherein causal or diagnostic factors are not involved.

The Confidential Exchange which was in operation in Winnipeg until December 31, 1960, was a registry used by most social and health agencies to register families who had requested or received service from them. For the purpose of obtaining data for this study, this registry provided a convenient, objective and uniform instrument for identifying agency contacts with a family. The Child Guidance Clinic was the only agency which did not register with Confidential Exchange and therefore it was necessary to obtain the required data directly from that agency.

Having determined the agency contacts, the social problems experienced by the families were identified by equating them with the major function of the registering agency. It was recognized that families may have received services which were not included within the major function of an agency, but it was impossible to verify this without contacting the agency concerned, and such an examination was outside the

scope of this study. In the case of two agencies, the Children's Aid Society (Winnipeg) and the Children's Aid Society (Eastern Manitoba), it was difficult to isolate their major function. However, as one of the major functions was known to be that of Protection Services, it was decided to use this aspect as the basis for identifying the problem of Child Neglect. Since no indication of the reason for the agencies' registration with Confidential Exchange was given in the records of the registry, it was necessary to contact these agencies directly to determine the problem for which service had been given. Another item not shown on the Confidential Exchange record was that of Problem Drinking. As it was impossible to acquire this information from any other source, it was necessary to check with the Supervisor of the Problem Drinking Section of the City Department.

The St. Paul Family Centered Project provided the basis for the selection of social problems to be identified in this study. As these problems were to be identified through initial registration with an agency, the following modifications were necessary in order to utilize the social agencies located in Winnipeg.

The St. Paul Study considered the problems of housing, recreation, adult crime, crimes against the family, commitment to guardianship and institutions, socially delinquent behaviour towards family members and other types of socially delinquent behaviour which were not adjudicated by law. These were not included in this study as they involved a diagnostic approach which was not within the scope of this study.

The problem of out-of-wedlock children could not be considered as this study would include irregular as well as legal unions. This would make it virtually impossible to distinguish between children born as the result of irregular unions from other illegitimate births...

Since it was not possible, due to the limitations of the study, to go through the files at the Family Bureau, the problems of promiscuity, desertion and non-support which were identified separately in the St. Paul Study, were grouped together under the general heading of marital conflict which is identified by a family's registration with Family Bureau on the Confidential Exchange.¹

In the St. Paul Study, problems of physical and mental health were considered separately. The Confidential Exchange listed all registrations with hospitals and Out-Patients' Departments in a very general manner and as separation of this information could not be readily obtained by contacting the various hospitals concerned, Health problems in this study included both the physical and mental factors.

Truancy and other types of socially delinquent behaviour not adjudicated by law were identified as individual problems in the St. Paul Study. In Winnipeg, the Child Guidance Clinic offers services for these problems within its major function which covers all forms of Juvenile Behavioural and Emotional Maladjustment including truancy.

¹Throughout this study the Family Bureau of Greater Winnipeg will be designated as the Family Bureau.

In instances where truancy was adjudicated by law necessitating court action, it was automatically registered with Juvenile Court and subsequently recognized as a problem of Juvenile Delinquency.

From the pilot study it became apparent that two Winnipeg social agencies, the Home Welfare Association and the Catholic Welfare Bureau, were often contacted by families in receipt of financial assistance. The major function of the Home Welfare Association was defined as providing clothing to families in need. However, it was found that the Catholic Welfare Bureau offers numerous services including the provision of food, clothing, furniture, casework services, etc., thus making it difficult to isolate its major function. For this reason it was felt that the use of this agency by a family could be for any one of several needs, and therefore the function of this agency was equated with miscellaneous problems.

For the purposes of this study the major function of the following agencies was used as the means of identifying social problems:

<u>Agency</u>	<u>Problem</u>
(1) City Department	Economic Dependency
(2) Child Guidance Clinic	Juvenile Emotional Maladjustment
(3) Children's Aid Society (Winnipeg)	Child Neglect
(4) Children's Aid Society (Eastern)	Child Neglect
(5) City Department (Problem Drinking Section)	Problem Drinking
(6) Family Bureau	Marital Conflict
(7) Hospitals	Health Problems

<u>Agency</u>	<u>Problem</u>
(8) Juvenile Court	Juvenile Delinquency
(9) Family Court	Separation
(10) Home Welfare Association	Clothing Needs
(11) Catholic Welfare Bureau	Miscellaneous Problems

This study is concerned with that group of families in which there was an employable unemployed male head and who were in receipt of financial assistance from the City Department in September, 1962. These criteria resulted in a population of 379 families which were drawn from a master list sent by the City Department at the request of the School of Social Work.

A tentative schedule was formulated and a pilot study of 25 families, drawn at random from that section of the City Department concerned with families in which there was an employable unemployed male head, was made in order to test the appropriateness of the schedule. After examination and analysis of the collected data, minor changes in the schedule were made by eliminating unnecessary questions and reformulating others to ensure clarity and simplicity. The schedule as used in its final form is to be found in the Appendix.

A random sample of one-third (126 families) of the total population was considered to be sufficient to obtain a reasonably accurate representation of the other social problems existing in economically dependent families.

During the process of data collecting, it was found that the male head in seven of these families was unemployable, and for this reason they were not included in the study.

The master list obtained from the City Department supplied the surname of the family, the given names of the husband and wife, the present address and the City Department file number, which were necessary to select the appropriate cards from Confidential Exchange. The surname of each family was then checked with the Supervisor of the Problem Drinking Section at City Department to establish whether or not a drinking problem existed in the family.

From the Confidential Exchange it was possible to indicate on the schedules the various agency registrations for each of the families as well as the month and year of each initial contact. As the centre of concern in this study was upon only the occurrence of a problem and not upon its duration or reoccurrence, it was necessary only to obtain the date of initial registration with the various agencies.

In the case of three agencies--the Child Guidance Clinic, the Children's Aid Society (Winnipeg) and the Children's Aid Society (Eastern Manitoba), where the information required was not obtainable through the Confidential Exchange--schedules giving the surname of the family, the given names of the husband and wife, the present address and the agency file number, as shown on the Confidential Exchange record (for the two Children's Aid Societies), were forwarded to the respective agency for the information necessary for their completion. Schedules sent to the Child Guidance Clinic also included information with regard

to the names and birth dates of children born prior to December, 1956, as service is only offered to children attending school. This further information was required to facilitate identification as the date of registration of the family member first to become known to the Child Guidance Clinic was the one used in the study.

The approach used in this study resulted in several limitations:

1. Counselling services are given by the City Department to all recipients of financial assistance. Therefore, other counselling agencies such as the Family Bureau would not be approached for service by the family while it is registered with the City Department. As a result of this, the incidence of the problem of marital conflict shown in this study might not appear as prevalent as expected. No identification of this problem could be made at the City Department without studying agency files, which, as previously stated, was not within the scope of this study.
2. Recognition of a health problem by registration with a hospital or Out-Patients' Department did not indicate the severity of the problem. This might result in some very minor illnesses or superficial injuries being included in the problem of Health.
3. Although the sample group in this study was drawn at random from the caseload at the City Department active in September, 1962, the Confidential Exchange closed on December 31, 1960. This meant that the identification of all other social problems, regardless of the agency concerned, was terminated at December 31, 1960.

4. As only the initial registration with the City Department was recorded, it is not known whether the other social problems were recognized while the family was economically dependent. Therefore, while it may be stated that these families have other social problems, it should not be assumed that these problems occur concurrently with the problem of economic dependency.

In an attempt to substantiate the hypothesis and the sub-hypotheses, it will be necessary to analyze the data obtained from the schedules. For the main hypothesis, the data will be ranked according to the numbers of social problems per family for the total sample group. The mean for each family will then be calculated from the total number of social problems for the entire group.

In order to test the first sub-hypothesis, those families whose first registration was with the City Department will be separated from families who first registered elsewhere to compare the numbers and types of social problems experienced by each group. It will then be necessary to separate the social problems occurring in these families before registration with the City Department from those occurring after registration with the City Department.

Analysis of the second sub-hypothesis will be carried out by compiling the total number of registrations for each social problem in order to determine the prevalence of problems.

In an attempt to validate the third sub-hypothesis, the group of families whose first registration was with the City Department will be segregated from the total sample group. The social problems

occurring in this group of families will be arranged in the order of registration with the respective agency to establish whether or not there is a discernible order to the occurrence of these social problems.

Sub-hypothesis number 4 will be approached by establishing two groups of families: those first registering with the City Department between 1957 - 1960 inclusive, and those first registering between 1953 - 1956 inclusive. The dates of registration of the social problems to be considered will be limited to coincide with each of the two time periods as stated above in order to make the results as valid as possible. The numbers of social problems for the two groups will be compared in order to substantiate whether or not there is a difference in the numbers of problems per family and to determine the ratio of social problems to families for the two groups.

CHAPTER IV

ANALYSIS

Raw material collected from the schedules has been examined and the findings computed to show their relationship to the hypothesis and the sub-hypotheses of the study. The purpose of the study has been to examine the social problems associated with economic dependency due to unemployment.

The original sample consisted of 126 families, but of these families seven were found to be either without children, or families in which the male head was unemployable, and therefore these were excluded from the study as they did not fit the definition of a family as set out in Chapter I. The final sample comprised 119 families in which the male head was employable but unemployed and in receipt of financial assistance. In order to determine whether families in which the male head is unemployed and consequently in receipt of public assistance have other social problems, the total sample of 119 families was examined.

These 119 families were ranked according to the total number of social problems experienced by each family, other than that of economic dependency, and the mean number of social problems per family for the entire group was calculated. The results of this analysis are illustrated in Table 1.

TABLE 1
NUMBER OF SOCIAL PROBLEMS
EXCLUSIVE OF ECONOMIC DEPENDENCY

Number of Problems	Number of Families	Total Problems
0	28	0
1	20	20
2	17	34
3	16	48
4	17	68
5	5	25
6	7	42
7	7	49
8	2	16
Totals	119	302

Exclusive of economic dependency, the mean number of social problems per family was 2.54.

This table indicates that 28, or 23.5% of these families, had no problems other than that of economic dependency, while 91, or 76.5%, had one or more other social problems. Thus, the main hypothesis has been substantiated.

The dates of initial registration with all social agencies, by the group of 91 families experiencing social problems other than that of economic dependency, were examined in order to determine whether or not, in the majority of these families, social problems occurred before or after their need for financial assistance was recognized. Tabulation of this data, as set out in Table 2, does not support Sub-hypothesis #1, which states:

"In the majority of cases these families recognize their need for financial assistance and register with the City Department, before their need for help with other social problems is identified."

TABLE 2
PROBLEMS IDENTIFIED BEFORE AND AFTER REGISTRATION
WITH THE CITY DEPARTMENT

Problems	Before Registration with City Dept.			After Registration with City Department		
	A ¹	B ²	Total Group of 91 Families	A ¹	B ²	Total Group of 91 Families
Clothing Needs	-	-	-	8	8	16
Miscellaneous*	3	-	3	5	3	8
Marital Conflict	11	-	11	11	13	24
Problem Drinking	-	-	-	11	12	23
Juvenile Emotional Maladjustment	7	-	7	21	12	33
Juvenile Delinquency	3	-	3	19	8	27
Child Neglect	7	-	7	13	11	24
Separation	3	-	3	18	13	31
Health Problems	43	-	43	8	31	39
Totals	77	-	77	114	111	225

*Sundry Assistance Received from the Catholic Welfare Bureau.

A¹ 54 families in which social problems other than that of economic dependency were identified before registration with the City Department.

B² 37 families in which no social problems other than that of economic dependency were identified prior to registration with the City Department.

NOTE: The 28 families whose only registration was with the City Department and who had no social problems other than that of economic dependency identified are not shown on this Table.

Out of the total group of 119 families, 28 families or 23.5%, as has been shown in Table 1, experienced no social problems other than that of economic dependency. Of the remaining 91 families, 54 families, or 45.4% of the total sample, had social problems other than that of economic dependency identified before registration with the City Department. The balance of 37 families, or 31.1% of the total sample group, had all other social problems identified after registration with the City Department. This would indicate that in the majority of families the need for financial assistance was not identified before their need for help with other social problems was recognized. Thus, Sub-hypothesis #1 has not been substantiated.

It should be noted that of the 28 families whose only registration was with the City Department, 17 had registered in 1962, and 7 in 1961. However, the Confidential Exchange closed in December, 1960, which prevented the identification of any problems, other than that of economic dependency, which might have arisen following receipt of financial assistance. Of the 4 remaining families, 3 registered in the period 1958-1959 and 1 in 1952.

As illustrated in Table 2, there is a total of 302 problems, other than that of economic dependency, experienced by the 91 families. Out of this total number of problems, 77 or 25.5% were identified before initial registration with the City Department and 225, or 74.5% of the social problems were identified after initial registration with the City Department.

Of the 225 problems identified after registration with the City Department, 111 problems (almost one-half) were experienced by the 37 families (approximately one-third of the total sample) whose problems were identified only after registration with the City Department.

The 54 families who had agency registrations both before and after enrollment with the City Department had a total number of 191 problems out of which 77 (40.3%) were identified before enrollment with the City Department and the majority of 114 (59.7%) after enrollment with the City Department.

It should be noted that, as the only means of identifying problem drinking was through the Problem Drinking Section of the City Department, recognition of these problems prior to registration for financial assistance was not possible and therefore it must be considered, for the purposes of this study, that the problems occurred following registration.

There may have been additional marital problems after registration with the City Department; however, as the City Worker assumes responsibility for counselling of this type once registration for financial assistance has taken place, the Family Bureau would not have been contacted in these instances and it was therefore not possible to identify these problems through registration with the agency whose major function has been designated as "marital counselling". This undoubtedly had some effect on the number of marital problems shown as occurring after registration with the City Department.

As the analysis of data indicates, a minority of these families recognized their need for financial assistance before their need for help with other social problems was identified. Yet the majority of social problems were identified after registration with the City Department in both groups of families where problems other than economic dependency occurred.

Other studies (as discussed in Chapter II) indicated that the two most prevalent problems in families experiencing the problem of economic dependency due to unemployment were those of Ill Health and Juvenile Delinquency. This led to Sub-Hypothesis #2:

"The two most prevalent problems in addition to the problem of unemployment in these families, as indicated by registration with social welfare agencies, are the Health problems and Juvenile Delinquency".

The prevalence of problems for all the families in the sample was tabulated as shown in Table 3. The data does not support our sub-hypothesis, but shows that the most prevalent problems were Health problems (27.1%) and Juvenile Emotional Maladjustment (13.5%), while Juvenile Delinquency was only 9.9%.

TABLE 3
PREVALENCE OF PROBLEMS

Problems	Prevalence	Percent
Health Problems	82	27.1
Juvenile Emotional Mal-adjustment	40	13.3
Marital Conflict	35	11.6
Separation	34	11.3
Child Neglect	31	10.3
Juvenile Delinquency	30	9.9
Problem Drinking	23	7.6
Clothing Needs	16	5.3
Miscellaneous*	11	3.6
Total	302	100.0

*Sundry assistance received from the Catholic Welfare Bureau.

In 37 families, all social problems other than economic dependency were identified after initial registration with the City Department (see Table 2). The social problems occurring in each of these families were tabulated in order of occurrence as identified by initial contact with an agency. The social problems, in their order of occurrence in the group of 37 families, were then totalled and tabulated as shown in Table 4. The analysis of this data proves to be inconclusive in its support of the third sub-hypothesis, which states:

"There is a discernible order to the occurrence of social problems as identified by initial contact with an agency in the group of families whose first registration is with the City Department".

TABLE 4
ORDER OF REGISTRATIONS WITH SOCIAL AGENCIES

Contacts	1	2	3	4	5	6	7	8	9	10	Total No. of Contacts
Financial Assistance	(37)										37
Clothing Needs		1	1	(5)	1						8
Miscellaneous		1	1				1				3
Marital Conflict		3	(7)	3							13
Juvenile Emotional Maladjustment		1	1	3	(5)	2					12
Juvenile Delinquency				2	1	(3)	1	1			8
Child Neglect		1	5	1	2		(2)				11
Separation		4	2	1	2	(3)	1				13
Health Problems		(23)	7	1							31

This table indicates that Health Problems occur second to that of economic dependency for almost two-thirds of these families, but the differences between the peaks of highest contact for all other social problems are not sufficient to show a discernible order of occurrence.

However, when the total number of contacts for each problem is considered, it can be seen that Health Problems affected about four-fifths of the entire group; Clothing Needs, Marital Conflict, Emotional Maladjustment, Child Neglect and Separation each affected about one-third of the group and Juvenile Delinquency had the lowest occurrence of less than one-quarter of the group.

The number of social problems of the group who might be unemployed and, therefore, economically dependent due to technological

change were examined by comparing the number of social problems of those families who were enrolled with the City Department in the two time periods as set out in Sub-hypothesis #4, as follows:

"There will be a lower ratio of problems experienced by those families first registering with the City Department between January 1, 1957 and December 31, 1960, than those first registering in the four years immediately prior to January, 1957."

Data supporting this sub-hypothesis is illustrated in Table 5.

TABLE 5

PROBLEMS REGISTERED WITHIN EACH 4-YEAR PERIOD

1953-1956 Incl.			1957-1960 Incl.		
No. of Problems	No. of Families	Total No. Problems	No. of Problems	No. of Families	Total No. Problems
0	2	0	0	5	0
1	9	9	1	13	13
2	9	18	2	6	12
3	3	9	3	3	9
4	1	4	4	0	0
	24	40		27	34

1.7
Problems per Family

1.3
Problems per Family

NOTE: Only 51 families of the total sample group of 119 families registered within the two specified time periods.

In order to ensure the greatest possible accuracy in the choice of the families and the social problems to be included in this analysis, it was necessary to employ certain limits. These included:

(1) That the initial registration of the family with the City Department occur within either of the two time periods specified.

(2) That of the other social problems experienced by the families whose initial registration with the City Department took place between 1953 and 1956 (inclusive), only those problems where initial registration with an agency also occurred within this time period were considered.

(3) That of the other social problems experienced by the families whose initial registration with the City Department took place between 1957 and 1960 (inclusive), only those problems where initial registration with an agency also occurred within this time period were considered.

Analysis of this data corroborated the sub-hypothesis and also disclosed the following information:

(1) Out of a total of 51 families, 24 families or 47.1% registered between 1953 and 1956 (inclusive), experienced 40 or 54.1% of the total number of social problems other than economic dependency.

(2) Out of a total of 51 families, 27 families or 52.9% registered between 1957 and 1960 (inclusive) and experienced 34 or 45.9% of the total number of social problems other than economic dependency.

(3) In the early time period (1953 - 1956 inclusive), there were 1.7 social problems per family occurring within this specified period, as compared to 1.3 social problems per family in the later time period (1957 - 1960 inclusive) occurring within the specified time period.

Therefore, it would appear that in the years 1957 to 1960 inclusive, where technological change may have been a factor, more families experienced fewer social problems.

CHAPTER V

CONCLUSIONS

In this chapter the findings in Chapter IV will be examined with reference to the main hypothesis and the four sub-hypotheses. The conclusions will be drawn and the study as a whole will be assessed.

The majority of the families in the total sample were found to have one or more social problems in addition to the problem of economic dependency. In statistical terms, the mean for the total group was 2.54 problems per family. Thus, the main hypothesis was found to be valid.

The need for financial assistance was felt to be the problem most readily recognized for the majority of these families. It was presupposed that their need for help with other social problems would in most cases be identified only after the initial intervention by the financial assistance agency. However, this was not supported by the data, as almost half of the total sample of 119 families had social problems identified before registration with the City Department. Since the sub-hypothesis was valid for one-third of the total sample, it was applicable to only a minority of the families.

It must be noted that twenty-four families had their first agency registration with the City Department in either 1961 or 1962 and had no social problems other than that of economic dependency. The closing date of Confidential Exchange posed a limitation for this sub-hypothesis in that any additional social problems which may have arisen could not have been known by the research group. Further knowledge

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It must be noted that twenty-four families had their first agency registration with the City Department in either 1961 or 1962 and had no social problems other than that of economic dependency. The closing date of Confidential Exchange posed a limitation for this sub-hypothesis in that any additional social problems which may have arisen could not have been known by the research group. Further knowledge

of these families may have affected the final results enough to support this sub-hypothesis.

However, a comparison was made between the numbers of social problems in those families that had problems identified before registration with those families that had problems identified after registration with the City Department. Thus, while the findings do not support this sub-hypothesis, they do point out that the majority of social problems are identified after registration with the City Department. In addition to this, there is a noticeable increase in the number of problems concerning children and in the number of cases of parental separations.

As a result of relevant reading, it was assumed that the two most prevalent problems, other than that of economic dependency within these families would be those of Health and Juvenile Delinquency. The data, as indicated in Table 3, does not substantiate this. While Health problems appeared with such regularity that it may be considered to be the most prevalent additional problem, the infrequent occurrence of Juvenile Delinquency, as previously defined, indicated that it does not constitute a major problem in the group studied, contrary to what is often assumed by the community. These findings indicated that Juvenile Emotional Maladjustment was the second most prevalent problem. It is interesting to note that the problems of Marital Conflict, Separation and Child Neglect also exceed Juvenile Delinquency in prevalence.

The research group had speculated that there would be a discernible order to the occurrence of social problems experienced by the

families whose initial registration was with the City Department. Such speculation proved to be invalid. Following this initial registration, it was found that the variations in the occurrence of other social problems was of such a nature that no discernible order could be ascertained. On the other hand, the numerical data points out that all these other social problems, with the exception of Juvenile Delinquency, appeared in varying proportions as a second contact. Juvenile Delinquency was not identified within these families until the fourth contact with an agency.

With reference to the final sub-hypothesis, analysis of the data collected indicates that there were a larger number of families first registered with the City Department during the January 1957 to December 1960 period than in the four-year period immediately prior to January 1957. Also, the families in the later time period experienced a smaller number of social problems.

This information supports Sub-hypothesis #4 in that there is a lower ratio of social problems per family in the later group, than for the families in the earlier time period. However, inasmuch as the actual reasons for this later group becoming economically dependent are not known, it cannot definitely be stated that technological change and the economic recession of the past few years are the initiating factors. But the findings do indicate that during the period January 1957 to December 1960, there has been a group of families registering with the City Department whose primary need is that of financial assistance.

In evaluating the reliability of this study several factors should be considered. The basic source of information used, the Confidential Exchange, provided a uniform and consistent means of identifying the social problems which affected these families. However, it should be taken into account that there is an interval between the closing date of the Confidential Exchange--December 31, 1960--and the date, September 1962, which was designated as the period for choosing the sample from the active caseload at the City Department. If this interval had not existed, the data may have been influenced, as further social problems may have been recorded for the families whose registration date with the City Department fell immediately prior to or during the interval. This information may have affected our conclusions with regard to the prevalence, variety and order of occurrence of problems as stated in the conclusions.

Another factor that may have affected the reliability of the study pertains to the method of identifying social problems. Registration of a family with a social agency indicated, for the purposes of this study, that it had the social problem which had been equated with the major function of the agency. For example, a family registered with Family Bureau was considered to have the problem of marital conflict, when in actuality their problem may have existed in a secondary function of the agency, such as the need for homemaker service. Thus, the initial registration date in itself did not disclose the actual service rendered by the social agency and therefore the nature, extent and pervasiveness of the problem could not be determined.

The main hypothesis presupposes that families in which there is an employable unemployed male head in receipt of public assistance have other social problems. However, since only the initial registration with the City Department was recorded, it cannot be known with assurance whether or not the other social problems were recognized while the family was actually economically dependent.

The sample was representative in that it consisted of one-third of the total population, chosen at random, as defined in Chapter I, and therefore the findings could be considered applicable to other families of this classification in an urban setting similar to that of Winnipeg.

The facts disclosed in this study could be valuable in the planning of services and the prevention of social problems in the social welfare field. Information as to where the heaviest demand for social welfare service is likely to occur can assist in planning the expansion, coordination and development of services. With respect to prevention, these findings indicate the probable areas of breakdown after initial contact with the City Department and therefore could be of assistance in planning an effective treatment program.

Further research concerning economically dependent families is suggested by this study. Since the study dealt only with the registration of families with a social agency, future research might be conducted on a more intensive level by examining not only the specific nature of the social problems in these families, but also the detailed characteristics of the families involved. In addition, future research might focus on additional problems such as housing or adult crime,

which were not within the scope of this study.

Similar studies involving other groups in receipt of public assistance from the City Department, such as the unemployable unemployed might be undertaken, or the social problems of rural recipients of financial assistance could be identified for the purpose of comparison.

The findings regarding the possible effects of technological change are significant enough to warrant further exploration into both the levels of skill of the group concerned, and the adequacy of present educational and vocational facilities to equip these individuals to carry out a productive role in our present economic structure.

This study, as well as the suggested studies which may arise from it, should lead to a greater understanding of problems confronting families who are economically dependent. Since the findings in this study have indicated that economic dependency does not occur in isolation, but frequently in conjunction with other social problems, future social welfare programs concerned with economic dependency should have a multi-problem approach.

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APPENDIX

Staff initials.....
 Group member
 initials.....
 Agency initial.....
 File #.....
 Code #.....

GROUP IV

SCHEDULE

A STUDY OF THE SOCIAL PROBLEMS OF ECONOMICALLY DEPENDENT FAMILIES IN WHICH THE MALE HEAD IS UNEMPLOYED

From City Department: Employable - Unemployed Family Section:-

Family Surname.....
 Given Name of Husband.....
 Given Name of Wife.....
 Present Address.....

From City Department: Problem Drinking Section:-

Has Client a drinking problem? Yes..... No.....

Information from Confidential Exchange Cards:-

List children's names and birthdates on schedule for Child Guidance Clinic.

Agencies Used	Date of Initial Registration		Agencies Used	Date of Initial Registration	
	Month	Year		Month	Year
P.W.D.....			C.A.S.(Wpg.))		
Home			File #).....		
Welfare.....			C.A.S. (East.)		
Catholic			File #).....		
Welfare			Family		
Bureau.....			Court.....		
Family					
Bureau.....			Hospital)		
Juvenile			and)		
Court.....			O.P.D. .).....		

Agency File #.....

GROUP IVSCHEDULEFOR USE AT CHILDREN'S AID SOCIETY - (EASTERN)

Family Surname.....

Given Name of Husband.....

Given Name of Wife.....

Present Address.....

Date of initial
registration as
a protection
case

Month

Year

Agency File #.....

SCHEDULEFOR USE AT CHILDREN'S AID SOCIETY (WINNIPEG)

Family Surname.....

Given Name of Husband.....

Given Name of Wife.....

Present Address.....

Date of initial
registration as
a protection
case

Month

Year

GROUP IVSCHEDULEFOR USE IN CHILD GUIDANCE CLINIC

Family Surname.....

Given Name of Husband.....

Given Name of Wife.....

Present Address.....

Children born before December 1956Date of Birth

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Is the family known to Child
Guidance Clinic?

Yes.....

No.....

Date of initial registration with agency

.....
Month Year