

AN EXPLORATORY RESEARCH CONCERNED

WITH THE PLACEMENT OF GIRLS

IN

MARYMOUND SCHOOL

SUBMITTED IN PARTIAL FULFILMENT OF THE

REQUIREMENTS FOR MASTERS' DEGREE

IN SOCIAL WORK

AT

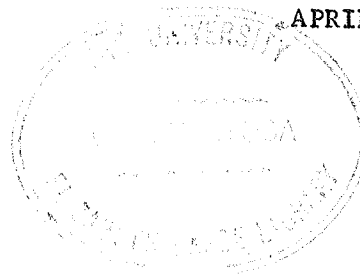
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APRIL, 1971.



## ACKNOWLEDGEMENTS

Grateful acknowledgement is extended to our research advisor, Professor Gerald Erickson, for the interest he has shown and the guidance he has given us in our work this past year.

We also wish to acknowledge Miss Mildred Battel, our reader, for the numerous corrections, additions and deletions she made in our final draft.

Special thanks go to Mr. Clayton Wotherspoon, Director and Co-ordinator of Treatment Services, and the staff at Marymound for the encouragement they gave us in undertaking this research and in locating members of our sample.

We also wish to thank the numerous social agencies in Winnipeg and rural Manitoba that were of great assistance to us in our data collection.

We wish finally to thank Mrs. Phyllis Linton who typed the final copy of this research.

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## ABSTRACT

- 1) This study identifies three major socio-cultural variables (home status, ethnicity, and residence related factors) which affect the point in time of a delinquent girl's career when she is referred to Marymount.
- 2) Inter agency co-ordination between the agencies most frequently involved in dealing with delinquency prevention and control in the Province of Manitoba is found to be primarily at the ad hoc level.
- 3) There is evidence of higher levels of co-ordination between these agencies. However, such evidence is limited and sporadic and this study suggests that the basically ad hoc nature of the present system is likely affecting the use of Marymount Home for Girls.



**SECTION A.**

## CHAPTER I

This study sets out to explore the process through which girls are committed or referred to Marymount Home for Girls. Opinion was expressed by Marymount staff that the institutional resources might be more effectively used at an earlier point in time in the life of the delinquent or emotionally disturbed girl. The question becomes paramount as to what factors are significant in the placement process. This study attempts to examine certain of these factors - namely, the general level of co-ordination in the major community placement agencies and socio-cultural aspects.

### Nature of the Problem

There is question as to whether institutional resources for the treatment of juveniles are used appropriately. Universal and local concern suggests a need to examine this utilization from two points of view: first, the importance of factors related to inter-agency co-ordination and second, the subjective nature of the decision making process of which socio-cultural variables are one aspect.

Poor co-ordination is frequently seen to be a problem in the community system of services for juveniles. It also appears to be significant that variations in the decision-making process appear with the amount of discretion that is given to officials

and professionals within the social service structure. Research points up that decision-making is a highly subjective process. Decisions regarding placement are made at different authoritative levels of the service system and with differing criteria. It is believed that the associated variables are important determinants of the degree of co-ordination. Further there may be a difference in the way the treatment agency sees its services in the service continuum of the community and the way their resources are viewed by officials of the placement agencies.

Related to this is the need for clarification of what constitutes delinquency and an examination of the possible range of treatment resources required and the circumstances under which each is appropriately used.<sup>1</sup> The CELDIC Report notes that the juvenile offender's behavior "makes his offending behavior highly visible long before he gets into court and he is likely to be known to the special services of the school, and to the community services such as family and child welfare. His appearance in court will bring him into contact with police, juvenile court judges, probation officers and possibly lawyers. He may also become known to the staff of the detention homes and to clinical personnel called in by the court such as psychiatrist, psychologist or social worker. The disposition of this case may involve the personnel of a new group of community agencies or he may go to a training school or a treatment institution".<sup>2</sup>

1The Commission on Emotional and Learning Disorders in Children Report (Canada: Leonard of Craiford, 1970), p. 235

<sup>2</sup>Ibid, p.235

The Social Service Audit expresses its concern about poor co-ordination of Social Services in general. It cites that in view of the accelerated process of urbanization where "individuals and families face problems of housing, employment, education, recreation and welfare"<sup>1</sup> there are dramatic changes in family life such as mobility, and freedom of movement and general uprooting. In such an environment the Social Service Audit suggests that special attention must be given to planning, and to the "generation gap" and "many problems of youth today ... recognized by most and feared by many."<sup>2</sup> Because of the dimensions of this problem the Social Service Audit suggests that social services should not be conceived as first aid stations merely patching and providing temporary repair services but should be designed to build and create. The Audit suggests that this approach in the area of juvenile misdemeanors and delinquency requires "a concerted program of fact finding and problem identification, of detection and diagnosis".<sup>3</sup> This means that total involvement of the community legislators, agencies, and individuals is required in a co-operative effort. Not only is there a need seen for coordinating services but in some parts strategical change and amalgamation is necessary to ensure effectiveness, accessibility and efficiency.

<sup>1</sup>Social Service Audit May, 1969, Manitoba Government, United Way, Winnipeg Foundation and Community Welfare Planning Council, p. 1

<sup>2</sup>Ibid, p. 2

<sup>3</sup>Ibid, p. 3

Problems in an era of specialization, large scale organization, social instability, and professional innovation demand a high level of co-ordination and planning on several levels for effective service delivery. "Co-ordination deals with the meshing of agencies' programs, services and activities in order to accomplish basic objectives."<sup>1</sup> Each agency or unit requires information about the activities, areas of responsibility and policies of the other so that actions and plans may be appropriately dovetailed. Adequate co-ordination is based on communication, interpretation and interchange. Co-ordination at the level of individual case and service integration has special applicability to this study. When a great many different agencies are involved in planning and advising, there is need for co-ordination to minimize inconsistencies, contradictions and keep service efforts in a unified focus.

An extensive body of literature cites the existence of poor co-ordination in a community's services for dealing with juveniles in trouble.<sup>2</sup> Often existing services or programs which could contribute to effective treatment, control and prevention, are poorly co-ordinated to the extent that an integrated attack on the problem of juvenile delinquency is not possible. The problem of low levels of inter-agency co-ordination has in some instances prompted analysis of social welfare organizations offering services

<sup>1</sup>Alfred Kahn, Studies in Social Policy and Planning, (New York: Russell Sage Foundation, 1969) p.477

<sup>2</sup>Alfred Kahn, Planning Community Services for Children in Trouble, (New York: Columbia University Press, 1963) p.68

to juvenile delinquents. One framework for viewing inter-agency co-ordination, that may be particularly useful for our research undertaking, has been developed by Levine and White.<sup>1</sup>

Along with inter-agency co-ordination, the literature also cites numerous areas within a given agency or service as factors affecting the treatment of juvenile delinquents. It is pointed out that real difficulties exist in trying to work with the juvenile offender. The juvenile offender has been described as highly resistive to treatment, non-communicative, and unmotivated. As a result Social Agencies are often reluctant to work with the offender.<sup>2</sup> Other intra-agency factors that have implication for the type of treatment disposition made include the real decision-making power at the worker level. That is, for example, the individual police and probation officer's right to warn, apprehend, detain or refer a child to juvenile court.<sup>3</sup> Similarly, the literature suggests either explicitly or implicitly that the referral of a delinquent to receive treatment often rests with the individual Social Worker or Probation Officer who develops his own particular criteria.<sup>4</sup> Research in this area points out the highly subjective nature of the decision-making process in dealing with juvenile offenders.

<sup>1</sup>Sol Levine and Paul E. White, Exchange as a Conceptual Framework for the Study of Interorganizational Relationships, (Administrative Science Quarterly, Vol. V, March 1961) p. 583-601

<sup>2</sup>Harvey Treger, Reluctance of the Social Agency to Work with the Offender, (Federal Probation, Vol. 28-30, March 1965) p. 23-28

<sup>3</sup>Robert M. MacIver, The Prevention and Control of Delinquency, (New York: Atherton Press, 1967)

<sup>4</sup>Robert M. Carter, The Pre-Sentence Report and the Decision-Making Process, (Journal of Research in Crime and Delinquency, Vol. 4, July 1967)

Some differences of focus may be seen in the subjective criteria pertinent to the placement decision process used by agencies in considering Marymound Home for Girls as a treatment institution. For example, in the case of a child judged to be delinquent, the court may at its discretion take either one or more of several courses of action: a) close the case after initial investigation, b) allow the delinquent to remain at home under informal supervision, c) allow the delinquent to remain at home or in a foster home under formal supervision based on a court order, or d) placement of the delinquent in an institution.<sup>1</sup> The question is raised as to whether this fourth decision should be given greater priority. Marymound's admission policy is flexible and designed to encourage placement of girls on a direct referral basis in the hope that it will contribute to the fourth decision.

Marymound Home for Girls (formerly known as the Home of the Good Shepherd) is an important local resource for the treatment of juvenile girls whose behavior suggests a need for external controls. The staff of the institution express the opinion that their resource might be more effectively used if placement occurred at an earlier point in time. Personal histories, at the time of admission, frequently reveal a common pattern. The girl's behavior has not only brought her into contact with a wide range of treatment interventions including some or all of casework, counselling, home supervision, foster home, or group home. The restrictions of a closed institution, of the imposi-

<sup>1</sup>For detailed description of court alternatives refer to Appendix 1.

tion of external controls tends to be viewed by placement agencies as an undesirable necessity to be used only as a last resort. Marymound expresses a somewhat different value orientation, viewing the imposition of external controls or restriction on freedom as intrinsic to treatment and possessing positive value. Historically, legal framework suggests an attitude which regards external controls as essentially negative, perhaps stemming from traditional approaches to the child as "offending" and in need of punishment and correction. It is impossible that this differing view of the "control factor" may be a significant subjective variable in placement planning to delay in consideration of Marymound as an appropriate placement resource. Marymound's program is designed to meet effectively the most severe "acting out" forms of behavior. However, it is their opinion that their resources might be seen to effect change more readily if the girl's behavioral patterns were less firmly established at the time of admission. Delays in the imposition of the control factor contribute to a repetition of instances of psycho-social conflict which serve only to reinforce the problem and heighten the labelling process. This labelling process is aptly described by Rein as follows: "The way in which an institution defines a person can affect his life chance and career alternatives in two inter-related ways: through self-determination and through social definition by relevant others. This is the problem of labelling. An individual's delinquent acts may start out as pranks and idle mischief but the intensity and severity of the institution's response may lead the individual to act and to become the way he is defined, i.e. he takes as his



definition of himself the way he is seen as defined by others."<sup>1</sup>

Certain significant socio-cultural factors are considered to affect the type of treatment a girl receives at different stages in her "delinquent career". The study is interested in these factors as they may affect the point in time at which an agency makes its decision to refer a girl to Marymount.

The Welfare Planning Council, Los Angeles Region, has from accurate court records brought to light important socio-cultural variables that have relation to the determination of the delinquent career and the disposition of the case of the delinquent.<sup>2</sup> In a study of disposition of delinquent cases done in Los Angeles, Negro male delinquents were more often sent to institutions and at an earlier time in their career than were Anglo white delinquents.<sup>3</sup> A second variable affecting disposition of delinquents has been identified as home status. Referring to the study in Los Angeles it is shown that boys from unbroken homes accounted for a much larger placed on probation, or whose cases were closed than were those who were sent to treatment institutions.

<sup>1</sup>Martin Rein, Social Policy: Issues of Choice and Change, (New York: Randon House, 1970) p.74

<sup>2</sup>Joseph Easton and Kenneth Polk, Measuring Delinquency, The Welfare Planning Council (Los Angeles Region: University of Pittsburgh Press, 1961)

<sup>3</sup>Robert M. Terry, Discrimination in the Handling of Juvenile Offenders by Social Control Agencies, (Journal of Research in Crime and Delinquency, July 1967, Vol. 4, No. 2) p. 218-230

Robert Terry, in a five year study conducted at the University of Wisconsin, found that girls were more likely than boys to be handled in the community by social and welfare agencies than referred to juvenile court.<sup>1</sup> This study would seem to indicate that the channels other than juvenile court are tried more with female offenders but that they are more severely sanctioned once they get to court.

#### PURPOSE OF THE STUDY

It is the purpose of this study to explore the process through which girls are committed or referred to Marymount. Such phenomena as the nature, extent, timing of agency contact and involvement with the juvenile before placement in the institution, the inter-agency co-ordination between referring agencies and the socio-cultural influences on the decision-making processes of the agency or court will be considered.

#### SETTING OF STUDY

The study will focus on the committing and referring child welfare agencies provincially and municipally located and the resident population of Marymount Home for Girls as of September 1, 1970. Marymount has a capacity of about sixty girls and is operated on a continuum from a closed setting to an open setting, depending upon the girl's developing capacity for internal control of her behavior. Marymount is a privately owned, sponsored, and administered child caring institution. The generalized goal of the institution is "to return the girl to the community better able to

<sup>1</sup>Robert M. Terry, Discrimination in the Handling of the Juvenile offender by Social Control Agencies, (Journal of Research in Crime and Delinquency, July 1967, Vol. 4, No. 2) p. 218-230

handle her behavior in all its various aspects of responsibility and social functioning."<sup>1</sup>

Admission to the institution may come about in two ways:

1. Commitment through the court for specific delinquencies.
2. a) By referral from major referring agencies located within the Province of Manitoba.  
b) By referral from secondary agencies.

The major referring agencies are considered to be the regional offices of the Department of Health and Social Development and the Children's Aid Societies of Winnipeg, Eastern, Western and Central Manitoba. The major committing agencies are considered to be the Family and Juvenile Court of Manitoba. Secondary referral agencies are the Child Guidance Clinic of Greater Winnipeg, Psychiatric Institutes, hospitals, etc. The major referring agencies are so designated by reason of their incorporation under legislation as child caring and protection agents. The secondary agencies are those limited to a service component in their work with children.

Referring the reader to the previous discussion of Marymound's value orientation regarding the "control factor" the institution's policy manual, prepared January, 1971, states as follows: "If a girl is so out of control (running away, sniffing, promiscuous, suicidal attempts, thefts) that a further placement back in her own home cannot be considered, then a referral to Marymound is in order. Placement of girls at Marymound where the

<sup>1</sup>Marymound Home for Girls Policy Manual, p. 3

external control factor is not quite as great as possible ... but closely scrutinized by the institutional staff."<sup>1</sup>

The legal framework of the study is provided by the Child Welfare Act of Manitoba, the Corrections Act of Manitoba, 1966, and the Juvenile Delinquents Act (Canada, 1927). The latter provides appropriate interpretation of the Criminal Code of Canada as it may be applicable. The Corrections Act classifies Marymound under its former title of the Home of the Good Shepherd as a "training school" or "industrial school" to which a family court judge may commit a child. The Child Welfare Act also makes provision for committal of a child to an "industrial home" (similarly defined) when a society or the director deems such a child unmanageable. The Child Welfare Act gives full discretion to the director in his capacity as guardian to refer any child in his care to a recognized child care agency whose resources appear appropriate to his welfare.

#### SCOPE, METHOD AND LIMITATION OF THE INVESTIGATION

The broadness of the problem area and the generality of the knowledge about the problem guided the researchers to conduct the study along an exploratory design. The nature of the problem was examined and an attempt made to determine the significance of variables associated with the decision-making process and factors related to inter-agency co-ordination. Factors related to intra-agency functioning, although recognized in the literature to have importance to the problem, were not examined. With this focus, it

<sup>1</sup>Marymound Home for Girls, Policy Manual, p. 39

is hoped that direction for change may be seen and that hypotheses and ideas may be developed which might merit further research.

The sample was chosen from the current resident population in Marymount as of September 1, 1970 and limited to twenty-five girls which comprised half the population. The choice of half the population as a sample group was made to allow for more time and resources to complete a detailed collection of data from each of the many agencies involved. The additional possibility of validating file-collected data was presented by the geographical availability of the sample population in the school during the entire time of the study. The dimensions of the problem were explored through an analysis of the girls' institutional and agency case records followed by individual interviews with agency personnel and the girls themselves. No attempt was made to analyze school or police records.

The exploration of the socio-cultural factors included the economic status of the family, racial origin, urban-rural domicile, education of the girl and her parents, marital status of the parents and the family's mobility of residence. The data in connection with socio-cultural factors is limited however, by the lack of continuity in case record information available.

Since the commencement of this study the Child Welfare Act was amended (July 21, 1970). Significant to the study was the exclusion of Marymount when a redefinition of Industrial Schools included only the Manitoba Home for Boys and the Manitoba Home for

Girls. An additional amendment reconstituted the power of the Review Board giving it greater control over the admission of juveniles to these industrial schools. The practical result of these amendments was that committals to Marymount ceased and girls are now admitted solely on referral from the major referring agencies under the discretionary power rendered to them under the Child Welfare Act. Only one girl from the sample group was admitted to Marymount after the amendments to the act were passed and her admission was on a referral basis.

## CHAPTER II

### STUDY METHOD

At this point it is necessary to outline in greater detail the legal framework of the committal process and to define the terminology used in the study. It is the purpose of juvenile corrections to protect the community and to rehabilitate the juvenile offender.<sup>1</sup> As such then, the goals are those of re-education, restoration, treatment (or therapy) and prevention. Recognizing these goals, the child or juvenile adjudged to have committed a delinquency is dealt with, "not as an offender, but, as one in a condition of delinquency and therefore requiring help and guidance and proper supervision".<sup>2</sup> Following this then, the term "juvenile delinquent" is applied to any child violating the Criminal Code, or Dominion or Provincial statute, any municipal by-law, or guilty of sexual immorality or other similar vice. The concept of delinquent has shown change in Manitoba since the commencement of this study, tending to view the juvenile contravening the law as one who has been neglected and in need of protective care.

For the purposes of this study, the definition of informal and formal means;<sup>3</sup> "formal" indicating appearance in court before

<sup>1</sup>American Public Welfare Association, Memorandum on Facilities for the Care of Juvenile Delinquents in Manitoba, with Recommendations, (Chicago, Illinois: September 1944)

<sup>2</sup>Canada, Laws, Statutes; Chapter 160: An Act Respecting Juvenile Delinquents, 1929, p. 3

<sup>3</sup>Walter Coombs, Isobel Farr, Waldimir Ilnychys, Mitsuko Miyazoe, Characteristics and Methods of Disposition Related to Successful Outcome in Cases of Juvenile Delinquency, (Winnipeg, Manitoba: Thesis for Master of Social Work, May 1960)

a judge, and "informal" indicating attention by the court in the form of a probation officer rather than a judge. The decision as to formal or informal treatment is an arbitrary decision made by the chief probation officer.

For the purpose of analyzing socio-cultural factors, the following definitions will hold:

"Unbroken" homes will mean homes where the girl's natural parents are living together, "broken" to refer to where natural parents have been separated by death, desertion, and divorce (where there is only one parent in the home). Approaching factors of family mobility, the family is defined as having urban or rural residence depending on the longer period of domicile. Rural is defined as residence beyond the boundaries of Metro Winnipeg.

The population that has been studied are emotionally disturbed juveniles, and/or those juveniles who have been defined legally as delinquent. To limit the scope, the population was narrowed to exclude from the sub-population any male juvenile, and any juvenile who might have agency contact but was not institutionalized. The focus then becomes the juvenile who is receiving residential treatment. The residential centers for female juveniles within the Province of Manitoba are Manitoba Home for Girls, Children's Home, Roslyn House and Marymound Home for Girls. The stratum was made more exclusive by taking the sample from Marymound only. The reason for regarding only this latter group in the study can be explained by the uniqueness of Marymound as a



private treatment center which has been pointed out in the first chapter.

The residential count of Marymount as of September 1, 1970 was 50. For this study, half of this count which numbers 25 individuals or elements was selected for the sample. By using this small sample, extensive investigation was allowed on each sample element. This allowed for several data collection methods to be used which were essential for the application of instruments and to define the areas chosen to study. As an attempt was not made to prove a specific hypothesis, it was not necessary to have a large sample to ensure probability. The sample could be described as a purposive sample. It was chosen from Marymount permitting the researchers to select girls who had had contact with at least one other agency and allowing exploration of both referral and committal procedures. Use of both these procedures is unique to Marymount Home for Girls. It is not the purpose of this type of sample to find values or trends of population, but to get some idea of the variety of members in this sample and their disposition. It must be realized that in a sample of this size not all relationships will appear. This method of sampling, although not allowing for a complete and accurate description of the juvenile population in Manitoba will give a fairly accurate picture which will reflect on the specific admission policy and careers of the girls who are resident in Marymount and a description of some uniqueness of that institutional population.

In proceeding from this point, it is necessary for clarity to divide the study into distinct sections. First, the focus will be on the data dealing with socio-cultural variables (Section B) and then on the material dealing with inter-agency co-ordination (Section C). Section D will be concerned with conclusions and suggestions for further study.

SECTION B.

THE PLACEMENT PROCESS AND  
SOCIO-CULTURAL VARIABLES

## CHAPTER III

### METHODS OF DATA COLLECTION

The major method of data collection utilized was that of abstraction of desired information from available, pre-recorded documented material. In other words, the major portion of the study's data was obtained from agency files or case records on those members of the sample. The available material used for the source of data was in both statistical and narrative form, the bulk being narrative or descriptive type of material, and therefore less susceptible to statistical manipulation. Because of the study's historical or retrospective quality, this type of material comprised the only appropriate source of data other than that supplemented by interviews with those people knowledgeable of the situations under consideration. Additionally, it was the most practical course of action due to the fact that collection of the original data would have been costly, time-consuming, disruptive to various agencies' operations, as well as inefficiently repetitive.

In terms of definition, historical research . . . "is concerned with what has gone before and must be based on existing records, except as these are supplemented by the recollections and judgments of those who have lived through the events under study".<sup>1</sup> Concerned as it is with the process of placement in

<sup>1</sup>A. W. Shyne, Use of Available Material, N. A. Polansky, Ed. Social Work Research (Chicago: University of Chicago Press, 1960) p. 109 and 110

Marymount, this study is retrospective or ex post facto and therefore must rely very heavily on available data, although it additionally considers some original data gathered through interviews with the sample population.

Relying on pre-recorded or available data presented some problem areas, the major ones being those of consistent availability and reliability and validity of data. Often, even though an agency intended to record specific information, such data was not consistently available in all records. In this specific case the problem of missing recordings of parents' education allowed too large a margin of error to be of practical use to the study. But perhaps this is a case where there may be a likelihood of bias in the omissions, in which case the problem would be magnified. Although this problem was recognized, no attempts were made within the study to resolve the issue.

With reference to the problem of reliability and validity, it was a question of being able to assume that already recorded materials represented a reasonable approximation of the situations or events recorded. Faced with no alternatives but the agency files, in terms of sources of information about the placement processes of the sample population, it was assumed that the records and files presented a reliable and valid source of data. But it must be recognized "Even if it is not possible in the context of a particular study to determine the accuracy of the

documents used, awareness of the many complex factors that may affect the extent to which their content approximates the variable or variables in question at least should serve to make the researchers consider very carefully the purpose of the document and the possible bias of the recorder, and should caution the researcher against undue certitude about and generalization from his findings."<sup>1</sup>

The files in Marymound presented the best source of data, in terms of comprehensiveness. Ideally each file contained a social history including information on the girl's family, her contacts with other agencies and treatment resources, and her behavioral deviances as institutionally recognized. Included also in these files was correspondence between the referring agency and Marymound concerning the actual referral and committal -- stating among other things reasons for recommending and desiring placement, as well as indications of who made the referral and events leading to the decision to place the girl.

Basically, the other agencies' files were used to supplement those of Marymound in terms of missing or incomplete information.

With these files and records then, a method referred to as "content analysis" was used. Basically, content analysis can be described as "efforts to classify and count the physical units of the record . . . (and) a broader range of activity concerned

<sup>1</sup>A. W. Shyne, p. 113 OP. C.T.

with analysis of various properties of subjects as reflected in the content of records."<sup>1</sup> The process involved the selection of records to be analyzed, the decision about and definition of the concepts or variables in relation to which the data were to be ordered, the development of a system of classifying relevant material, and decisions about the units of count or measurement to be used. The development of a system of classifying or coding data from the records was necessary to ensure that the material would be recorded or classified by various persons in the same way. The instrument used or the system developed consisted of a set of data/fact sheets for each case. (Refer to Appendix #2). Data recorded fell into the general categories of socio-cultural variables (home status, ethnic origin, religion, family source of support, girls' education, parents' education) and that of historical objective data (i.e. age, age at admission to Marymound, age at first agency contact, number of agencies contacted, offences or behavioral deviances leading to or preceding placement, history of contact with treatment resources, residence changes, and who finally requested or affected placement. This method of collection for each case was assumed to be completed when the data-fact sheets were consistently and fully filled in such a way as to present a comprehensive, yet concise picture of the girl's history of agency contact and relevant socio-cultural variables.

As a supplementary method of data collection for this

<sup>1</sup>A. W. Shyne, p. 118 - OP. C.T.

portion of the study (i.e. the historical process or agency contact and placement and possible socio-cultural variables) interviews with the sample population were conducted. The rationale for using the interview technique to collect data was based on the belief that it was valuable to obtain impressionistic information from the girls themselves with regard to their personal histories of agency contact and treatment, including the process of being placed in Marymount. Basically, the data collected through the use of this method was of a qualitative type in that it consisted of personal perceptions, recollections, and opinions giving a somewhat different picture of the same processes described from the files.

Because these interviews yielded impressionistic interpretations of the data already classified, this portion of the study can only arrive at generalizations and suggest areas to be tested rather than provide data for testing hypothesis. (Refer to Appendix #3 for interview question schedule.)

The methodology involved in interviewing the girls was very straight forward. The interviews were conducted privately, within Marymount at times convenient to the girls. Two interviewers were present at the majority of the contacts, one questioning while the other recorded. Before questioning the girls, an attempt was made to overcome any hostility, distrust or apprehension by way of offering a fairly comprehensive explanation of the project, the reasons for speaking personally with



the girls as well as an assurance of anonymity. Consent for the continuation of the interview was obtained before proceeding to the questions.

## CHAPTER IV

### PRESENTATION OF FINDINGS

#### INTRODUCTION

Recognizing the descriptive exploratory perspective of this study the most appropriate means of presenting the findings is through a descriptive analysis of the population. Involved also in such an analysis is the presentation of the socio-cultural factors as they relate to various measurements of the placement process. In other words, the relationships of such factors as ethnicity to such measurements as length of contact will be presented.

#### Descriptive Analysis of Sample

TABLE I.

Breakdown of residence factor by ethnicity:

	RURAL	URBAN	TOTAL
INDIAN	9-82%	6-43%	15-60%
NON-INDIAN	2-18%	8-57%	10-40%
TOTAL	11-44%	14-56%	25-100%

Of the 25 girls in the sample 60% were of Indian or Metis origin and the remaining 40% were non-Indian.<sup>1</sup> 44% of the sample lived predominantly in rural areas. Of these 82% were Indian and 18% were non-Indian. 56% of the population lived predominantly in urban areas. Of these 43% were Indian and 57% were non-Indian. Of the Indian girls 60% came from rural areas and 40% came from urban areas. Of the non-Indian girls 20% came from rural areas and 80% came from urban areas.

The average size of the girls' families was approximately 6 children (6.16) of which 64% were the second or third child. The girls' homes were classified as broken or unbroken. 52% of the sample came from broken homes and 48% came from unbroken homes. It might be helpful to consider the marital status of the families in the sample -- 40% were married; 36% were separated; 12% were common law unions; 8% were widowed and 4% were single.

The families were usually low in financial resources - 48% had some contact with welfare departments; 44% had lower income jobs, generally labourers, and 8% were of a middle income level.<sup>2</sup>

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<sup>1</sup>As the living conditions and the way of life for the Indian and Metis are much the same, they were grouped together and will be referred to as "Indian".

<sup>2</sup>Some data was unavailable with respect to the parents' education. The average education for fathers was grade 7 (data on 60% of the sample). The average education for mothers was Grade 8.6 (data on 60% of the sample).

The families were generally quite mobile. There was an average of 4.8 residence changes for each family.<sup>1</sup>

In terms of describing the sample a discussion of patterns of agency contacts is relevant at this point. The girls in the sample first came in contact with a social service agency at the average age of 9.9 years. The average age at admission to Marymount was 13.9 years. The average length of contact with a social service agency was 3.96 years. The girls had contact with an average of 3.9 agencies and 3.16 workers.<sup>2</sup> 64% of the girls were referred by an agency and 36% were committed to Marymount through the court. The average education of the girls on admission to Marymount was grade 6.5. With the average age on admission being 13.9 years, the girls in the sample were approximately one year behind in school.

The girls followed four basic patterns in their contacts with agencies:

1. Children's Aid to Court to Marymount.
2. Police to Court to Children's Aid to Marymount.
3. Department of Health and Social Development to Children's Aid or Court to Marymount.
4. Children's Hospital or Child Guidance Clinics to the other of the two to Children's Aid or Court to Marymount.

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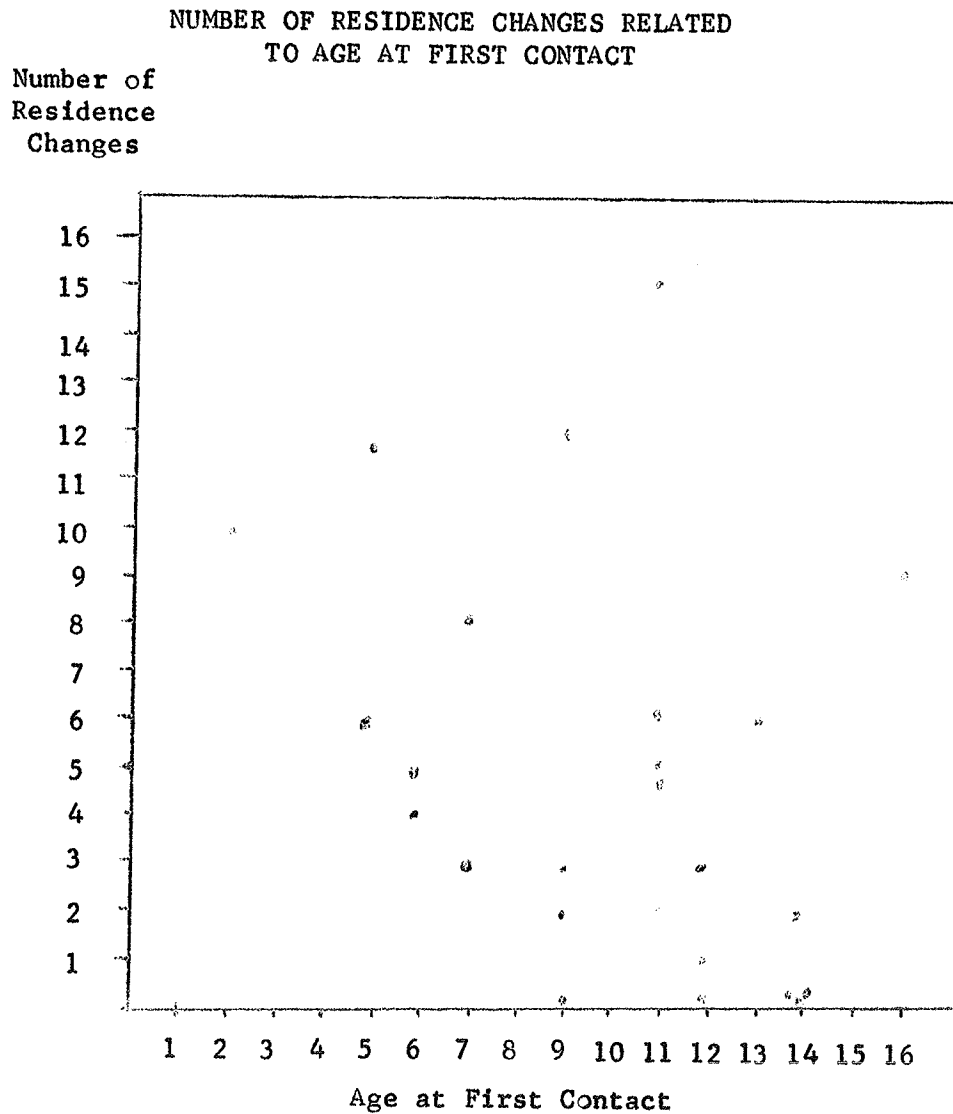
<sup>1</sup>This data was obtained from the interviews with the girls and gives an impression of how many times the girls felt they had moved.

<sup>2</sup>The number of workers was obtained in the interviews with the girls as this was difficult to ascertain from the files.

The girls who were referred generally followed patterns #4, #3 and #1. The girls who were committed followed patterns #2 and #1.

Much more was learned about the population when some of the socio-cultural variables mentioned above were related to various measurements of the placement process.

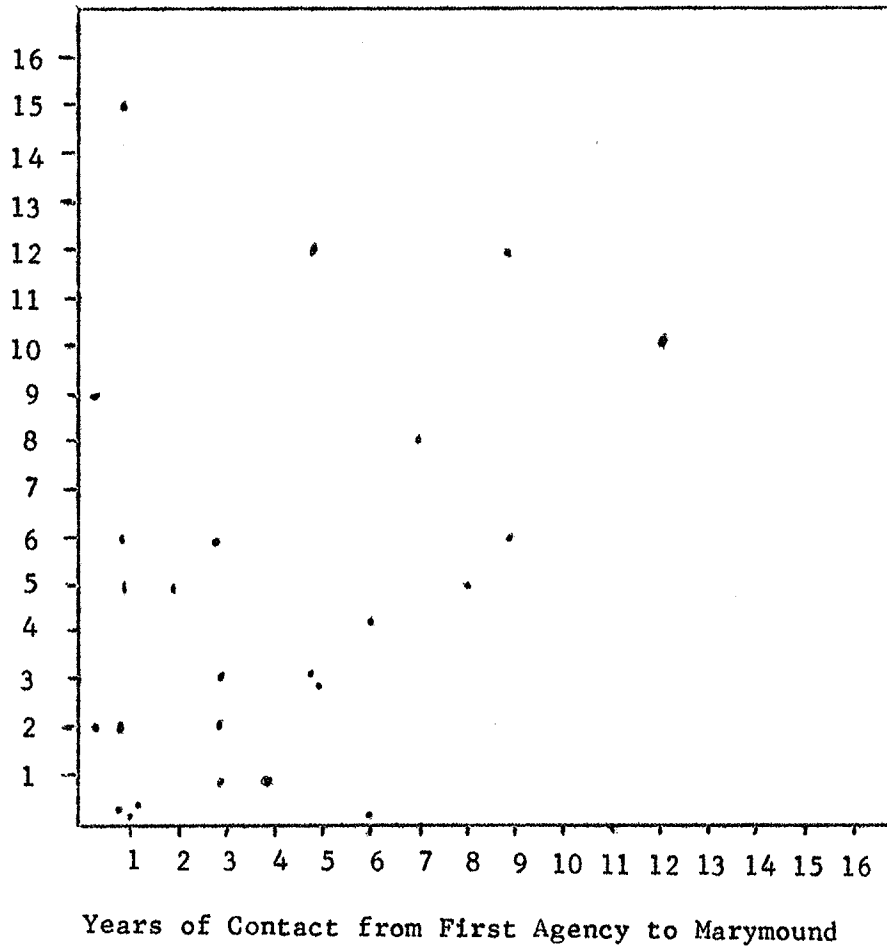
GRAPH NO. 1



GRAPH NO. 2

NUMBER OF RESIDENCE CHANGES RELATED TO  
LENGTH OF CONTACT: TOTAL SAMPLE

Number of  
Residence  
Changes



Graph No. 1 relates the girls' age at first contact with a social service agency with the number of residence changes. It indicates that the girls with more residence changes tended to have contact at a younger age.

Graph No. 2 relates the number of residence changes to the

length of contact before placement in Marymound. This relates to Graph No. 1 and indicates that the girls with shorter contact had fewer residence changes.

TABLE II  
PLACEMENT PROCESS RELATED TO HOME STATUS

	BROKEN	UNBROKEN
Age at 1st contact	8.3 years old	11.0 years old
Age at admission	13.7 years old	14.1 years old
Length of contact	5.4 years	2.3 years

Table II relates the placement process to home status. The girls from broken homes had a longer average length of contact from first agency contact to Marymound -- 5.4 years as compared to 2.3 years; and came in contact with an agency at a younger average age -- 8.3 years old as compared to 11.9 years old; and were admitted to Marymound at a younger average age -- 13.7 years old as compared to 14.1 years old.

TABLE III

## ETHNICITY RELATED TO HOME STATUS

	BROKEN	UNBROKEN
Indian	9-60%	6-40%
Non-Indian	4-40%	6-60%
Total	13-100%	12-100%

Table III shows the relationship between ethnicity and home status. 60% of the Indian homes were broken compared to 40% of the non-Indian homes. 40% of the Indian homes were unbroken as compared to 60% of the non-Indian homes.

There was no significant difference in the length of agency contact before Marymound when the committed girls were compared with the referred girls. The contact for the committals was a little shorter -- 3.8 years as compared to 4 years. There was no significant difference in the length of contact between Indian and non-Indian girls -- 3.89 as compared to 3.92 years. Non-Indian girls tended to have contact with a higher number of agencies -- 4.4 as compared to 3.7 for the Indian girls.



TABLE IV

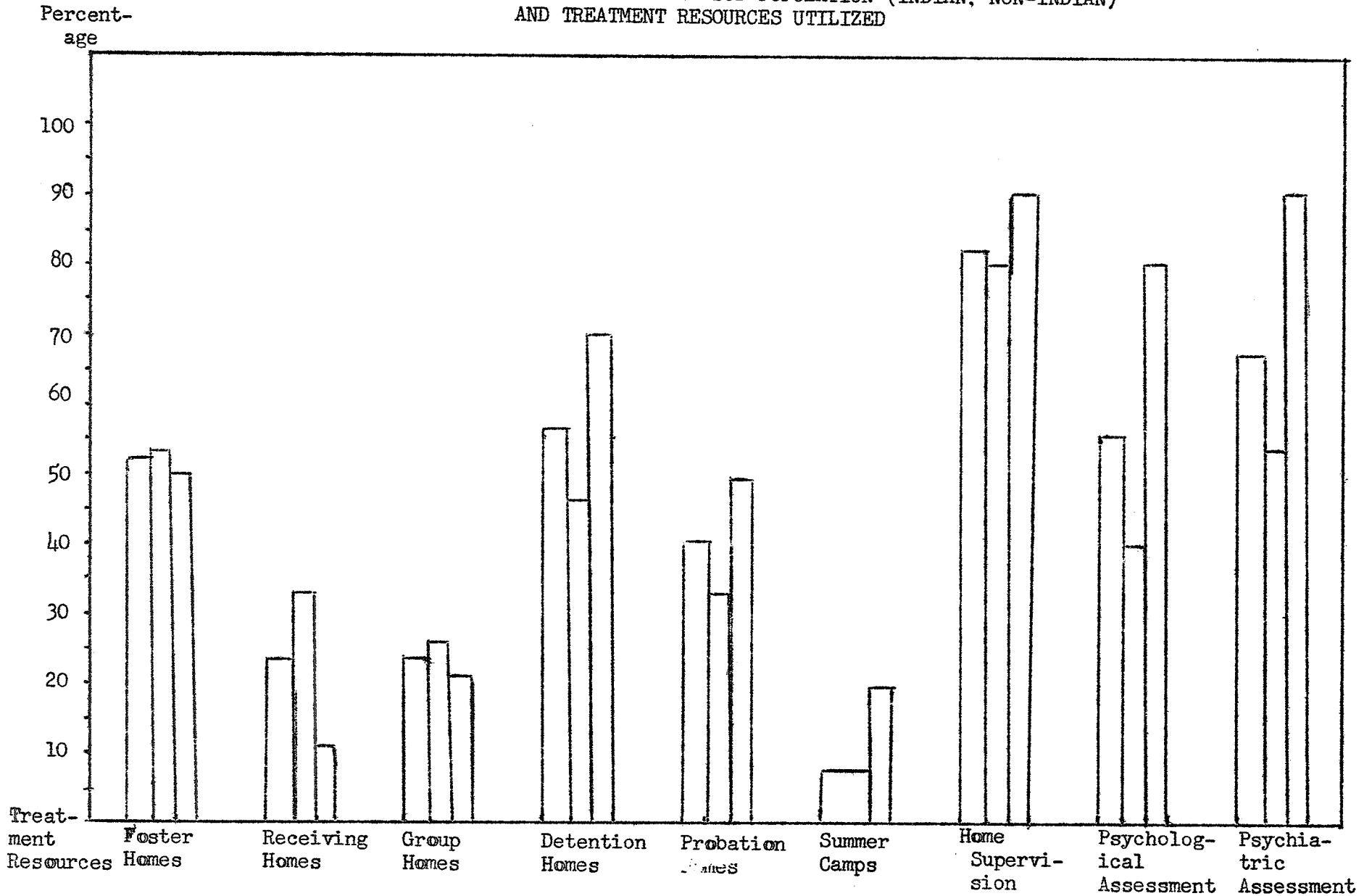
## LENGTH OF CONTACT RELATED TO ETHNICITY AND RESIDENCE

	RURAL	URBAN
Sample	3.5 years	4.3 years
Indian	3.3 years	5.4 years
Non-Indian	4.0 years	3.9 years

The girls from rural areas tended to have a shorter period of agency contact -- 3.5 years as compared to 4.3 years for the urban girls. The Indian rural girls had shorter contact than the Indian urban girls -- 3.3 as compared to 5.4. The rural and urban non-Indian girls showed little difference -- 4 years and 3.9 years respectively.

GRAPH NO. 3

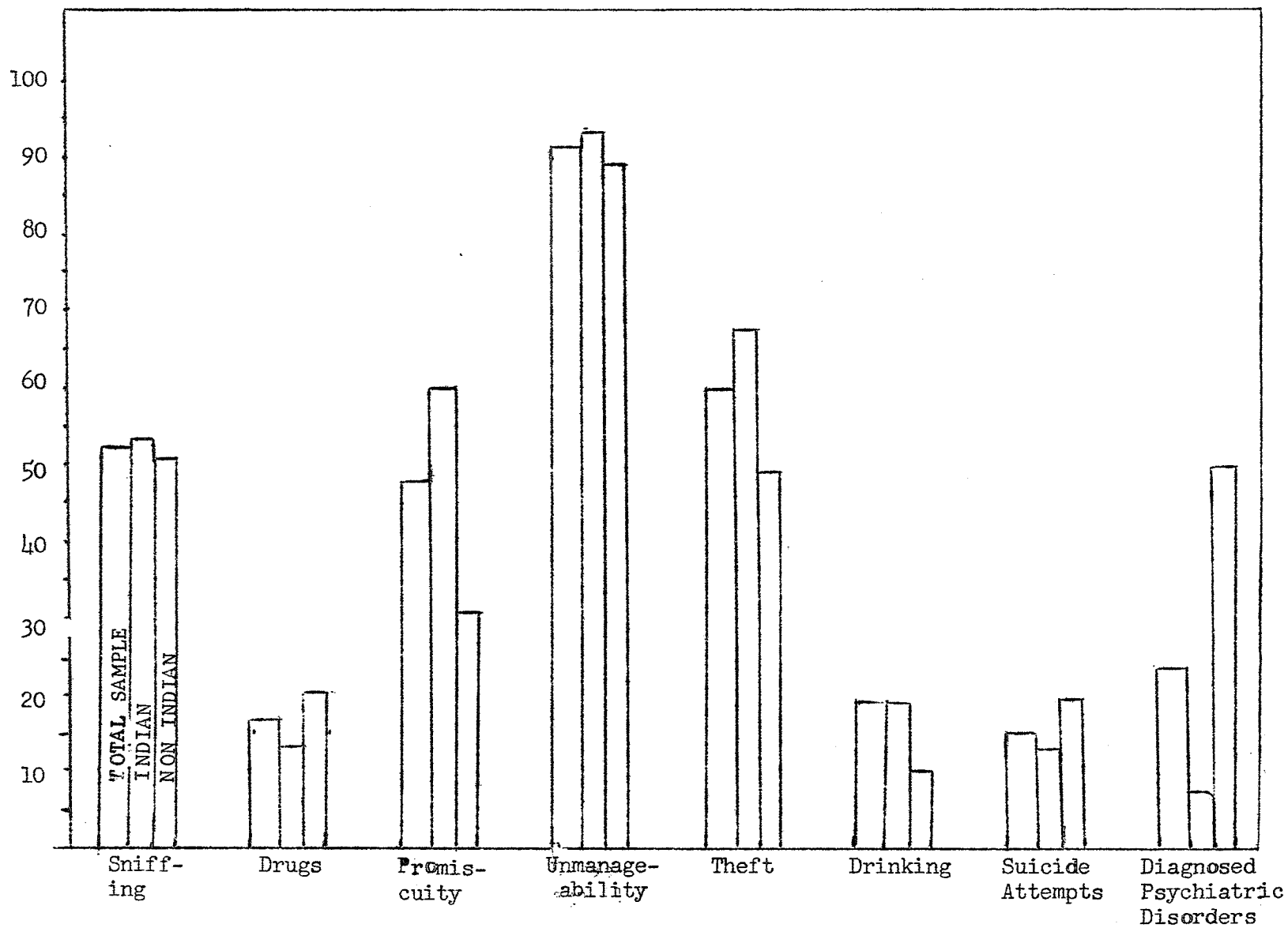
PERCENTAGE OF TOTAL POPULATION AND SUB POPULATION (INDIAN, NON-INDIAN)  
AND TREATMENT RESOURCES UTILIZED



GRAPH NO. 4

PERCENTAGE OF TOTAL POPULATION AND SUB POPULATION (INDIAN AND NON-INDIAN) AND DEVIANT BEHAVIOURS

Percent



## CHAPTER V

### DISCUSSION OF FINDINGS

The preceding chapter presented a descriptive analysis of the findings as a means to explore the nature of the problem, that being the process of placing a girl in Marymount and the possible socio-cultural variables which may have had some influence or relation to the placement process in terms of the decision making involved. The discussion of these findings must move now in the hope to gain a more comprehensive understanding of the significance of the factual data presented.

The majority of cases within the sample tended to come from an Indian ethnic background, an urban location of residence, and a "broken" home of low financial resources, which was characterized by a high degree of mobility or residences changes.

The average process of placement consisted of the girl coming into contact with a social agency at ten years of age and entering Marymount four years later at fourteen years of age. Within this four year span the girl is on the average involved with approximately four agencies. Generally speaking, the process which was seen to have begun with the first agency contact was complicated by the additional involvement of a number of agencies and consequently, a variety of workers, dealing with each case. (Referring to page 26, the data indicates that fewer workers than agencies were involved (3.9 agencies and 3.16 workers). This

only serves to indicate the rather incomplete nature in which material tends to be recorded in files.)

The complexity of the process of finally placing the girl in Marymount indicates the obvious intensification of the importance of interagency co-ordination as a means of dealing efficiently with the treatment aspects of juvenile delinquency. Adding to the degree of complexity involved in each average case, is the finding that each girl's "delinquent" history included at least three behavioural problems or institutionally defined deviances (e.g. promiscuity, sniffing, theft).

Referring to the relationship of the number of residence changes to the age at first agency contact as well as the length of contact, (Graph Nos. 1 and 2), it is obvious that a fairly clear pattern emerged. The explanation of this pattern would suggest that with particular reference to the sample of this study, those girls with the highest number of residence changes (i.e. the greater degree of residence mobility) became identified earlier by social agencies as delinquent and/or emotionally disturbed girls, than those girls with fewer residence changes. The findings also indicate that consequently those same highly mobile or transient girls experience a longer period of agency treatment and/or contact before placement in Marymount. This consequence logically follows from the earlier age at first contact.

It should be noted that while the relationship between residence changes and the period of agency contact exists within

this sample, the data of the study does not allow for the determination of the existence of casual relationship between these factors. The findings do give support though to the suggestion that residence mobility is an important factor to be considered in such situations.

In terms of possible socio-cultural variables affecting or influencing the placement process, the three major ones were found to be home status, (broken or unbroken) ethnicity (Indian or non-Indian) and major area of residence (urban or rural).

The pattern of the placement processes for girls from broken homes resembles that pattern of those girls with a high degree of residence mobility. In other words, on the average, the girl from a broken home tended to come into contact with an agency at a younger age and tended to experience a significantly longer period of agency contact than did those girls from unbroken homes. Interestingly though, they tended to be admitted to Marymount at a younger age than the girls from unbroken homes. It might be assumed that agencies are more reluctant to pursue home supervision with girls from broken homes and consequently have them admitted sooner to Marymount. It is also very reasonable to suggest that in further such studies, focussing more extensively on the relationship between high residence mobility, "broken" home status, and the evidence of juvenile delinquency the hypothesis of a direct causal relationship may be supported.

The ethnicity factor seemed to affect fairly significantly

the explanation of both the home status and the residence variables. For example, while the division of the total sample into the broken and unbroken categories was nearly 50-50 percent, within the Indian category, the majority (60%) came from broken homes, while within the non-Indian category, the majority (60%) came from unbroken homes. Referring to the total sample division into rural and urban categories, (which was 44% rural and 56% urban) within the Indian category, again, the majority (60%) came from rural areas, while the majority (80%) of non-Indians came from urban areas,==

Considering at this point that there was very little difference between the length of contact between Indians and non-Indians, it is important to note that the residence variable when introduced into the original relationship, added new dimensions to the findings. Within the non-Indian category there existed very little difference between the average periods of contact for both rural and urban divisions. Yet, within the Indian category location of residence seemed to emerge as a very important variable, in that those from urban areas generally experienced a period of contact at least two years longer than urban, non-Indians. While this has emerged as a clearly important finding, the study is very limited in its attempts to further analyze this relationship between Indian ethnicity, urban residence, and an extremely lengthy history of contact with social service agencies. What the researchers would attempt to do with reference to this finding is to (strongly) recommend further and more focussed study of this relationship.

Referring at this point to the variations between the use of treatment resources for Indians and non-Indians, it is again helpful to explain the variation in terms of the residence variable. For example, while the Indian girls in the sample generally had a history of fewer contacts with treatment resources and specifically with those of psychological and psychiatric assessment and probation, it should be noted that the majority of these girls came from rural areas, where access to such resources is limited by their scarcity.

The home status variable further explains the lack of use of treatment resources for the Indian category of the sample. Recognizing that the majority of Indian homes in this sample were broken, it may be logical and reasonable to find that the majority of treatment resources used involved placement out of the home thus utilizing such resources as foster homes and group homes. Additionally, the finding that Indian had a history of fewer agency contacts would seem to fit well into the above explanation. Thus the findings indicate something of the interdependence of the three major social cultural variables (home status, ethnicity and residence related factors) affecting the placement process.



SECTION C.

INTER-AGENCY CO-ORDINATION IN  
DELINQUENCY PREVENTION AND CONTROL

## CHAPTER VI

### METHODS OF DATA COLLECTION

One framework for viewing inter-agency co-ordination, that may be particularly useful for this research undertaking, has been developed by Levine and White.<sup>1</sup>

Levine and White suggest that co-operative arrangements among agencies may be viewed as a system of exchanges, and that by considering the extensiveness of the exchange (e.g. of resources) one can distinguish various types and levels of co-ordination. Three levels of co-ordination are identified as follows:

(1) The lowest level of co-ordination is called 'ad hoc case co-ordination' and consists of co-ordinated activity generated solely by individual practitioners to meet the needs of particular clients. Exchanges include information, referral and to a lesser degree, service. Formal inter-agency agreements are not usually involved. It is suggested that perhaps the bulk of co-ordination takes place at this level.

(2) A second level of co-ordination is still on the case level, but with the goal of meshing services from different agencies in relation to the particular case. Co-ordination at this level is carried on in accordance with specific rules and procedures developed by the agencies, and special inter-agency co-ordinating devices such as case conference committees may be set up. At this level

<sup>1</sup>Sol Levine and Paul E. White, Exchange as a conceptual Framework for the Study of Interorganizational Relationships (Administrative Science Quarterly, Vol. V., March, 1961) p. 583-601

there is emphasis on planned systematic and extensive exchanges of service.

(3) The third level of co-ordination described is program co-ordination, where co-ordination is centered not on individual cases but on agency programs. This level can include, for example, mutual modification of programs to bring more rational alignment of agency functions.

The second aspect of Levine and White's framework for viewing inter-agency co-ordination identified three conditions that are deemed necessary for co-ordination to occur. Initially stated is the need for agencies to have shared goals, not only those that are broad and formal (e.g. such as reducing juvenile delinquency), but that the operational goals themselves are sufficiently similar to offer a basis of co-ordination. A second criteria is that agencies must have complementary resources. That is, for exchange to occur, each agency must be able to provide the other with resources it needs to achieve its goals. Although shared agency goals and complementarity of resources may be sufficient conditions for simple types of co-ordination, for more elaborate forms, some means of control must be established. Such control mechanisms may take the form of inter-agency agreements, regularly scheduled case conferences, or inter-agency committees.

The research group will try to apply parts of Levine and White's framework to the various Winnipeg Social Agencies that are involved in control and treatment of juvenile delinquent girls.

It is desired to see what level of co-ordination exists between agencies, such as the Juvenile Court, Children's Aid Society and Marymount. There is also interest in getting a rough idea of the existence of shared goals, complementary resources, and mechanisms of control. It is felt that an evaluation of existing inter-agency co-ordination may provide such pertinent information about the use made of available resources for delinquent girls.

In the initial planning stages of the research the importance of collecting data that would demonstrate something of the level of inter-agency co-ordination in the field of delinquency prevention and control was realized. It was realized that inter-agency co-ordination occupied a significant portion of the focus of the Social Service Audit<sup>1</sup>, but it was the researchers' opinion that much of the information contained therein was of a very general nature, leaving many specific and practical questions unanswered. It was concluded that the information presently required was of the detailed, operational variety. In deciding upon the actual information to be sought and the particular aspects of the problem to be dealt with, Levine and White's<sup>2</sup> criteria for assessing levels of inter-agency co-ordination was used as a guideline and then supplemented this with the conception (based on practical field experience and other literature related directly or indirectly to co-ordination) of other criteria and could be seen as indicators of inter-agency co-ordination.

<sup>1</sup>Report of the Social Service Audit, (Winnipeg: 1968)

<sup>2</sup>W. Reid, Inter-Agency Co-ordination in Delinquency Prevention and Control, (Social Service Review, Vol.38.

Having decided upon the information to be sought, the merits of several techniques for collecting the desired data were weighted, and for numerous reasons, it was concluded that the information required could best be obtained through the use of the interview method. The five agencies, previously found in the case studies to be most frequently involved, were chosen as the sample (Children's Aid Society of Winnipeg, Winnipeg Juvenile and Family Court, Child Guidance Clinic, Children's Hospital and Central Interlake Regional Office). The assessment was made that the simplest and most economical method of obtaining the required data was to go directly to the people who should be in a position to know them. It was felt that those responsible for the formulation of policy were likely to know about co-ordinating mechanisms at that level and that those responsible for the execution of a policy would know from day to day experience about co-ordination at that level. In the sample two persons were included from each of the five agencies selected, either the agency director or assistant director (chosen at their convenience) and an agency field worker (chosen from workers involved with delinquent girls).\*

As stated previously, the interview method was used in the study. The interview technique was chosen over the questionnaire as it was felt that it provided opportunities for greater

\*Staff limitations due to illness precluded our intentions to interview a worker at one of the agencies. At one agency, the worker was chosen at random by the interviewers. At the remaining agencies, the worker selected was based on the criteria of availability and/or amount of involvement with delinquent girls.

flexibility in eliciting information. In addition, it was felt it would be valuable for the interviewer to have the opportunity to observe both the respondent and the total situation to which he was responding. It was felt the interview was the best technique to allow any expression that may underlie the stated opinion. An attempt was made to capture most of the advantages of a questionnaire (e.g. its standardized wording, its standardized order of questions to ensure some uniformity from one measured situation to another) while limiting the degree to which the questions with standard wording may have diverse meaning for different people.

Information was obtained by asking twelve questions, aimed mainly at ascertaining "facts" and "standards of action".\*\* The form of the interviews could be said to be standardized but not rigidly so. The questions were predetermined and in some instances fixed alternative answers were presented. Unstructured elements were also employed in that several of the questions allowed completely undetermined responses, leaving the respondent free to answer in his own words. Thus, due to the nature of the information which was required, a combination of "fixed-alternative" questions and "open-ended" questions was employed.<sup>1</sup> The open-ended questions were seen to allow a free response from the subject rather than one limited to stated alternatives, and enabled the interviewer to use his discretion and insight regarding

\*\*See Appendix page 68.

<sup>3</sup>Claire Selltitz and Marie Johoda, Research Methods in Social Relations, p. 263.

the use of non-directive probes (e.g. "could you elaborate?"). In addition it facilitated a better understanding of how strong the opinions were and whether or not, in fact, the respondent had a clearly formulated opinion. The fixed-alternative or closed-end questions were seen to be the best method of gathering facts that could easily be "standardizable" and was generally used where alternatives were clear cut and where on the basis of logical possibility it seemed that the alternatives presented adequately covered the range of probable responses. In two or three instances, a combination of open and closed questions were employed together to facilitate the securing of factual information while allowing further elaboration of the respondent's own formulation.

The interview was further standardized to the extent that each of the respondents was questioned separately, and in view of the possibility that each question may have set up a frame of reference for succeeding questions, the questions were asked consistently in the same order to increase the likelihood that each respondent was exposed to the same stimulus. All questions were asked of each respondent. Also, the wording of questions was standardized to prevent the bias that would result if the interviewer had worded each question in his own fashion, and to ensure that all were replying to the same question.

With regard to the nature of the interview itself, it was realized that difficulty would exist in maintaining uniformity

from one interview to the next. An attempt was made to control the effect that personality differences of the interviewers may have on the situation by having all the interviews conducted by the same two individuals present at each. No time limit was set for the interview and although appointments were made in advance, an attempt was made to create an informal, friendly and permissive atmosphere in which the respondent would be encouraged to voice his frank opinions. Each respondent was interviewed privately and an effort was made to ensure each that he would not be personally identified. The interviewers were very familiar with the questions so that the questions could be asked word for word in a manner that as nearly as possible approximated conversation. Questions were repeated where there was evidence of lack of comprehension and the interviewers made a conscious attempt to help the subject understand the questions while simultaneously taking care not to bias the answers. The questions were not precoded and to limit interviewer error and bias the two interviewers recorded the responses verbatim with the goal being to get down everything each respondent said in reply. Both interviewers recorded simultaneously and immediately after each interview, responses were edited.

Two limitations of the particular method of data collection herein used to measure inter-agency co-ordination became rather obvious during the process of conducting the interviews. In the interview approach the data collected was limited to that which the respondent was willing and able to report. Although no



control or check was made to indicate that the information gathered was, in fact, thus affected, much previous research has unmistakably demonstrated how the answers, even to factual questions, may be influenced by the desire to appear "respectable".<sup>1</sup>

Also, it was clear that the degree of anonymity may have been a limiting factor in gathering information from such a small sample of agencies. Although a conscious effort was made by the interviewers to assure each respondent that he would not be personally identified, it is expected that the subjects may have been conscious of the agencies they represented and cautious because of a concern that something derogatory might come out of the completed study.

<sup>1</sup>Ibid. p. 237

## CHAPTER VII

### PRESENTATION OF FINDINGS

Refer to Questionnaire - Appendix A

In responding to the question of their agencies' goals in relation to juvenile girls presenting behavioural problems, there existed a fair degree of vagueness in most of the replies, but 7 of the 9 respondents mentioned treatment and enhancement of social functioning as a major goal of their agency. Eight of the nine respondents stated further that in their opinion, their agencies' goals in relation to juvenile girls presenting behavioural problems, were shared by other agencies providing services in this area. The respondents' perception of Marymound's objectives and major role in working with juvenile girls was not so clear cut and universal. Two thirds of the respondents view Marymound as primarily a Treatment Institution, while one third saw Marymound's major role being that of control.

TABLE 5

Respondent's Perception of Marymound Objectives and Major Role

<u>Treatment Seen as the Major Role of Marymound</u>	<u>Control seen as the major role of Marymound</u>	<u>Total Number of Respondents</u>
6	3	9

Further, five of the nine respondents viewed Marymound's major role as a combination of treatment and control. Of these five respondents three viewed treatment as being the primary function with control the secondary function. Two of the five respondents

saw the reverse as being true.

Perhaps a rather meaningful variation existed in the perception of Marymound as between those respondents at the senior administrative levels and those at the field worker level.

TABLE 6

Perception of Marymound's Objectives and Major Role as Perceived at the Administrative Level of the Various Agencies

<u>Total Number of Administrative Level Respondents</u>	<u>Treatment seen as Major Role</u>	<u>Control seen as Major Role</u>
5	5	0

TABLE 7

Marymound's Objectives and Major Role as Perceived at the Worker Level of the Various Agencies

<u>Total Number of Field Work Respondents</u>	<u>Treatment Seen as Major Role</u>	<u>Control Seen as Major Role</u>
4	1	3

With regard to the existence of certain specific mechanisms that may be an indication of the level of inter-agency co-ordination, the following was discovered:

TABLE 8

Specific Mechanisms of Inter-Agency Co-ordination

Total Number of Agencies in Sample	Agency has developed specific and consis- tent procedure for gathering and sharing information with other agencies upon first contact with a girl	Agency has devel- oped prepared form material to facilitate ex- change of inform- ation with other agencies	Agency had developed specific rules and procedures outlining the nature of con- tact with other agencies
5	1	4	1

Of the four agencies having no specific and consistent procedures for gathering and sharing information, the decision to, in fact, seek information from other agencies is left to the discretion of the individual field worker. In one instance the field worker stated that he relies mainly on the client to tell him of previous involvements with other agencies. In the instance where the agency (Director) did indicate that a specific and consistent procedure had been laid down, the worker interviewed in that agency stated that in practice at the field level these procedures were not regularly followed. Eight of the nine respondents stated that gathering and sharing information upon first contact with a girl was desirable. One respondent disagreed with the practice of seeking prior information on a girl claiming such information as unnecessary and often unbeneficial.

Although four of the five agencies use some type of prepared form material to facilitate exchange of information between

agencies, the actual quantity of form material in each case is not extensive and largely takes the form of standardized social histories and referral forms. In no instances did an agency have prepared form material to facilitate co-ordination with more than two other agencies.

As seen from the above table, only one agency has developed specific rules and procedures that outline the nature of their agencies contact with other agencies. Four of the five agency directors (or assistant directors) stated that they encouraged as much informal contact between agencies as possible and the only limitations on their field worker in this regard was the necessity to have letters to other agencies go out under the supervisors' signatures.

Each of the sample agencies is involved to some extent in the sharing of resources (e.g. staff, facilities) with other agencies providing related services. The following chart demonstrates the occurrence of some specific examples of this inter-agency sharing.

TABLE 9

Agencies	Foster Homes	Facilities	Actual Placement of Staff in Other Agencies	Non-Continuous Joint Staff Involvement, e.g. Joint Client Interviews
C.A.S.	X		X	X
C.G.C.		X	X	
Court		X	X	
Children's Hosp.		X		
Dept. of Soc. Dev.	X			X

When asked if in their opinion, the greater part of their agencies' involvement with other agencies was accomplished on a case to case basis, each of the respondents replied in the affirmative. In response to the request to designate in order of usage the most frequently used media of contact between the workers of their agency and other agencies, some variation in opinion was noticed between the respondents at the worker level as compared to the respondents at the higher agency levels. All respondents listed the telephone as most frequently employed media of worker to worker contact. In the opinion of seven of the nine respondents, the media of contact in order of usage was the phone, followed next by letters, then person to person contact with case conferences being the least frequently used media of contact.

A detailed description of several particular mechanisms of co-ordination used between each of the five respondent agencies was obtained. For purposes of presenting the findings, the data gathered can be generalized and shown in a chart form as follows:

TABLE 10 - Mechanisms of co-ordination with one or more other agencies involved in providing service to girls presenting behaviour problems.

TABLE 11 - Mechanisms of co-ordination with two or more other agencies involved in providing service to girls presenting behaviour problems.

TABLE 12 - Mechanisms of co-ordination with three or more other agencies involved in providing service to girls presenting behaviour problems.

TABLE 10

MECHANISMS OF CO-ORDINATION WITH ONE OR MORE OTHER AGENCIES INVOLVED  
IN PROVIDING SERVICE TO GIRLS PRESENTING BEHAVIOR PROBLEMS

Agencies	Case Conferences		Conferences above the Case Level				Mutually Assisting Another Agency in Program and Policy Development	Joint program and/or Policy Meetings
	Ad Hoc	Regular	Specific Task Oriented Conference		Staff Development Conferences			
			Ad Hoc	Regular	Ad Hoc	Regular		
Children's Hospital	X	X	X	X			X	X
Children's Aid Society	X	X	X	X	X		X	X
Child Guidance Clinic	X		X	X	X		X	X
Family Court	X		X		X			X
Dept. of Health & Social Development	X		X				X	

TABLE 11

MECHANISMS OF CO-ORDINATION WITH TWO OR MORE OTHER AGENCIES INVOLVED  
IN PROVIDING SERVICE TO GIRLS PRESENTING BEHAVIOR PROBLEMS

Agencies	Conferences above the Case Level						Mutually Assisting Another Agency in Program and Policy Development	Joint Program and/or Policy Meetings
	Case Conferences		Specific Task Oriented Conference		Staff Development Conferences			
	Ad Hoc	Regular	Ad Hoc	Regular	Ad Hoc	Regular		
Children's Hospital	X							
Children's Aid Society	X	X	X		X			
Child Guidance Clinic	X				X			
Family Court	X		X				X	
Dept. of Health and Social Development	X							



TABLE 12

MECHANISMS OF CO-ORDINATION WITH THREE OR MORE OTHER AGENCIES INVOLVED  
IN PROVIDING SERVICE TO GIRLS PRESENTING BEHAVIOR PROBLEMS

Agencies	Conferences above One Case Level						Mutually Assisting Another Agency in Program and Policy Development	Joint Program and/or Policy Meetings
	Case Conferences		Specific Task Oriented Conference		Staff Development Conferences			
	Ad Hoc	Regular	Ad Hoc	Regular	Ad Hoc	Regular		
Children's Hospital	X							
Children's Aid Society	X							
Child Guidance Clinic	X							
Family Court	X			X				
Dept. of Health & Social Development	X							

The concluding question of the interview, asked each respondent's opinion as to whether or not he would describe inter-agency exchanges in the field of delinquency prevention and control, as being basically systematic, extensive and well-planned. Six of the nine respondents replied in the negative to this question. A variation existed between the replies of the respondents at the worker level as compared with those of the senior level.

Interviewees' Perceptions of Present Level of Inter-Agency Exchanges

Question: Would you describe inter-agency exchanges in the field of delinquency prevention and control as being basically systematic, extensive and well-planned?

Answers:

TABLE 13

	Response of Workers	Response of Administrators	Total
AFFIRMATIVE	1	2	3
NEGATIVE	3	3	6

Each of the respondents was asked if he wished to elaborate on his reply to the above question. Difficulties and criticism of the existing state of inter-agency exchanges included: Problems of jurisdiction, agency jealousies, differences in professional opinions, the existence of gaps and overlaps, "slough offs" because of cost factors, lack of overall planning, resources not being perceived properly, and general resource lacks. Recommendations were suggested by a

few and included: the development of a comprehensive planning body in the field of juvenile delinquency, the establishment of a central registry system to allow for closer co-ordination of services to clients, increased use of staff development conferences and more honest involvement and commitment of agencies to increased inter-agency meetings about all levels of agency activities including case discussion and concerns at broader levels.

## CHAPTER VIII

### DISCUSSION OF FINDINGS

The presentation of findings about measurement of Inter-Agency Co-ordination in Delinquency Prevention and Control is meaningful as it provides a description of the relationships among five welfare agencies involved with girls presenting behavioral problems. It does this by viewing the agencies as being involved in interorganizational exchanges (e.g. referral of clients, labor services, resources other than labor services such as information on cases) essential to goal attainment. Referring back to the Levine and White instrument for Measurement of Inter-Agency Co-ordination in Delinquency Prevention and Control, it was suggested that by considering the extensiveness of the exchange, one can distinguish various types and levels of co-ordination.

The lowest level of co-ordination, commonly referred to as "ad hoc case co-ordination" (i.e. consisting generally of co-ordinated activity generated solely by individual practitioners to meet the needs of particular clients) appears to account for a great deal of the exchange occurring between the five agencies of the sample. All respondents were of the opinion that the greater part of their agencies' involvement with other agencies was accomplished on a case to case basis. That this involvement is largely of an ad hoc variety can be seen, for example, from the fact that the majority of case conferences

(one of the vehicles for inter-agency contact) are "ad hoc" in nature and are not, therefore, regularly scheduled occurrences.

The level of co-ordination is not limited to the "ad hoc" variety and there does exist evidence, although limited, of both the second and third co-ordination levels as designated in the instrument employed. Evidence of the existence of co-ordination at the second level (i.e. still on the case level but with the goal of meshing services from different agencies in relation to the particular case) can be found, but it appears to be of the token variety. At least two of the respondent agencies have developed regular case conferences, although no standing case conference committees have been developed; only one agency has developed a specific and consistent procedure for gathering and sharing of information with other agencies; one agency has developed specific rules outlining the nature of their contacts with another agency, and four agencies have developed some (previously described as limited) prepared form material to facilitate inter-agency exchange of information.

What perhaps can be described as the barest hints of evidence to support the existence of the third level of co-ordination (i.e. described by our instrument as program co-ordination, centered not on individual cases but on agency programs) were found in the study. Findings showed that both specific task oriented conferences and staff development conferences, for example, were occurring, but were largely involving only one or

two agencies as evidenced by the fact that there does not exist any such conferences on a regular basis involving two or more other agencies. Similarly, although there exists a high degree of joint-involvement at the program and policy level, this activity usually involves only a one to one relationship between agencies and is almost negligible when one moves beyond the one to one inter-agency relationship.

Thus, in conclusion, it can be interpreted that the bulk of inter-agency co-ordination between the five sample agencies involved is of the "ad hoc" level one variety. There is evidence, although somewhat limited, of both the higher levels of co-ordination as defined in the instrument.

**SECTION D.**

## CHAPTER IX

### CONCLUSIONS AND SUGGESTIONS FOR FURTHER STUDY

The overall focus of this research has been to examine something of the procedure whereby juvenile girls are eventually placed in Marymount. Particular emphasis has been directed to an examination of several socio-cultural variables and the general level of inter-agency co-ordination as these factors may be affecting the placement process. In conclusion, it has been seen that the three major socio-cultural variables affecting the placement process, as found within this study, are home status, ethnicity, and residence-related factors such as major area of residence, plus residence mobility. From within the limitations of the data and findings of this research, it is strongly recommended that further such studies on the treatment and case disposition processes involved with juvenile delinquent girls focus more specifically on these socio-cultural variables. The importance of these variables has been explored to an insufficient depth within this study, but the emerging indications of relationships between these variables and to the history of the girls' placement process point clearly to need for further recognition of these factors.

The research has also concluded that the ad hoc level of inter-agency co-ordination is the most predominant. It is probably safe, therefore, to assume that there are no controlling mechanisms co-ordinating the total referral system that conscientiously and consistently apply any predetermined criteria that affect the point



in time in the career of a delinquent girl at which she is considered for institutional treatment. Further, as evidenced by the data, the primary function of Marymound is viewed at the worker level (Table #8) by some as treatment and others as control. These perceived differences in Marymound's function are bound to determine worker philosophy about the proper use of Marymound and hence affect at what point in the delinquent girl's career institutional placement should be considered at Marymound. To the extent that the above is true, it is safe to conclude that the point in time of a delinquent girl's career at which she is referred to Marymound, depends to a large extent with which agency or agencies she becomes involved.

This is an area that if further studied could lead to some rewarding conclusions concerning the referral process of agencies in Winnipeg dealing with delinquent girls. A more detailed understanding of this referral process would provide not only indications of how to improve the total situation but also would lead to a greater understanding of exactly what a "delinquent" girl might be expected to experience from the "system" in terms of number of agency contacts, etc. This information may further reveal more conclusive information re attitudes of the various agencies towards treatment of the "delinquent" girl. (Are the agencies in fact reluctant to treat this population group?)

The ad hoc nature of the present system is bound to be affecting the use of Marymound and other such institutions. Also,

if Marymound is to be used appropriately by the system of agencies dealing with delinquent girls, these agencies must first come to some common understanding of the primary function of Marymound.

It is apparent that existing methods (annual reports sent to agency, worker to worker explanation, etc.) of self interpretation to other agencies are not sufficient. It is, therefore, suggested that Marymound should be initiating other more comprehensive strategies to enlighten the "system" as to the proper use of its (Marymound's) resources.

## APPENDICES

APPENDIX I

EXCERPT FROM THE JUVENILE DELINQUENTS' ACT OF CANADA 1927

Juvenile Delinquents. Chap. 160

19. (1) When in a proceeding before a Juvenile Court a child of tender years who is called as a witness does not, in the opinion of the judge, understand the nature of an oath, the evidence of such child may be received, though not given under oath, if in the opinion of the judge such child is possessed of sufficient intelligence to justify the reception of the evidence and understands the duty of speaking the truth.

Child's  
oath may  
be dis-  
pensed with.

(2) No person shall be convicted upon the evidence of a child of tender years not under oath unless such evidence is corroborated in some material respect. 1929, c. 46, s. 19.

Corroborative  
evidence.

20. (1) In the case of a child adjudged to be a juvenile delinquent the court may, in its discretion, take either one or more of the several courses of action hereinafter in the section set out, as it may in its judgment deem proper in the circumstances of the case:

Release  
on  
probation.

- (a) suspend final disposition;
- (b) adjourn the hearing or disposition of the case from time to time for any definite or indefinite period;

- (c) impose a fine not exceeding twenty-five dollars, which may be paid in periodical amounts or otherwise;
- (d) commit the child to the care or custody of a probation officer or of any other suitable person;
- (e) allow the child to remain in its home, subject to the visitation of a probation officer, such child to report to the court or to the probation officer as often as may be required;
- (f) cause the child to be placed in a suitable family home as a foster home, subject to the friendly supervision of a probation officer and the further order of the court;
- (g) impose upon the delinquent such further or other conditions as may be deemed advisable;
- (h) commit the child to the charge of any children's aid society, duly organized under an Act of the legislature of the province and approved by the Lieutenant-Governor in Council, or, in any municipality in which there is no children's aid society, to the charge of the superintendent, if one there be; or
- (i) commit the child to an industrial school duly approved by the Lieutenant-Governor in Council.

(2) In every such case it is within the power of the court to make an order upon the parent or parents of the child, or upon the municipality to which it belongs, to contribute to its support such sum as the court may determine, and where

Support  
of  
child.

222½

3515

R.S., 1952

APPENDIX II

CASE DATA COLLATION SHEET

- 1) NAME . . . .
- 2) BIRTHDATE . . . .
- 3) ADDRESS . . . .
- 4) DATE OF ADMISSION . . . .      AGE AT ADMISSION . . . .
- 5) METHOD OF ADMISSION    1) Voluntary  
                                       2) Involuntary  
                                       3) Informal  
                                       4) Other \_\_\_\_\_
- 6) ADMISSION REQUESTED BY
- |                             |  |
|-----------------------------|--|
| 1) self                     | 9) C.A.S. or C.C.A.S.                      |
| 2) Parents or guardian      | 10) Court                                  |
| 3) G.P.                     | 11) Correctional Institution               |
| 4) psychiatrist             | 12) Dept. of Health and Social Development |
| 5) Other medical specialist | 13) Group home                             |
| 6) social worker            | 14) school                                 |
| 7) psychologist             | 15) Other _____                            |
| 8) out-patient clinic       |  |
- 7) NAME OF AGENCY . . . . .
- 8) NAME OF WORKER . . . . .
- 9) WARD OR NON-WARD . . . . .
- 10) PARENTS MARITAL STATUS
- |                                |                |
|--------------------------------|----------------|
| 1) single                      | 5) common-law  |
| 2) married and living together | 6) separated   |
| 3) widowed                     | 7) Other _____ |
| 4) divorced                    |                |
- 11) GUARDIANSHIP - parental  
                                       - Other
- 12) PARENTS EDUCATION
- |              |              |
|--------------|--------------|
| FATHER _____ | MOTHER _____ |
|--------------|--------------|
- 13) PARENTS OCCUPATION
- |              |              |
|--------------|--------------|
| FATHER _____ | MOTHER _____ |
|--------------|--------------|
- 14) GIRL'S EDUCATION . . . .

- 15) RELIGION . . . .
- 16) ETHNIC ORIGIN . . . .
- 17) HOME ENVIRONMENT (Brief Description)
- 18) Number of agency contacts

First contact

- 1) Age . . . .
- 2) Date of contact . . . .
- 3) Nature of contact . . . .
- 4) Resulting action . . . .
  - A) Treatment . . . . . a) active  
(i.e. casework, etc.) b) non-active

Involvement of collateral resources . . . .

- a) Active
  - 1) Phone calls . . . .
  - 2) Number of letters . . . .
  - 3) Case Conference . . . .
- b) Non-active . . . .
- B) Placement out of home . . . .
- C) Date of discontinuance of agency control . . . .
- D) Nil .. (no follow-up) . . . .
- E) Disposition in court . . . (committal . . . .)  
(other . . . .)
- F) Referral . . . .
  - 1) Name of agency . . . .
  - 2) Name of worker . . . .
  - 3) Method of referral . . .
    - a) Letter ...
    - b) Phone ...
    - c) Case  
Conference...
    - d) Policy matter...
    - e) Other .....



APPENDIX III

QUESTIONNAIRE RE: GIRLS' INTERPRETATIONS

- 1) When do you remember having your first social worker?  
Where? What agency?
- 2) How many social workers did you have before you came to  
Marymount?
- 3) Who first mentioned Marymount to you? How long was it from  
that time until the time you actually came to Marymount?
- 4) Why do you think you came to Marymount?
- 5) How many times can you remember that your family moved from  
one place to another?
- 6) What is your father's and mother's occupation? What is their  
education?
- 7) How many foster homes have you been in?
- 8) How many brothers and sisters do you have? What place are  
you in your family?

APPENDIX IV

A QUESTIONNAIRE: REGARDING INTER-AGENCY CO-ORDINATION IN  
DELINQUENCY PREVENTION AND CONTROL

1. Briefly state your agency's goals in relation to juvenile girls presenting behavioral problems.
  
2. In your opinion, are your agency's goals re the above shared by other agencies providing service in this area?
  
3. Briefly state your perception of Marymount's objectives and major role in their work with juvenile girls.
  
4. List several agencies with which your agency is frequently involved re the above population grouping.
  - 1.
  - 2.
  - 3.
  - 4.
  - 5.
  - 6.
  
5. In your opinion, is the greater part of your agency's involvement with these other agencies accomplished on a case to case basis?

6. When a girl first comes in contact with your agency, is there a specific and consistent procedure (e.g. an information exchange system) for gathering and sharing information with other agencies?
  
7. Does your agency have prepared form material to facilitate exchange of information between your agency and other agencies?
  
8. In your opinion what are the most frequently used media of contact between the workers of your agency and other agencies? Attempt to designate in approximate order of usage.
  - Phone
  - Letter
  - person to person
  - Case conferences
  - Other
  
9. Are there specific rules and procedures in existence that outline the nature of your agency's contact with any other agencies.  
Please specify.

10. Sometimes agencies providing related services share their resources (e.g. staff, facilities) with other agencies. Is your agency involved to any extent in this type of exchange with regard to services for juvenile girls? Please specify.

11. Designate the particular mechanism of co-ordination used between your agency and other agencies with which your agency is frequently involved re the juvenile girl.

Name of Agency \_\_\_\_\_

Ad hoc case conferences \_\_\_\_\_

Regular case conferences \_\_\_\_\_

Conferences above the case level

a. Specific task-oriented conferences \_\_\_\_\_

b. Staff development conferences \_\_\_\_\_

c. Other \_\_\_\_\_

Mutually assist one another in program  
and policy development \_\_\_\_\_

Hold Joint program and/or Policy Meetings \_\_\_\_\_

12. In your opinion would you describe inter-agency exchanges in the field of delinquency prevention and control, as being basically systematic, extensive and well planned?

Name of Agency \_\_\_\_\_  
(as above)

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