

A DELIVERY OF SERVICE MODEL TO MORE EFFECTIVELY MEET
THE BEHAVIORAL AND EDUCATIONAL NEEDS OF YOUTH
IN CONFLICT WITH THE LAW: A CO-OPERATIVE
APPROACH BETWEEN THE COMMUNITY
SCHOOL AND THE PROBATION
SERVICE

A PRACTICUM REPORT

BY

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PREFACE

Delinquency and the consequential involvement of the Court into the life of juveniles has been, to date at least, a socio-legal approach to behavioral change. A large number of juvenile offenders, however, are also involved with the public school and may be legally required to maintain that relationship due to their age. Traditionally, the two agencies, namely Probation Services as representing the Court and the Public School system, have had little opportunity to co-operatively discuss and develop common plans for the behavioral change of their mutual client-student.

Personnel in both the public school and Probation Services appear to experience frustration and some lack of understanding with regard to the problems and progress of the youthful offender in his separate environments. Teachers often have little knowledge of the child's life outside the classroom and probation staff little appreciation of the attempts and concerns of the school to producing positive behavioral change within students.

A vehicle to bring together two of the major change agents in the life of the juvenile offender was seen as necessary. It was anticipated that through a co-operative assessment and planning process for behavioral change, change would be more likely to occur. The model presented in this study was seen as such a vehicle to facilitate the development of a common, consistent strategy for encouraging positive change in the life of the juvenile offender.

The study was completed as a Graduate Field Practicum as opposed to a Research Thesis. The writer has chosen to report findings through the thesis format due to the universally accepted nature of data presentation. Tight scientific research techniques were not utilized, nor considered appropriate, in all phases due to the nature of the study. It will further be noted that much data reported herein is subjective and intuitive in nature. Any study attempting to report on and be concerned with attitudes and beliefs must necessarily be thus phrased.

It was the intent of this investigation, then, to develop and try a practical, realistic model to increase the communication between the school and the Probation Service, and in this way increase the level and quality of a coordinated delivery of service as it pertains to youth in conflict with the law.

Acknowledgements

The writer is indebted to a number of agencies and individuals for their assistance in completing this study. Any study or research is necessarily dependent on many for ideas, guidance, criticism and support. Firstly, to Dr. M.J. Hughes, Professor of Special Education, Faculty of Education, University of Manitoba, I express my sincere thanks for the prodding and encouragement needed to complete the task. Similarly, the efforts of two other resource

persons, Drs. L.Breen and R.Bartel are appreciated.

Secondly, my thanks are directed to the National Institute On Mental Retardation for their financial support to stimulate such an investigation into the nature of the juvenile offender.

Thirdly, without the cooperation of numerous teachers and staff members within the various school systems of Winnipeg, and staff at the administrative and field level of Manitoba Probation Services, the study could not have been attempted. The writer is particularly indebted to all staff members within the Remand-Attendance Centre for their help in assisting the writer to become more knowledgeable in the practical issues of juvenile delinquency and treatment concepts.

Finally, it should be noted that the opinions and conclusions reported in this study are those of the writer and do not necessarily represent the policies nor opinions of the various individuals or agencies involved with the study.

Philip Saurette
August, 1979

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CHAPTER 1

INTRODUCTION TO THE PROBLEM

INTRODUCTION

The Comptroller-General of the United States (1977) has stated that:

Youth arrests for all crimes (in the U.S.) rose 138% between 1960-74. Juveniles under the age of eighteen years are the largest contributors to the nation's crime problem... Recidivism rates among juveniles are also more severe than among adults, with estimated figures ranging from 60-85%.... The average cost of incarceration is about \$12,000 per year per child. (p.1)

Other research has further noted that upwards to one youngster in nine will find himself in Court before age eighteen.

As noted, marked increases in the incidence of juvenile delinquent behavior in the last fifteen years have prompted many investigators and researchers to examine the factors common to delinquents. For example, a number of researchers such as

Kvaraceus, Verman and Siegel, Mauser and Rice have suggested that a strong correlation exists between school progress and delinquency.

Feldhusen (1973), in a report condemning the effectiveness of the school in preventing delinquency, notes:

The school is one major factor contributing to delinquency.... It fails to teach less able, disadvantaged youth well.... For the most part these youngsters are condemned by the school and left to their underachievement.
(p.4)

Mauser (1974) noted in his standardized profile that the typical juvenile offender is likely to be 13-14 years of age. It is then obvious that the offender is still of legal school age. Thus at least two major human resource agencies are likely to be involved in the life of the juvenile offender - the probation agency as an extension of the Court, and the public school system.

Lemert (1971), in a review of traditional approaches to delinquency prevention and rehabilitation, found that the probation model, the school model, and the law enforcement model, as separate entities, have not been shown to be particularly effective in the area of delinquency prevention or rehabilitation. He suggests that a community involvement model, which attempts to draw together the school, law enforcement and child welfare agencies, may be more successful in terms of prevention and rehabilitation.

Lemert (1971) concludes his research with the suggestion that such a theoretical concept of community involvement requires investigation. It is thought that studies involving personnel at

all levels of the justice and academic communities, focusing on the connections between the agencies current in the child's life, may shed light into the reality of a multi-agency orientation to delinquency prevention and rehabilitation.

It was the intent of this investigation, then, to develop a practical model to increase the level and quality of a coordinated delivery of service as it pertains to youth in conflict with the law.

An integrated psycho-social educational approach to meeting the behavioral and educational needs of the child is suggested. The vast array of support systems now available to the child from different agencies could be coordinated to more effectively modify aberrant behavior.

The current trend to community-based rehabilitative programs is apparent within the juvenile justice system as it is in other human resource service systems. As we can expect such an emphasis to continue, it seems appropriate to examine the merits of a cooperative approach between the juvenile justice system and the public educational system.

PURPOSE

The purpose of this practicum-based investigation was to:
Investigate the efficacy of a coordinated, community-based delivery of service model towards meeting the psycho-social and educational needs of youth in conflict with the law.

Such an investigation implies some level of existing service delivery. It was thus necessary to further identify a number of associated research questions upon which the major question could be based.

SUB-PROBLEM 1

To identify and measure client-student's specific entry skill levels in the targeted subject areas of Mathematics and language. What are the educational assets, liabilities and behavioral characteristics of the subjects? Are there observable common characteristics within the sample?

Recent research has suggested that there is a positive association between poor school performance and juvenile delinquency, and that generally schools have had little success in accommodating these special children in an educational setting. This research attempted to examine the educational achievement of subjects within the sample and the level and quality of service delivery relative to cooperative planning.

SUB-PROBLEM 2

To identify gaps in the present delivery of service to youth in conflict with the law while attending school.

Inherent with any suggestion to improving or changing the kind, amount or quality of service presently being delivered to

the population in question is the task of determining the current situation. In this study it was necessary to identify gaps from the perspective of the classroom teacher. It was felt that the classroom teacher often experienced feelings of frustration associated with limited knowledge of the child's social lifestyle. It was further speculated that any mechanism to facilitate communication, and thus sensitivity to the child's needs, would enhance the entire educational process.

SUB-PROBLEM 3

Development and implementation of appropriate instructional and behavioral strategies to bring about positive change in the client-student's lifestyle while attending community schools.

Once the diagnostic information, with regard to the subject and the service, is available, it is incumbent upon the researcher to overlay the existing with the proposed. This final sub-problem was to encourage the development and incorporation of appropriate strategies through cooperative management. It was felt that if each of the partner agencies, the probation unit and the school, were aware of the involvement of each other, a cooperative and mutually advantageous set of strategies could be developed, respecting the domains of each agency. The final goal being, of course, to assist the youthful offender to develop

skills and attitudes to more effectively interact with the larger community.

DEFINITIONS

What happens when a juvenile gets into trouble with the law? If the offense is spectacular enough to come to the attention of the media, the last thing the public is told is that the youth was "turned over to juvenile authorities". What do they do? What happens to the youth? It should be noted that at least four definitions are necessary for a clear understanding of such matters:

- (1) Juvenile: in Manitoba a child is any person under the age of eighteen years. It should be noted that the legal age is set by individual provinces, and so varies across the country. In Ontario, it is sixteen, in British Columbia, seventeen, and in Alberta the age of majority for boys is sixteen, but for girls it is seventeen years.
- (2) Juvenile Delinquent: according to the Juvenile Delinquents Act, a Federal law passed by Parliament

in 1929, is defined as:

Any child who violates any provision of the Criminal Code or any federal or provincial statute, or of any by-law or ordinance of any municipality, or who is guilty of sexual immorality or any similar form of vice, or who is liable by reason of any other act to be committed to an industrial school or juvenile reformatory under any federal or provincial statute. (p. 567, Pocket Criminal Code and Miscellaneous Statutes 1978)

As can be noted the definition includes all those children below the provincial age of majority who are found by a Court to have violated any federal, provincial or municipal statute or by-law.

(3) Youthful Offender: and youth in conflict with the law- those children alleged to have committed a delinquent act; term is used synonymously with juvenile delinquent.

(4) Probation:

A process involving personal contact with probationers, their families and significant other persons, the freeing-up of educational, employment and social opportunities in the community and the use of community resources whereby the individual is assisted to develop and/or re-direct his personal resources into constructive, rewarding, law-biding channels... (p. 3, Section 1-3, Manitoba Probation Services- Training and Procedures Manual).

SCOPE OF THE STUDY

The investigation described here is limited to a sample of nine youths referred to the Remand-Attendance Centre, Manitoba Probation Services, who were attending a Greater Winnipeg community school during the academic year, 1978-1979, and who were between the age of 14 and 17 years of age.

The data reported herein was collected during a six month period between January 1, 1979 and June 30, 1979.

It should be noted that the scope of the study is fairly restrictive due to the experimental, start-up nature of the Remand-Attendance Centre. The criteria for acceptance of subjects into the study were:

- Youth, male and female, ages 13-17 years, expected to be under active probation order/supervision as provided by the Remand-Attendance Centre during the period between January 1, 1979 and June 30, 1979.
- Attending a Greater Winnipeg community school during the academic year 1978-1979.

LIMITATIONS OF THE STUDY

Due to the nature of the study it was necessary to limit the sample population according to very exact criteria. The sample under investigation therefore may not be entirely representative of the larger youthful offender population because of the initial

selection process of the Remand-Attendance Centre. The results and conclusions stated here may not apply to that sector of the population that did not meet entrance requirements to the program.

Further, the matter of timing is worthy of mention. It should be noted that the Remand-Attendance Centre became operational only six months prior to the study, and for all intents and purposes, was in the process of evolving treatment philosophies and practices during the period of the study. Such evolutionary principles have undoubtedly affected the data collected in the study.

It should be further noted that the staff person primarily responsible for maintaining the school-agency liason left the employ of Probation Services before the final data were collected. The position was not yet filled at the time of this writing; a fact which has likely influenced the study in that contact with schools could not be maintained to the conclusion.

INTRODUCTION TO MANITOBA PROBATION SERVICES

To more clearly indicate the relationship of the present study to existing literature and research in the area of juvenile delinquency treatment concepts, it is necessary to first present an overview of the Manitoba Probation Service, its policies and procedures, as related to published literature.

ORGANIZATION

The Manitoba Corrections act determines the manner in which juvenile offenders are dealt with by authorities in this province. This Act has spelt out procedures for the screening of delinquency referrals by Probation Officers in consultation with Crown Attorneys and for the non-judicial disposition of cases. It has set out guidelines to be followed by the police with reference to the detention of children and has provided for an immediate review and release of children detained under the Juvenile Delinquents Act.

Manitoba Probation Services presently falls within the aegis of the Department of Health and Community Services. Within the recent past this branch has been associated with the Department of Health and Social Development, and as a separate ministry through the Department of Corrective and Rehabilitative Services.

Manitoba Probation Services is administratively divided into two sectors- Winnipeg Probation and Rural Manitoba Probation. In Winnipeg Probation Services the branch is divided into eight

district units and an alternative treatment centre called the Remand Attendance Centre.

Each district office is responsible for providing adult and juvenile probation services within a given geographical area of Winnipeg. Within each unit, cases are assigned by the Senior Probation Officer on the basis of the intensity of supervision required and the differential classification of probationers in accord with their characteristic needs and compatibility with the "worker style" of the Probation Officer.

The Remand Attendance Centre is also considered to be a district unit but accepts referrals from all other units and thus serves the entire city. This experimental unit deals with the more serious juvenile offender who is seen as likely to be continuing in this delinquent pattern without intensive treatment or supervision. This unique treatment unit became operational in September, 1978. It was within this unit that the present study was undertaken.

POLICIES AND PROCEDURES

All juveniles allegedly involved in delinquencies are referred under Section 11(4) of the Manitoba Corrections Act to the Manitoba Probation Services. On the basis of available information from police, the Probation Officer, in accordance with Section 12 of the Corrections Act, decides whether or not

formal court action is required. It is estimated that approximately one-half of all delinquency referrals are dealt with by way of informal non-judicial action. This may include referrals to the Child Welfare authorities or some undertaking to make restitution or take preventative action where appropriate.

Probation Officers are involved in all juvenile matters before the Family Court. They provide written assessments and court reports in all cases other than violations of the Highway Traffic Act. The Probation Officer's assessments and reports to the Court attempt to present a picture of the delinquent juvenile as a person, his personality, the quality and nature of his relationships with his parents, siblings, peers, his attitudes to stress, his functioning at school or work, his strengths and weaknesses together with suggestions as to what plan or course of action is most likely to deliver him from further delinquent behavior. This comprehensive assessment process is designed to provide an entire perspective of the child and his lifestyle.

PROBATION SUPERVISION

Probation is seen as one of the more effective methods of reintegrating or maintaining offenders in the community, as it interferes least with the normal life patterns of the offender and his family. In theory, at least, probation makes it possible to utilize a variety of community services to help offenders assume

an increasing degree of normal, individual, family and social responsibilities within their communities.

Of all the referrals to Probation Services "Only about 12% are placed on probation by the Court" (Appendix 1, p.4).

Probation may last for a few months or until age eighteen. During the period of probation the Worker tries to provide counselling help in situations of family difficulty, school problems, employment needs... (Appendix 3, p.7).

As can be expected, probation supervision is concerned with the total configuration of the offender's personality, his relationship to his family, his community and society at large.

Efforts are made to establish a positive interaction between him (the juvenile or adult offender) and the major societal institutions, such as place of employment, home, school... (Appendix 2, p.4).

DESCRIPTION OF THE RESEARCH SETTING

LOCATION

As previously noted, this study was specifically concerned with that population of youthful offenders assigned to an experimental, alternative treatment program within the Manitoba

Probation Services, namely the Remand Attendance Centre, located at 400-238 Portage Avenue. It should be noted that this unit is presently located at 300-960 Portage Avenue.

POPULATION

This alternative treatment program serves approximately sixty delinquent youth who have been previously detained at the Manitoba Youth Centre under the Juvenile Delinquents Act. This population, composed of both male and female offenders between the ages of 14-17½ years, generally have had a prior history of conflict with the law and are **referred by a Family Court Judge** as the final probation alternative to committal or out-of-the-home placement.

Criteria for entry into the program are as follows:

- between the age of 14-17½ years,
- no previous transfer to adult court,
- youth and parents/guardians must be willing and able to agree to the conditions of the contract, and
- must have a family or adoptive home in which the youth can be maintained.

Generally, the juveniles considered for such disposition by the Court are multiple-time offenders with a lengthy history of major and minor offenses against person and property. These youth come from varied socio-cultural and economic backgrounds. Two common characteristics presented are the history of repeated

unlawful acts and previous involvements with Manitoba Probation Services.

TREATMENT PHILOSOPHY

One experimental approach in juvenile justice and probation treatment rests largely in the hypothesis that intensive supervision of the juvenile can assist him to develop and demonstrate more socially acceptable behaviors in the larger community. The approach utilizes a community orientation to maintaining the youthful offender within his family home. The approach is in contrast to the traditional choice of supervised probation, with a maximum of four contacts with the client in any given month, and last resort commitment. Kittrie (1971) observed that:

The frequent choice between poorly supervised probation, on one hand, and last-resort commitment on the other, is much too narrow. There is a need for dispositions less drastic than commitment yet more meaningful than probation, which can at the same time afford juvenile authorities an effective scrutiny of the youth's rehabilitative record. (p.34)

Within his research Kittrie (1971) further notes that:

There is no doubt that in the juvenile delinquency process,... there will be in the coming years a drastic

departure from primary reliance upon institutional treatment in remote locations, and a growing emphasis, instead, on community-centered diagnostic and treatment facilities... (p.34).

The Remand-Attendance Centre attempts further to direct the attention of all family members, not just the offender, to assuming responsibility for deviant behavior. Family counselling for ownership of responsibility, commitment to positive change and the setting of goals are stressed.

Social contracting theory with the youth and his family is practised to clarify roles and establish goals within the family unit. Support and cooperation from all family members is sought to assume a greater probability of positive, long-lasting change.

As the juvenile enters the program he undergoes a brief assessment period. This interview format yields limited psycho-social information with an emphasis on social interaction skills and maturity patterns.

Using the information thus obtained, a personal-social contract is developed outlining goals and target behavioral expectations. Appendix 4 is an example of such a contract. For example, if the youth is attending school his contract will encourage him to continue. If the juvenile is beyond school age and shows no interest in educational activities he may be encouraged to seek employment through the contractual agreement.

DIRECT SERVICES

The direct services offered by the Remand-Attendance Centre to the youth and his family are as follows:

- supervision- daily supervision of the probationer;
- family intervention- intensive input with families on a "working with" rather than "doing for" basis;
- group intervention- using the peer group to alter attitudes of probationers and develop pro-social skills;
- individual intervention- frequent contacts with all probationers to establish close, supportive authority relationships;
- school involvement- assisting probationers to re-enter or maintain a positive status with the public school system;
- employment assistance- helping probationers to obtain employment, budget, plan and develop employment goals or options;
- recreational activities- utilizing existing community facilities and Centre activities help probationers develop and appreciate recreational options.

It should further be noted that as the juvenile remains in the program it is anticipated that he will pass through a series of phases or steps whereby the supervision becomes less intensive allowing the offender to assume more responsibility for his own behavior; the external controls are slowly and carefully withdrawn, yet maintaining the needed support systems to the child and his family.

As suggested earlier, the Remand-Attendance Centre concept is a result of the drive to develop alternatives to costly and sometimes inappropriate placement of juveniles in medium and large size detention facilities. Such a concept attempts to emphasize rehabilitation rather than punishment as the prime motivation for children to amend their behavior. The concept further attempts to utilize and involve existing community resources in that rehabilitative process.

This community-family based intervention as an alternative to detention finds its rationale in the words of Winslow (1971):

It is in the community that unfortunate home, school and street relationships produce (delinquent) behavior. With few exceptions, it is in the community that these relationships must be straightened out. (p.171).

CHAPTER 3

REVIEW OF THE RELATED LITERATURE

INTRODUCTION

Juvenile delinquency has been historically regarded as a socio-legal concept. Present-day research, however, is suggesting that there may be another component in the approach to assisting delinquent children. This review of the literature examines the role of education and the implications for schools in issues of juvenile delinquency.

Mauser (1974) developed a profile of the "average" juvenile offender. The average age is likely to be 13.5 years, he is of average intelligence, male, generally has been in school for approximately seven years, yet will evidence a discrepancy of 2-4 years between his actual academic achievement and his achievement potential. Kvaraceus (1971) similarly stated that youth in conflict with the law:

Are singularly deficient in academic education and tend to develop negative attitudes toward school and those who supervise them (p.53).

Most researcher, according to Tarnopol (1970), are in general agreement that there is a very strong correlation between lack of academic progress and delinquent behavior problems. The Comptroller-General of the United States (1977), in a report to Congress,

suggested that 77% of the institutionalized delinquents in that study were at least two years below the expected level of academic achievement. This report further noted that "the average age of juveniles tested was 16 years and functioning at about the 4th grade level in Arithmetic and written expression, and at about the 5th grade in Reading"(p.8). It should be noted that these youth, to be at expected grade level, should be functioning at the 11th grade level. This report noted that only 1% of the delinquents surveyed were at the proper grade level.

The Education Commission of the States (1976), supported these findings and, in their report, indicated that 60% of the juvenile offenders in correctional institutions have not achieved beyond the 8th grade. Kvaraceus (1971) summarizes the prevalence of academic under-achievement with an estimation that:

Between 75-85% of the youngsters who appear in juvenile courts and who find themselves in institutions and shelters are unable to read books and other materials appropriate to their age and grade in school (p.53).

It appears, then, from the data on delinquents that they are generally deficient in terms of educational achievement. Caught in a book dependent social system, the youngster who has difficulty reading and learning has a number of various courses of action open to him. Kvaraceus (1971) noted hostility, identification, displacement, projection, denial and withdrawal as typical coping

strategies used by delinquents to deal with the problem of learning difficulties. It is only when "he acts out these defenses through illegal norm violations, (that) authorities classify him as a juvenile delinquent" (p.53).

Kvaraceus (1971) further notes that "constant failure breeds frustration and frustration can lead to aggression against self, against other persons, or against property" (p.53). Mauser (1974) also addressed the question of motivation to commit anti-social acts, and reported that:

Past research makes it safe to assume that some of the reasons for juvenile delinquency may be directly or indirectly related to the child's past or present educational experiences (p.391)

A number of sources support the suggestion that as the child experiences school failure, societal norm violation is one real alternative behavior available to the child. The Comptroller-General (1977) reports that:

Growing evidence, being established by experts in education, law enforcement, medicine, justice and juvenile corrections, indicates a correlation between children experiencing academic failure and children demonstrating delinquent behavior patterns. This evidence indicates that children with learning problems run a risk of turning to delinquency and crime to find the success they failed to achieve within the public schools (p.2).

Berman (1975,1976), and Miller and Windhauser (1971) are typical of researchers in the field who contend that there is an undeniable correlation between school failure and the motivation toward delinquent behavior.

Probably school failure is more highly correlated with delinquency than is any other condition.... If a delinquency-prone student achieves only failure in school, possibly as a result of his reading disability, he has to look to another source for emotional satisfaction. The delinquent-prone student often looks toward daring acts for his needed emotional adjustment (Miller and Windhauser 1971,p.185-186).

The suggestion being made is that behavioral and social maladjustment is simply an alternative lifestyle that can provide the child with those higher order personal needs of recognition and achievement unavailable to him through regular means.

TREATMENT CONCEPTS

Institutional Programs

Due to the traditional socio-legal conception of juvenile delinquency, treatment and management of children relegated to correctional institutions generally takes the form of changing

the child's deviant behavior. In a study involving a number of juvenile institutions and their rehabilitative programs, the Comptroller-General (1977) noted that "While academic instruction is considered an integral part of the youth's rehabilitative program, changing the child's anti-social behavior is the institutions primary objective" (p.16).

Severns (1976), in a survey of detention centres for juveniles, also found that the assessment format often revolved around a social history technique with a brief psychological work-up. The information thus procured was, in most instances, limited and dealt with the child's emotional state and his intellectual quotient. As a result, Severns felt that the child's educational problems and needs received little or no consideration.

Lemert (1971), in a discussion of treatment models for youth in conflict with the law, identified the institutional treatment model as only one possibility in the rehabilitative process. Similarly, Severns (1971), in a theoretical approach to more effective treatment suggested that:

The relationship of the educational program to the total (treatment) program should be central, making whatever happens educationally the core of what happens clinically... (p.17).

In his overview of learning disorders and juvenile delinquency,

Mauser (1974) noted that when youth are incarcerated in either long or short term facilities, it is obvious that a treatment program is in operation. He suggested, however, that there was a preventative aspect also functioning in terms of deterring future delinquency and that this aspect must be accented:

From a practical viewpoint, there is a need... to mobilize efforts in terms of the educational treatment needs of these delinquents...The long term incarceration of delinquent youth without specific diagnostic and prescriptive components related to his vocationally-based needs, is an approach of the past and is no longer encouraged (p.394).

Support for this point of view comes from many quarters. The Education Commission of the States (1976), while reviewing the major research concerning the education of offenders, reported that the majority of research studies had recommended there should be adequate diagnosis of educational and training needs, achievement levels, native abilities and that future personal goals should be carefully studied. This report further indicated that present educational resources in institutions are more often inadequate, of poor quality, and irrelevant to the future educational or occupational pursuits of the resident youth.

Severns (1976) echoed these concerns, calling for increased communication and co-operation "between and within all agencies working with delinquent youth" (p.10). He suggested that adequate

diagnosis of learning problems, counselling, accessibility to appropriate programs, and continuing education or training was imperative if any real educational program was to be effective.

Berman and Siegal (1976) also suggested that:

A thorough assessment of the child's current adaptive abilities is essential. This evaluation must include indices which reflect the state of the child's sensory-motor and perceptual skills and must also include measures of verbal and non-verbal concept formation (p.57).

Non-institutional Programs

Although institutions will probably always be necessary for serious offenders... their effectiveness in educating delinquents and preventing recidivism ...would seem to demand serious consideration of alternatives to institutionalization. (Gagné, 1977,p.21)

It must be noted that only a small number of juveniles adjudicated guilty of violating provincial statutes or federal laws become committed to the institutional facility. For example, within the province of Manitoba only 1% of delinquent juveniles are committed by the Courts each year to one of the provincial rehabilitation centres. Most research has, however, centered around the institutional child and programs. This is likely due to the nature of the institution as possessing all or most

experimental attributes. The population is reasonably static, control and manipulation of variables is possible and demographic information for a matched control group is available.

The vast number of youth in conflict with the law generally become placed in programs less stringent than the locked facility. Research programs in such facilities are few, for experimental control is difficult and conclusions are often tenuous. Tentative treatment theories and practices have, however, grown in such an atmosphere and in many cases remain unsupported by empirical data.

Alternative programs to institutionalization range from attendance centres, group homes, separate resident or day schools, special classrooms, to integrated programs and advocacy plans. The literature indicates numerous examples of each practise. Generally, most successful alternative programs utilize some variation of behavior management by reward as the vehicle for progress.

In a monograph entitled New Approaches to Diversion And Treatment of Juvenile Offenders, the U.S. Department of Justice (1973) notes:

Every effort should be made to make the offenders retraining or correctional experience as normal as time, resources, public attitude and imagination will permit...One of the criticisms of the correctional system is that institutionalizing offenders shelters them from the realities of the world and socially

isolates them from their real life community (p.49)

In his review of various treatment concepts Gagné (1977) suggests that it may be less expensive, more appropriate, and more beneficial for the child if the costs of minor delinquent acts were simply borne by society and institutionalization avoided. Introducing less restrictive alternatives Gagné notes:

Attendance centres... to which youngsters must report by court order during certain periods of their leisure time have been found to be effective with inexperienced young offenders (P.20).

Young and Pappenfort (1977), in a comprehensive survey of alternative programs to secure detention, use the term 'home detention' centres to describe a similar concept of non-institutional, non-residential probation programming using intensive probation worker-youth supervision and parental and child contracting. They conclude that such programs:

Appear to work well for the middle range of serious offenders who are often detained securely. Status offenders (run-aways, dependent and neglected youth) are often difficult to deal with in this type of program unless substitute living arrangements are made available (p.29).

IMPLICATIONS FOR EDUCATORS

Transition Back To Schools

Given the assumption that there are youth who are detained briefly within a correctional institution and that some of these youth are obligated by law to return to the public school system upon their release, it seems appropriate to examine the operational dynamics in such instances.

Juvenile offenders returning after a period of detention, however briefly, to any school district face significant readjustment problems. Most return to the same environment in which their behavior developed; they return at all times through-out the year; they return to what may be diffident or even hostile reaction by school personnel; they return with, at best, institutional educational experiences which may or may not relate to the present school curriculum; and they return to face school endeavours from which they may have been running in the first place.

Briscoe (1974), noting a drop-out rate of 89% with returnees to the public school system, developed Project VITAL- Vocational Information and Training Assistance Liaison. In the project county probation workers were assigned to high schools within the Bakersfield, California area. The Worker was detailed to work solely with the vocational planning and training of returnees from the state detention facilities. With the assistance of tutor-

aides and assigned case workers, the project probation worker coordinated or provided a range of services from initial assessment, daily supervision, tutorial assistance, to seeking out work experience opportunities. Briscoe feels that the consistent concern, concrete assistance and follow-through made it possible to cut the drop-out rate from 89% to 40%. Further, it was noted that "attitudinal improvement was shown by 68% of the participants while 45% of those in the project demonstrated improvement in both attendance and grade point average"(p.415). Such a co-operative, multi-agency program appears to have much merit by providing a supportive milieu where youth can learn marketable skills. Further, the need for developing coping and adjustment mechanisms may be answered.

Wallace and Wheeler (1973) consider delinquent youth as alienated from school and "in need of re-education, not through verbal counsel, but through concrete experiences planned by a trusted and protective educator" (p.61). Their model, the Youth Development Program, utilizes graduate level counselling interns in an action-oriented, outreach style. The 'field teacher' or 'street teacher' functions as the classroom teacher, tutor, psychologist, caseworker, group therapist, and police liaison. Although lacking concrete data, Wallace and Wheeler suggest that:

These students...usually graduate from school, decrease or terminate their court appearances, and take on jobs in a more stable manner. More important, they begin to

look at themselves in a new and hopeful way, learn to evaluate situations and reflect on the pros and cons of decisions (p.62).

Both of the previously noted models describe the school as the central focus or turning point in a delinquent lifestyle. They further suggest that the school must be actively involved in the process of helping such youth, rather than in a passive-reactive manner. Patterson (1977) also contends that:

Second only to the family, our public education system is the major social institution which has more contact with, and potential to have a positive impact on children and their families, than any other social institution in American society (p.97).

This thought, combined with the knowledge that delinquency may be the most logical consequence to repeated school failure, suggests that schools have a responsibility in the plight of youth in conflict with the law.

Another Alternative

Given the basic theoretical framework and assumption that education can be the vehicle to rehabilitation of the youthful offender, it seems appropriate to consider an intervention

strategy predicated on the concept that if the child can re-experience success in learning and competency in basic academic and vocational areas, many of his maladaptive behaviors would be reduced.

It is felt that such an emphasis could effectively assist the child to more adequately and appropriately interact with the community and society as a whole. It is felt that such an educationally-oriented thrust in academic and/or vocational areas would compliment the personal growth in a psycho-social treatment program while the child is under the supervision of the probation agency.

Support for such direction is provided in the research of Severns (1976), the Comptroller-General (1977), Berman and Siegel (1976), and Rice (1970).

Whether academic instruction helps to reduce a delinquent lifestyle is simply not known at this time, but if youngsters learn marketable skills and good work habits, it seems probable that they will at least have options open to them other than crime (Graubard, 1973,p.280).

In order to develop such skills it follows that the child will spend some time in an educational facility of some nature. It is incumbent, then, for that facility to be sensitive and aware of the unique needs and attitudes of the young offender. Specific programming strategies must also be adopted that have

shown to be effective with this population. The re-adjustment problems must be minimized, the youth must be aware that support mechanisms are available and functional, and the programming must be relevant to the child's vocational Goals.

EVALUATION OF PRESENT PRACTICES

From the data presented here, it would appear that schools have, to date, not been shown to be effective change agents for the youthful offender. There appears to some necessity to provide a service to schools whereby the academic and social needs of such youth are identified and appropriate compensatory programming developed and implemented. As the current trend to community-based programs can be expected to continue at an increased rate, it seems fitting to consider a co-operative approach between the juvenile justice system and the public educational system. The approach must be sufficiently flexible to accommodate those youths returning to the public school system after a period of detention as well as those youth being diverted from the traditional court dispositions.

An integrated psycho-social-educational approach to meeting the behavioral and educational needs is suggested. In this way, the vast array of support systems, now available to the child from various agencies, could be collected and coordinated to more effectively amend and correct aberrant behavior.

Lemert (1971) suggested such a theoretical model for community organization which would attempt to bring together the school, law enforcement and child welfare agencies in an approach to divert children and youth away from the court. He suggests that the traditional probation model, the school model, and the law enforcement model, as separate entities, have not been shown to be effective. He suggests that the theoretical, co-operative model would require field testing to focus on conditions, connections, and relationships between agencies.

CONCLUSIONS

It would appear from the research reviewed that experience in school, instead of preventing delinquency as most often believed, very often causes it. Lack of success, especially in comparison with peers, often forces non-achieving students to find achievement and self-esteem through delinquent behavior. Delinquency may, in fact, be the most logical consequence to repeated school failure. It is a popularly held belief that there is a high correlation between delinquency and school failure. These relationships have led some researchers to suggest a characteristic sequence starting with failure to succeed in school, followed by dropping out of school and, finally, delinquency.

Treatment programs for delinquents and status offenders purport to ascribe education as being the vehicle to correcting deviant behavior. Generally, however, little real effort is made

to develop a high quality educational service that can deliver to the child those skills and behaviors necessary to change his lifestyle.

Treatment programs range from institutional detention to non-residential community-based programming. The success and the target populations varies as does the treatment philosophy. The application of and success of behavior management techniques is noteworthy.

A community-based rehabilitative model advocating education and agency co-operation is suggested. There is a need to test the concept of multi-agency planning and coordination in the life of the youthful offender. Bringing together the two major change agents in the life of the child in an atmosphere of mutual gain would seem to be a logical objective. It is felt that the model tested within the bounds of this study can answer an obvious need and links together all the significant groups or individuals around the child in a coordinated structure.

Although the concept may be correct, Feldhusen (1973) provides a pessimistic comment:

Significant reductions in delinquency can be accomplished only through substantial changes in the schools, in cultural values and in family organization. Such changes will come slowly... (p.20).

CHAPTER FOUR

CONCEPTUAL FRAMEWORK AND METHODOLOGY

PURPOSE OF THE STUDY RESTATED

The major purpose for this study was to:

Demonstrate the efficacy of a coordinated, community-based delivery of service towards meeting the psycho-social and educational needs of youth in conflict with the law.

It was felt that a model to facilitate positive communications between two major influences in the life of the youthful offender, namely the school and the probation agency, was necessary. It was further speculated that with the development of such communications integrative planning for the client-student would be possible, resulting in positive educational measures.

Traditionally teachers and probation personnel, although both involved with a common client-student, have viewed that client-student from very different perspectives. Teachers are concerned primarily with the academic progress of the client-student. Probation staff view the youth from a much broader perspective, concerned with the youth's ability to grow in personal, social, educational and vocational areas.

Teachers realize the importance and effect of family and

social influences upon the youth's educational development. The teacher experiences difficulty in becoming aware of sensitive issues in the child's life. Similarly probation staff find it difficult to coordinate all the major elements influencing the child's lifestyle.

The mutual sharing of pertinent information by both the school and the probation agency was thought to result in a greater understanding of the child and his life situation. Team planning and follow-up with the client-student, his family, his school, and the probation agency was thought to set up conditions such that the child would have an increased opportunity to succeed in amending his behavior.

Further, it was anticipated that utilizing the resources already committed to the child, in a co-operative manner, would result in a better understanding of the responsibilities of both the school and probation in the life of the child.

Although the intention of the study was to demonstrate the efficacy of a model to facilitate a communication process, it was felt necessary for the probation agency to initiate the process. Further, in order to share with the school in developing appropriate plans for the client-student, it was necessary for the agency to become familiar with the youth in academic terms.

Setting

As noted previously within this report, the population

under consideration here is that group of juvenile delinquents referred by the Family Court to the Remand-Attendance Centre, an alternative community-based probation unit located within the core area of Winnipeg, Manitoba.

Criteria for entry into the Remand-Attendance Centre program are as follows:

- male or female offenders,
- between the age of 14 $\frac{1}{2}$ -17 years,
- no previous transfer to adult court,
- have experienced other treatment concepts through probation,
- have a family or adoptive home to which the youth can return,
- youth and parents or guardians must be willing and able to agree to the contract conditions.

This alternative treatment program serves approximately sixty youths who have been previously detained at the Manitoba Youth Centre under the Juvenile Delinquents Act.

Generally, the juveniles considered for such disposition are multiple-time offenders with a lengthy history of minor and serious offenses against persons and property. Such youth come from varied socio-cultural and economic backgrounds. One common characteristic is a documented history of repeated unlawful acts.

The process for entry into the program begins while the offender is detained at the Manitoba Youth Centre (MYC), pending the decision of the Court. MYC staff and Unit personnel confer and make recommendation that the offender be considered for the

program. This recommendation is placed before the presiding Juvenile Court Judge who hears the case. Should the presiding judge accept the recommendation of release to the program, the juvenile is returned to his family and becomes engaged in program activities.

POPULATION

The sample population of ten subjects for this study met the general criteria for entry into the R-A Centre programming and further met the following restrictions;

- between ages 14-16 inclusive,
- attending a public school within the City of Winnipeg during the academic year 1978-1979,
- be under active probation order to the R-A Centre during the period January 1, 1979 - June 30, 1979.

SELECTION

Each of the five Probation Officers (P.O.) within the Unit, who carried an active caseload were interviewed by the researcher. The above-mentioned criteria were noted to each P.O. with a request to nominate for study all juveniles meeting such criteria. Four caseworkers nominated fourteen (14) candidates with secondary selection limited to ten (10) subjects. Four nominations were rejected as a result of pending re-involvement charges (1), termination of probation order before June 30 (2), and decline

to participate (1). One further subject withdrew due to leaving school mid-way in the study, leaving the sample with nine subjects for consideration at the termination of the study.

It was felt that the remaining nine subjects in the study are representative of that group of repeated offenders who continue to attend school, live at home, and are between the age of fourteen and seventeen years.

In that the study was concerned with the development of a vehicle to structure and encourage dialogue between the probation agency and the school system, it was felt that the sample was relevant. Further, the size of the sample is felt to be appropriate in terms of a realistic work load for a specialized caseworker. It is felt that a larger group would exert stresses and time constraints that would jeopardize the entire concept.

After the initial nomination and screening, each of the ten subjects were interviewed by the researcher to seek voluntary co-operation in the study. It was made clear to each subject that there was mutual benefit for both subject and researcher. At this time one subject declined to participate and was allowed to withdraw.

FORMAT OF THE STUDY

The study was conceived as progressive through various stages and is reproduced in Appendix 5 in the form of a flow-chart.

PROCESS IN DETAIL

In PHASE 1 little difficulty was experienced securing the co-operation of the unit administration and line staff. Due to the experimental nature of the Unit all staff were eager to partake in the study. This acceptance toward experimentation, by itself, is thought to have been instrumental in the success of the project. Staff were immediately able to see the benefits to the agency and individual staff members in terms of organizational structure and increased interaction with the schools. Staff and administration were able to select one person, loosely referred to as the Education Specialist, to act as the liaison person between the school and the Agency.

It should be noted that within the Unit, a number of skill areas had been previously identified and individuals employed to meet needs in these areas. The "Education Specialist" position required previous teaching experience as well as a familiarity with the juvenile justice system. The Education Specialist was to become the major school contact and thus assumed the responsibility in all school matters pertaining to clients of all other Probation Officers in the Unit. Schools would then deal with the Education Specialist rather than with the client's caseworker.

Of the fourteen initial referrals, three nominations were rejected at Stage C; one as a result of pending charges of re-involvement, and two as a result of anticipated early termination of the probation order. At the conclusion of Stage C a population

of eleven youths remained.

At Stage D, the study was detailed to nominees, indicating the amount of time and effort expected from the client-students. At this point, one further candidate declined to participate, leaving a sample size of ten subjects. This stage was also used to collect general data as to attitudes about school, teachers, future goals and parental attitudes. Appendix 4 shows the format for this interview.

In PHASE 2, it was necessary to collect the data in two separate occasions to reduce the effects of fatigue. Each sitting lasted approximately 45-50 minutes and were spaced 3-5 days apart.

It should be noted that the objective for seeking "hard data" on the juveniles' ability and achievement was to develop a profile of the child's educational needs such that upon contacting schools a certain credibility could be achieved with teachers. It was felt that if Unit staff could demonstrate in-depth knowledge of the child's academic self, school personnel would be more inclined to co-operate in the development of individual plans. Further, it was felt that equipped with specific information with regard to the child's academic needs, Probation staff might then be able to suggest innovative approaches to meeting these needs.

During Stage A, the following standardized instruments were used in the order of:

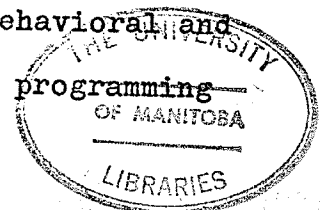
- (1) Slossen Intelligence Test (SIT)
- (2) Slossen Oral Reading Test (SORT)
- (3) Key-Math Arithmetic Diagnostic Test

The Slossen Intelligence Test was selected as a short form to determine potential intelligence level of the subject. The Slossen Oral Reading Test was used to provide a quick screening measure of the reading level through an examination of attack skills and rapidity of word recognition. The Key-Math was used to determine specific areas of concept mastery in Arithmetic. This instrument provides detailed information up to the beginning of Junior High.

During the second sitting, Stage B, the final instrument was administered. The Slingerland Screening Test For Identifying Children With Specific Language Disabilities (Form C) was selected to examine the incidence of severe language disabilities.

The above-mentioned instruments were carefully selected for use after a search of Burrows (1972). Each instrument was administered in accordance with standardized practises as specified in the respective administration manuals. The researcher conducted all the tests with all the subjects.

After the second data collection session was completed, the researcher colated the data and reviewed the results with the Unit Education Specialist. At this time, social and behavioral data pertinent to school related issues was added to the file of the subject. As the Education Specialist was expected to convey the entire profile of the juvenile to school personnel it was necessary to provide assistance and training in the area of data interpretation. Each profile was reviewed with the researcher indicating areas of strength and weakness. Critical areas from each of the social, behavioral and intellectual domains were noted, along with specific programming



suggestions.

PHASE 3 commenced with Stage A as an opportunity for the researcher and the Education Specialist to review test results with the youth, parent/guardian and assigned case manager. At this time the entire profile was reviewed, indicating strengths, weaknesses, assets, and liabilities. A commitment for positive change was sought from the juvenile at this time. Support from the juvenile's family was also requested along with a tentative strategy to achieve goals and objectives for the anticipated change.

In Stage B, the researcher and the Education Specialist orchestrated contact with the school. The School Administrator, generally, the Principal or Vice-Principal, was contacted by telephone with a request to meet with teachers of the client-student, the School Counsellor, and other staff who might have involvement with the juvenile. An appointment was made to draw all persons together with the agenda of:

- initiating communications between the Unit and the school,
- discussing educational needs and the development of possible behavioral/educational strategies appropriate to the client-student,
- developing specific individual program plans (IPP) with timetables and areas of responsibility.

In a number of instances, a second meeting was required to facilitate program planning with specific teachers. Generally, the

school administrator wanted only to be involved in the initial discussion. On three occasions the designated administrator did not attend any of the meetings, on two occasions the administrator did not allow further discussions with staff but rather "through the office", and on four occasions the administrator was totally supportive and delegated all responsibility to the teachers involved. In these last four cases, one teacher was designated as the primary school contact for future communications. In the remaining five cases, the administrator wished to remain as the primary school contact.

It should be noted that in all nine cases, school personnel were primarily concerned with one issue - that of increasing the school attendance of the youth. All nine subjects had evidenced a prior history of sporadic school attendance resulting in a feeling of teacher frustration.. Teachers were very reluctant to expend energy developing program plans unless a real commitment on the part of the client-student was first observed.

Within Stage C dates for regular bi-weekly conferences were established as a method of assuring continued contact, to discuss progress, problems, predictions and to revise the IPP if necessary.

During the three month period of active association with the schools, the Education Specialist contacted school personnel approximately six times. The study design called for face-to-face contact, but due to time constraints the Specialist resorted to telephone contact on a number of occasions. In Addition, variations in the schedule were necessary due to school in-service, teacher

and staff illness. The model being tested here was to resemble actual practice and these changes were not unexpected nor could they be controlled during the study.

During Stage D, a Teacher Questionnaire (Appendix Six) was forwarded by the researcher to the nine teachers involved with the study group and to thirty (30) selected teachers not previously contacted through the study.

The control group of 30 teachers was selected from the population of public school teachers within the City of Winnipeg who were known to have at least one youthful offender in their classes.

Questionnaires, directed to specific teachers within both groups, were sent through the school principal at the conclusion of the study in June, 1979. These Questionnaires were designed to elicit opinions and attitudes from teachers regarding the interaction between the Probation Agency and the school. Appendix Six shows the Teacher Questionnaire.

Completed questionnaires from five teachers in the study group were received. From the control group of thirty teachers, twenty-three were returned. One teacher declined to participate, one school, involving three teachers, declined to participate with the reason given as "against board policy", eight teachers pleaded no knowledge of youthful offenders in their classes, and five did not indicate any reason for not completing.

PHASE 4, the final phase, was also composed of two stages.

In Stage A, the researcher terminated his involvement in the study as of April 30, 1979 after a period of four months. Final data from teachers, however, was not collected until June 30, 1979.

The study called for the Education Specialist to continue monitoring client progress and school contact until the conclusion of the school year. The Education Specialist left the employment of Probation Services as of May 5, 1979 and has not been replaced at the time of writing. In effect, then, school contact was terminated as of May 5, 1979.

It should be noted that in both Stage A and B, staff, client, and school personnel were made aware of pending termination and suggestions for future liaison were given. Schools were notified that further communications with the agency should be directed to specific case managers.

SUMMARY OF METHODOLOGY

As this study was designed to demonstrate the efficacy of a vehicle to facilitate communications and relationships between the school and the probation agency in practical terms, changes were found to be necessary as the study evolved. It will be noted that alterations from the initial plan resulted from the actions, attitudes and needs of personnel from both the school and the probation agency. Such changes must be accepted in any study involving diverse jurisdictions as these. Further, when dealing with a large number of schools, each autonomous in

nature, one expects modifications to be necessary.

The unforeseen termination of the Education Specialist from the employ of the Probation Service required modification in the process of the study. Final follow-up could not be completed in the manner first conceived.

Analysis of the data in rigid statistical terms was not seen as a critical aid in the evaluation of the study. Descriptive data, collected through tests administered and probation files pertain only to the individual client-student. The prime objective of the study was to investigate the efficacy of a model of communication rather than foster growth in the client-student. It was assumed that if creative communications between the two agencies were enhanced, the client-student would be helped through greater awareness and sensitivity to the individual as well as in the generation of realistic goals.

Subjective data elicited from the questionnaire directed to the sample and control groups of teachers were compared through strength of response and comments.

CHAPTER FIVE

DATA COLLECTION AND ANALYSIS

INTRODUCTION

As was previously mentioned in this report, the purpose of this study was:

To investigate the efficacy of a coordinated, community-based delivery of service towards meeting the psychosocial and educational needs of youth in conflict with the law.

Sub-problems identified were as follows:

- (1) To identify and measure client-subjects' specific entry skill levels in the targeted subject areas of Mathematics and Language.
- (2) To identify gaps in the present delivery of service to youth in conflict with the law while attending school.
- (3) To develop and implement appropriate co-operative instructional and behavioral strategies to bring about positive change in the subject while attending community schools.

RESULTS

Data collected during the study is reported within the context of the respective sub-problem.

Sub-problem 1

Results of data collected within the context of Sub-problem 1, namely a description of the individual subject's skills and achievements, follow in Tables 1, 2, and 3. X

Table 1 shows the chronological and mental age, I.Q., achievement within Mathematics and Oral Reading, and the grade placement for each subject.

Insert Table 1 here

In Table 1 it will be noted that although test results for three of the nine subjects (33%) showed potential beyond the norm, only 11% demonstrated achievement in both of the two areas measured at or above the level of placement. Fully 89% of the sample demonstrated achievement less than the grade of placement in the two target areas.

Further, within the area of Mathematics, only 12% of the sample demonstrated achievement at expected grade level. In the test assessing oral reading and word attack skills, however, 44% of the sample demonstrated adequate achievement.

The Key-Math Diagnostic Arithmetic Test further provides

Table 1

General Descriptive Characteristics Of Client-Students

Subject	C.A.	M.A.	I.Q.	GRADE EQUIVALENT LEVEL		Grade Placement	Expected Grade level
				Mathematics	Oral Reading		
K.A. (1)	16.3	16-8	102	8.9	9.4	10 Voc.	10.5
D.B. (2)	13-6	15.2	112	9.5	9.4	8 reg	8.5
W.G. (3)	14-4	15-6	108	7.3	10.5±	9 reg	9.5
R.G. (4)	14-5	9-0	67	4.6	3.9	8 Special	8.5
A.K. (5)	16-0	15-2	95	—	8.3	10 Voc.	10.5
K.L. (6)	13-0	13-2	100	6.8	9.6	8 Special	8.5
T.M. (7)	16-10	14-0	83	5.8	7.1	9 Modified	9.5
F.O. (7)	15-8	13-8	87	6.3	9.0	8 Modified	8.5
R.T. (9)	16-10	12-2	72	8.9	8.8	10 reg	10.5

Notes:

Table shows the chronological age, mental age, I.Q., grade equivalent achievement in Mathematics as measured by the Slossen Intelligence Test (SIT) and Key-Math Diagnostic Test. Oral Reading measured by the Slossen Oral Reading Test (SORT). As all tests were conducted in January, to be at grade level, subjects should have progressed to a point mid-way through the respective academic year.

data on specific skill attainment for each subject. Table 2 shows the concept attainment for each subject in fourteen separate areas.

Insert Table 2 here.

It will be noted from Table 2 that no one within the sample (0%) had adequately mastered the concept of "Time". This sub-test includes knowledge of time measurement and factual items pertaining to the concept "Time". For example, one test item within this sub-test reads: "How many days in the year?". Further, only 12% of the sample had adequately mastered the concept of "Geometry and Symbols".

On the other hand, six subjects (75%) had mastered the concept under "Missing Elements". This sub-test is designed to determine if the subject is simply able to verbalize what information is needed to correctly solve the problem.

One further instrument, the Slingerland Screening Test For Identifying Children With Language Disabilities, Form C, was used to determine whether subjects within the sample experienced a specific language disability. Results of this test are shown in

Table 2

Client-Student Concept Attainment in Mathematics

	Expected Grade Level	Numeration	Fractions	Geometry and Symbols	Addition	Subtraction	Multiplication	Division	Mental Computation	Numerical Reasoning	Word Problems	Missing Elements	Money	Measurement	Time
Subject															
K.A.	10.5	*	*		*		*		*	*		*			
D.B.	8.5	*	*		*	*		*		*	*	*	*		
W.G.	9.5										*	*			
R.G.	8.5														
A.K.	10.5	No Results Available													
K.L.	8.5		*		*	*	*	*			*				
T.M.	9.5											*	*	*	
F.O.	8.5			*								*			
R.T.	10.5				*		*	*	*	*		*	*		

Notes: Data based on Key-Math Diagnostic Arithmetic Test.

* = achievement of concept at or above expected grade level according to placement

Table 3
Incidence of Language Disability Within The Client-Student Sample

Subject	Total Errors Possible	Number of Recorded Errors	Language Disability
K.A. (1)	110	20	N.S.
D.B. (2)	"	6	N.S.
W.G. (3)	"	18	N.S.
R.G. (4)	"	38	S.
A.K. (5)	"	--	--
K.L. (6)	"	5	N.S.
T.M. (7)	"	39	N.S.
F.O. (8)	"	9	N.S.
R.T. (9)	"	7	N.S.

Notes: Table shows results of the Slingerland Screening Test For Identifying Children With Specific Language Disability, Form C.

N.S. = Not significant language disability.

S. = Significant differences to suggest some language disability

Table 3.

Insert Table 3 here

It will be noted in Table 3 only one subject (12%) appeared to experience difficulty in successfully completing the sub-tests and required some further analysis to identify specific areas of difficulty. One subject, T.M.#5, experienced a large number of errors within the test, due to an inconsistent usage of upper and lower case letters within words. The researcher felt that the errors did not demonstrate specific language disabilities, but rather a habit of poor penmanship that could easily be corrected.

Sub-problem 2

Results of data collection for Sub-problem 2, teachers perceptions of gaps in the present delivery of service, follows.

The Teacher Questionnaire (Appendix 6) was initially directed to a teacher of each of the nine subjects in the sample group. Five completed questionnaires were returned (55%). Teacher responses to four selected questions, namely 1a, 2h, 2i, 2j, and 2k, were examined and are shown in Table 4.

Table 4
Responses to Selected Items in Teacher Questionnaire
As Directed To Teachers In The Study Group

Questions and Responses										
Teacher	1a		2h		2i		2j		2k	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
1.	*		*		*		*			*
2.	*		*		*		*			*
3.	*		-----		*			*	*	
4.	*		*		*		*			*
5.	*		*		*		*			*
Total (%)	100	-	100	-	100	-	80	20	20	80

Notes: Table shows responses to five selected questions from the Teacher Questionnaire as directed to teachers within the study group.

Question:

- 1a. Do you feel that it is beneficial for school personnel to become aware that a student is under the supervision of Probation Services?
- 2h. Was a co-operative action/treatment plan developed between Probation Services and the school?
- 2i. Was your professional opinion regarding the juvenile's academic needs or progress ever sought at any point in the involvement?
- 2j. Do you feel that you have been adequately involved/informed with regard to Probation Services involvement with the student?
- 2k. Would you prefer to have more extensive contact with the juvenile's Probation Worker?

Insert Table 4 here

The same Teacher Questionnaire (Appendix 6) was directed to thirty teachers in a control group, of which 23 (77%) were returned.

Table 5 shows the responses to the following five questions:

- 1a Do you feel that it is beneficial for school personnel to become aware that a student is under the supervision of Probation Services?
- 2h Was a co-operative action/treatment plan developed between Probation Services and the school?
- 2i Was your professional opinion regarding the juvenile's academic needs or progress ever sought, at any point in the involvement?
- 2j Do you feel that you have been adequately involved/informed with regard to the involvement of Probation services with your student?
- 2k Would you prefer to have more extensive contact with the juvenile's Probation Worker?

Insert Table 5 here

Table 5
Responses To Selected Items From Teacher Questionnaire
As Directed To Teachers In The Control Group

Questions and Responses										
Teacher	1a		2h		2i		2j		2k	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
1.	*			*		*		*	*	
2.	*			*		*		*	*	
3.	*			*		*		*	*	
4.	*			*		*		*	*	
5.	N.R.			*		*		*	*	
6.	*		N.R.		N.R.			*	*	
7.	No knowledge of probationers in classes									
8.	*		*			*		*	*	
9.	No knowledge of probationers in classes									
10.	"		"	"			"			
11.		*		*		*		*	N.R.	
12.	No knowledge of probationers in classes									
13.	"		"	"			"			
14.	*			*	*			*	*	
15.	*			*	*			*	*	
16.	No knowledge of probationers in classes									
17.	"		"	"			"			
18.	*			*	*			*	*	
19.	*			*	*			*	*	
20.	*			*	*			*	*	
21.	*			*	*			*	*	
22.	*			*	*			*	*	
23.	No knowledge of probationers in classes									
Total	13	1	1	13	1	13	0	15	14	0
	93	7	7	93	7	93	-	100	100	-

Table 6 shows the comparative responses from both the sample and control groups to the selected items of the Teacher Questionnaire.

Insert TABLE 6 here.

From the data collected, it will be noted that the majority of teachers within each of the two groups feel strongly that school personnel become aware that a student is under the supervision of Probation Service as is evidenced by a high common response to Question 1a within the Teacher Questionnaire.

However, responses from each group, to key questions assessing the amount and quality of involvement between the school and the probation agency, show great divergence. It would appear that the teachers in the study who participated in an active dialogue between the two agencies felt that the needs of the youth and of the teacher are being more adequately met. In contrast, responses from the control group seem to indicate an obvious lack of cooperative planning (Question 2h), professional consultation (Question 2i) and a lack of dialogue needed to increase involvement (Question 2j).

Teachers within the study further seem to feel that the interaction process was sufficient, whereas teachers in the control

Table 6

Comparative Responses To Selected Items in Teacher Questionnaire As Directed to Teachers in Sample and Control Groups

Teacher Group	Questions									
	1a		2h		2i		2j		2k	
	Yes	No	Yes	No	Yes	No	Yes	No	Yes	No
Sample	100	-	100	-	100	-	80	20	20	80
Control	93	7	7	93	7	93	-	100	100	-

Note: Comparative responses of sample and control groups of teachers expressed in percentages.

Question:

- 1a. Do you feel that it is beneficial for school personnel to become aware that a student is under the supervision of Probation Services?
- 2h. Was a co-operative action/treatment plan developed between Probation Services and the school?
- 2i. Was your professional opinion regarding the juvenile's academic needs or progress ever sought at any point in the involvement?
- 2j. Do you feel that you have been adequately involved/informed with regard to Probation Services involvement with the student?
- 2k. Would you prefer to have more extensive contact with the juvenile's Probation Worker?

group unanimously agree that more extensive contact is needed with the probation agency.

Table 7 shows the responses from teachers in the study group regarding Question 21 of the Teacher Questionnaire.

Insert TABLE 7 here.

Table 7
Responses To Item 2L Of Teacher Questionnaire
As Directed To Study Group Of Teachers

Teacher	Valuable Information Required		
	Academic	Social	Behavioral
1.	*	*	*
2.	*	*	*
3.		*	
4.		*	*
5.			*
Total	2	4	5
%	20	80	100
<p>* indicates teacher responses</p> <p>Question 2L:</p> <p>As a Teacher, what kind of information would you consider to be helpful/valuable in your dealings with a student who has experienced conflict with the law and has come to the attention of Probation Services?</p>			

Table 8

Responses To Item 2L Of Teacher Questionnaire
As Directed To Control Group Of Teachers

Teacher	Valuable Information Required		
	Academic	Social	Behavioral
1.		*	*
2.	*	*	*
3.	* (3)	* (1)	* (2)
4.		*	
5.			*
6.		*	*
7.	No Response		
8.	*	*	*
9.	No Response		
10.	No Response		
11.			*
12.	No Response		
13.	No Response		
14.	* (3)	* (1)	* (2)
15.	*	*	*
16.	No Response		
17.	No Response		
18.	*	*	*
19.		*	*
20.	*	*	*
21.	*	*	*
22.	*	*	*
23.	No Response		
Totals	9/15	13/15	14/15
% (of responses)	60	87	93

Question 2L: As a Teacher, what kind of information would you consider to be helpful/valuable in your dealings with a student who has experienced conflict with the law?

* indicates teacher responses. Where bracketed figures appear, teacher rated value of information

It will be noted that Table 8 shows that of the twenty-three completed questionnaires received by the researcher, only fifteen (65%) showed a response to Question 2L.

It must also be noted that although teachers in both groups indicate a strong desire for additional information and knowledge about the client-student, very specific information is sought. Consistently within both groups we note a desire for information by priority; first behavioral, next social, and lastly academic information. This would seem to suggest that teachers perceive a lack of knowledge of the youth in terms of behavioral characteristics and further feel that they know the client-student relatively well in academic terms.

SUMMARY

From the data collected it would appear that the hypothesis that a co-operative, community-based delivery service can be developed to meet the psycho-social and educational needs of youth in conflict with the law is supported. Such a vehicle can facilitate positive communications between two of the major influences in the life of the youthful offender. Such communication can evolve into co-operative planning to assist the student to progress more effectively in an academic-social atmosphere.

The data collected in the study, with regard to the level of skill attainment of the client-students, is also in agreement with the literature in the notion that delinquent youth are deficient academically, particularly in the areas of Mathematics and Language. Further, there are educational characteristics common to the majority of subjects within the sample.

It would also appear that teachers, in general, feel that the relationship between probation services and the public school system is inadequate. Teachers have further identified the need for more extensive contact with the agency as well as the need for specific information, with regard to social and behavioral elements in the youth's life. Once this contact was available, a partnership developed between the school and the probation agency.

CHAPTER SIX

DISCUSSIONS, CONCLUSIONS, AND RECOMMENDATIONS

INTRODUCTION

This chapter discusses the results of the study in view of past literature and demonstrates the relevance of these findings to schools and probation services. There is also a short discussion concerning the implications of this research for future studies.

PURPOSE OF THE STUDY RESTATED

The major purpose for this study was to investigate the efficacy of a co-ordinated, community-based delivery of service towards meeting the psycho-social and educational needs of youth in conflict with the law. The study focused on the development of a model to facilitate positive communications between the Winnipeg public schools and an alternative treatment setting within Manitoba Probation Services, namely the Remand-Attendance Centre within the academic year 1978-79.

RESEARCH PROCEDURE REVIEWED

Data for this practicum-based research was collected through

the use of three standardized instruments to assess client-student skills, personal interviews with teachers and probation staff, and by the administration of a Teacher Questionnaire to determine teacher attitudes. Other pertinent data was gathered through an examination of research, policies, and documents pertaining to youth in conflict with the law. Comparative data from the study and control groups of teachers has been presented. The data is largely subjective in nature but is thought to be representative of attitudes within the entire public school system.

DISCUSSION OF RESULTS

As previously noted, three sub-problems were identified toward resolving the major research problem. Data was collected and reported in the context of the sub-problems. The following discussion analyzes the data for each sub-problem in turn.

Sub-problem 1

To identify and measure subjects' specific entry skill levels in the targeted areas of Mathematics and Language. What are the educational assets, liabilities and behavioral characteristics of the subjects? Are there observable common characteristics within the sample?

Table 1 showed the general descriptive characteristics of client-students as measured by the Slossen Intelligence Test (SIT),

Slossen Oral Reading Test (SORT), and the Key-Math Diagnostic Arithmetic Test.

In so far as intelligence tests are recognized as useful in predicting educability and potential for scholastic achievement one might pay particular attention to the IQ scores indicated in Table 1. It will be noted that fully 44% of the sample shows potential at or above the norm (i.e. IQ of 100) and that 11% fall into the mentally retarded classification (below IQ of 68). Academic achievement is not, however, a reflection of that potential. Only 11% of the sample showed achievement at or above the level of placement in the two target areas of Mathematics and Language. Fully 87% of the sample demonstrated achievement less than the grade of placement when both target areas were considered. This finding corresponds to other published research in the area.

One might speculate that the lack of achievement was a result of poor attendance. Reports from teachers would suggest that the majority of client-students within the sample attend school rather irregularly, missing considerable amounts of work while absent. This would correspond with the absence of particular skills and general underachievement.

Relating achievement and placement it would appear that schools have generally placed those client-students in need of special programs or assistance into appropriate situations. One apparent exception, R.T.#9, demonstrated a much lower potential than was anticipated. Placement, in this case, when related only

to potential as assessed here, would seem to be inappropriate. The researcher feels, however, that extreme test anxiety contributed to an artificially low IQ score and that for this reason the test results be considered invalid. When one disregards the IQ score and considers only the age and experience of the subject, the placement is thought to be more appropriate.

Table 1 also shows greater client-student achievement within oral reading in contrast with Arithmetic. 44% of the sample demonstrated satisfactory achievement in oral reading and word recognition skills, whereas only 12% of the sample demonstrated adequate achievement at the expected grade level in Arithmetic. Fully 89% of the sample were retarded by at least one year in Arithmetic.

At first glance one might think client-students achieve greater success in language related areas. An analysis of the test items showed that the oral reading test required students to only "read out" or "sound out" the test item, not know or recognize the word or meaning. The Arithmetic test, on the other hand, required very accurate and fact-specific information together with computational skills. It is thought that if a more "language comprehensive" instrument were used, little difference would be noted between achievement in Mathematics and Language. It is thought that the oral reading score obtained here is not representative of achievement in Reading and the comprehension areas of Language.

With the use of the Key-Math Diagnostic Arithmetic Test it

was possible to assess specific skill attainment in the client-student's Arithmetic repertoire. Table 2 shows the concept attainment for each subject in fourteen separate areas.

It will be noted on Table 2 that no one within the sample (0%) had adequately mastered the concept of "Time". Further, only 12% of the sample had adequately mastered the concepts of "Measurement" and "Geometry and Symbols".

Each of the above-mentioned sub-tests, however, have a small number of test items measuring each skill area. Where a reduced number of test items are available, it is necessary for the student to successfully solve a relatively higher proportion of questions to receive credit. Further, these particular sub-tests require factual knowledge beyond the computational and reasoning level. By way of example, test items in the "Measurement" sub-test read: "How many feet in a mile", "What is the length in inches of one yard plus one foot". From the "Geometry and Symbols" sub-test sample test items read: "What does this symbol mean" (parallel), "What is the relationship of these lines to each other" (perpendicular).

Within the "Time" sub-test we note that four of the last six test items require exact factual knowledge beyond the concept. For example, the last test items read: "How many days in a year", and "How many years in a decade". It is felt that both these items require knowledge and skills quite apart from the concept of "Time".

On the other hand, Table 2 also indicates that 75% of the sample has mastered the concept under "Missing Elements". This sub-test does not pre-suppose any other pre-existing factual knowledge

base in the solving of the test items. The sub-test is designed to determine if the subject is simply able to verbalize what information is needed to correctly solve the problem, not to supply the fact nor to compute. One would expect a relatively high success rate in this sub-test as contrasted with more fact-loaded sub-tests.

Table 2 also shows that only 12% of the sample demonstrated adequate concept attainment in each of the four basic computational sub-tests of Addition, Subtraction, Multiplication and Division. This would seem to suggest that in addition to a lack of factual knowledge, the majority of subjects lack the basic computational skills. Given the lack of factual knowledge and computational skills it is not surprising that few students (11%) demonstrated adequate achievement in Arithmetic. The data would seem to support earlier data in Table 1 in so far as the general lack of achievement in Mathematics.

Various researchers, such as Berman and Siegel (1976), have suggested that there is a high correlation between learning disabilities and juvenile delinquency. Table 3 shows the results of the Slingerland Screening Test For Identifying Children With Specific Language Disabilities, Form C. This instrument was selected as a method of determining if learning problems in Language were present within the sample.

Table 3 shows that only one subject (12%) experienced difficulty in completing the sub-tests. It will be noted that this client-student, R.G. #4, was also previously identified in Table 1 as

falling into the Mentally Retarded category according to IQ classification.

One might speculate that this subject experiences a definite language disability. Another plausible explanation in this instance is that due to limited understanding, the subject was unable to properly follow instructions, resulting in a high number of errors. Further analysis of the test data, however, indicated consistently high number of errors in each sub-test. It is unlikely that all tests would demonstrate high error count just from the inability to follow directions. This has been interpreted as support for the belief that a general language disability exists in this instance rather than a specific disability or a lack of understanding in test directions. The general disability may, in fact, be a reflection of limited ability.

One further subject, T.M.#7, also demonstrated a large number of errors as noted in Table 3. Detailed analysis of the test data, however, revealed that the errors were a result of an inconsistent usage of upper and lower case letters within words written. The scoring instructions indicate that such mixing of letters be recorded as errors. Although the total number of errors might suggest the occurrence of a language disability, this researcher felt that a habit of poor penmanship was being demonstrated rather than a specific language disability. Analysis of errors in each sub-test indicated support for this explanation. It is speculated that if the client-student had been instructed in the need for consistent letter case few errors would have resulted. It is

further speculated that such a habit of penmanship could easily be corrected in a very brief time.

Sub-problem 2

To identify gaps in the present delivery of service to youth in conflict with the law while attending school.

In order to collect data on this research question perceptions and attitudes of teachers were solicited from two groups - those teachers working within the study (Study group) and those teachers working with delinquent youth outside the study (Control group). The Teacher Questionnaire (Appendix 6) was directed to teachers within each of the respective groups. This questionnaire was designed to elicit perceptions and attitudes from teachers with regard to the relationship between public school teachers and probation services.

As previously noted the Teacher Questionnaire was first directed to one teacher of each of the nine client-students in the study. Five completed questionnaires were returned (55%).

The questionnaire was then directed to thirty (30) teachers in the Control group, of which twenty-three (77%) were returned.

Table 4 shows the responses of teachers in the Study group. It should be noted that the Teacher Questionnaire was sent to teachers after they had been involved in the study for approximately two months, and had four to six contacts with representatives from Probation Services.

Table 4 shows that the entire sample (100%) were in agreement that:

- (1) It is beneficial for personnel in the school to be aware that students are under the supervision of probation services,
- (2) It was possible and practical to develop a co-operative action/treatment plan between the school and probation services,
- (3) Teachers were consulted regarding the juvenile's academic needs or progress.

Similarly, four out of five teachers in the study group indicated that such a contact service aided teachers in becoming more aware of probation services involvement with students and further, that such contact as provided by the study was sufficient to meet the needs of teachers.

In contrast, Table 5 shows the responses of teachers in the Control group. It should be noted that each of the thirty teachers in the Control group was selected from the population of teachers known to have youthful offenders in their classes. Table 5 also shows that eight of the thirty teachers (35%) responded to the questionnaire indicating that they had no knowledge of contact with youth under probation within the context of their classes. We can be certain, then, that these teachers possess no information about the youth's socio-legal situation, and further that there has been no joint planning nor communication between probation services and the school.

Table 5 shows that the remaining fifteen teachers are aware that they have at least one youthful offender in their classes. Responses indicate that:

- (1) 93% of the Control group feel that it is beneficial for school personnel to be aware that a student is under the supervision of probation services,
- (2) Only 7% were involved in the development of a co-operative action/treatment plan between the school and probation services,
- (3) Only 7% of teachers felt that they were consulted with regard to the juvenile's academic needs or progress during the involvement with probation,
- (4) All teachers in the control group (100%) felt that they were not sufficiently informed with regard to probation services involvement with students, and
- (5) There is unanimous agreement that more extensive contact is needed with the juvenile's probation worker.

Table 6 draws together the comparative responses to the Teacher Questionnaire from both the Study and Control groups. It will be noted that both groups strongly support the notion of increased benefits when school personnel are aware of probation services involvement with students. This is the last area in which groups agree. As was noted, the responses from the majority of teachers in the Control group seem to indicate an obvious lack of co-operative planning and professional consultation as well as a feeling of frustrated non-involvement. Teachers in this group also seem to feel that more extensive contact is needed with

representatives from probation services.

Table 6 also demonstrates that the majority of teachers in the Study group, in contrast to those in the Control group, seem to feel that they were sufficiently involved through information sharing, professional consultation and co-operative planning and that further contact was unnecessary.

Results of Tables 4, 5 and 6 have been interpreted as confirmation that a strategy for facilitating contact and communication between probation services and the school is needed and that such a model would demonstrate the above results.

Further data with regard to the content of such contact systems was necessary, however, to make the process most effective.

Table 7 shows the responses of teachers within the Study group to that item of the Teacher Questionnaire designed to elicit opinions with regard to the most desirable content. Table 8 shows the responses of teachers within the Control group to the identical test item (2L):

As a teacher, what kinds of information would you consider most helpful/valuable in your dealings with a student who has experienced conflict with the law and has come to the attention of probation services?

Academic----- Social----- Behavioral -----

Tables 7 and 8 indicate that teachers within both the Study and Control groups perceive a need for very specific information with regard to the client-student. Teachers in both groups

consistently agree that priority information is required- firstly behavioral information, secondly social and lastly academic information.

These data have been interpreted as suggesting that teachers acknowledge some lack of information in terms of behavioral and social issues in the life of the youth. Further, as both groups rated the need for academic data as considerably less strong, the results have been interpreted to mean that teachers feel they know the client-student relatively well in academic terms.

These speculations are supported through the field experience with teachers. At no time in the study did any school representative, teacher, counsellor or administrator, verbalize a desire to discuss the diagnostic data collected on each subject in the study. Even though opportunities were provided for teachers to have access to the achievement and diagnostic data, at no time was there an expression of interest noted. It would appear that teachers feel, and rightfully, that "teaching the child" is well within their area of expertise and that a social agency might contribute most appropriately in the social-behavioral areas.

Associated with this was the teacher's concern about attendance. In each of the nine field cases in the study, the teacher's main area of concern was absenteeism. Many times the researcher was told, "Have the kid here and we'll take it from there!". Statements of this nature were interpreted to suggest that if the agency could assist with social and behavioral goal attainment, primarily school

attendance, the school would take the responsibility for the academic progress of the client-student. Such a strategy could result in a partnership developing between the two change agents in the child's life.

Sub-problem 3

Development and implementation of appropriate instructional and behavioral strategies to bring about positive change in the client-student's life-style while attending community schools.

No concrete data were gathered in response to this research question. Co-operative strategies to facilitate behavioral change were, however, developed for six client-students (66% of the sample).

Of the six strategies developed four were designed to increase school attendance. In each of these cases, students earned credits through an individually tailored system. For example, R.G. earned two credits for each one-half day he attended school. Initially sixteen credits earned could be traded for a reward such as tickets to the neighbourhood roller rink. As the student progressed through the incentive program he was able to earn credits for punctuality. Likewise the total number of credits required for the reward increased as the student progressed. Review dates at regular intervals were established at the onset of the program.

In each of the four school attendance cases the strategy resulted in vastly increased school attendance. In the case of R.G., his

attendance rose from a baseline of approximately four days during the forty-two days of January and February to twenty-six days during the thirty-eight days of March and April, an increase from 10% to 68% attendance. Such a dramatic change was not observed in all four instances but serves to illustrate the effectiveness of a strategy utilizing reinforcement principles.

Of the six co-operative strategies developed, two were designed to increase the potential for student success within the classroom. In each of these cases it was possible for the student to either transfer to another school or to another room within the same school. Such general curriculum changes were mutually agreeable to the agency, the student, and the school. It is speculated that these changes would not have occurred without the school-agency model of liaison being operational.

In three instances it was not possible to co-operatively develop an intervention strategy. In two of these cases it was agreed by all parties that little needed to be changed. Attendance and classroom behavior was satisfactory. Academic placement seemed appropriate with the client-student experiencing adequate success in school matters. In the remaining case, however, it was impossible to even begin developing a co-operative strategy for problem resolution and academic change.

In this instance, the School Principal would not allow Probation representatives to meet with teachers until such time as the student demonstrated improved school attendance. Although

the student reported that the reason for non-attendance was due to lack of content understanding, it was quite impossible to negotiate any productive communication with the school. The situation ultimately disintegrated to the point where the school was happy to discharge the student to another school. More appropriate academic programming was then made available in the new environment.

Our experience in the study has shown that if the objective for contact was stated in terms of changing the client-student's behavior, albeit in school-related issues, little resistance was met from educators. Further, it is speculated that when resistance was met if the objective towards developing behavioral strategies could have been emphasized or clarified, even more positive results could have been achieved.

In retrospect, it would appear that interagency contact and team planning in the area of behavioral change is likely to be most appropriate and effective.

Teachers and School Administrators appear to value the contributions that can be made by representatives of a social service agency from the perspective of increased social and behavioral information. Further, as was noted in the analysis of data collected on Sub-problem 3, educators seem to feel that the area of academic need and the development of instructional strategies fall well within the jurisdiction and expertise of "in-school" personnel.

It may be more fruitful and realistic for the Probation agency

to become involved with schools with the purpose of designing strategies to effect changes in client-student behavior, in contrast to changing the learning environment. It is likely, however, that in many instances the behavior and the conditions of learning are very closely associated. In spite of this fact educators may become concerned when "non-school" personnel take it upon themselves to advise and suggest curriculum and instructional changes. However, when presented from the perspective of behavioral change the same net result may be achieved. As a relationship develops between the school and the probation agency into a spirit of mutual co-operation, it is likely that the learning environment will change as a result of the focus on behavioral change.

Feedback from educators in the study has shown that school personnel value increased contact with social service staff. It is suggested, however, that this contact can be best presented as a method of effecting behavioral change within client-students. If educators are able to perceive the gesture from this perspective it is more likely that the necessary changes to the learning environment will occur.

The central issues in the study were to investigate the present delivery of service pertaining to school-probation contact and to examine appropriate methods of increasing a positive relationship between the two agencies. It would appear, then, that in order to develop a spirit of mutual support and co-operation, the Probation agency should emphasize its role in working with schools to generate

strategies for behavioral change in client-students. Such a process may, as a result, identify necessary changes to the learning environment. It is speculated that educators will make the necessary and obvious instructional revisions to allow such a strategy to become effective. It may well be that in the early stages of the relationship relatively minor strategies be developed in order to effectively progress to the major issues.

The relative success of co-operatively developed plans and the information shared has been interpreted as supporting the need for a model to facilitate positive communication between the public school system and the probation agency.

The cumulative data from client-students and teachers, both within and outside the study, as well as the stimulative effects of integrated action plans suggest support to the main hypothesis of the study. Team consultation with joint responsibility can be effective in changing the course of events for youth in conflict with the law.

The model under investigation here is thought to provide the mechanisms to enable all significant persons in the life space of the child to become aware of the major issues in that life space and to formulate appropriate rehabilitative alternatives.

Success is unlikely in all cases for a variety of reasons. However, if only a handful of youngsters, in need of guidance and assistance, can be reached, that fact should weigh on the social conscience of both schools and probation services.

Such a model of co-operative planning, communication and consultation has been shown to be needed, appropriate and effective. All research provides challenges. In this case the challenge has been issued to schools and probation to continue in the spirit of collaboration.

SUMMARY OF SIGNIFICANT FINDINGS

This research provides a wealth of information relevant to the development of a concept of community-based treatment for youth in conflict with the law. The following findings would appear to be the most significant:

- (1) Participants in the study were generally below grade in academic achievement within Mathematics and Language. This finding corresponds to previous research in the field.
- (2) Teachers identify a need for greater contact with representatives from the Probation agency to become more aware of social and behavioral issues in the child's life situation.
- (3) Teachers feel that they are able to provide the academic expertise to meet the child's academic needs but further express a desire for additional social and behavioral data.
- (4) That the Probation agency should take the initiative in establishing a dialogue with school personnel pertaining to common client-students.

- (5) That this dialogue have the purpose of information sharing, professional consultation and co-operative planning.
- (6) Different schools will perceive the gesture of such interaction in different ways. Some schools will accept the approach readily, whereas others will resist for a variety of real and imagined reasons.

RECOMMENDATIONS

The relative success of this study in demonstrating the merits of a coordinated, community-based approach to meeting the psycho-social and educational needs of the youthful offender lies partly in the fact that the research setting was committed to experimentation of new concepts and practises. The accepting attitude of all personnel within the probation unit towards innovative treatment practises made it possible to successfully test the model of integrative planning. It may be somewhat more difficult for established units to motivate staff to embark on a mission of co-operative association with schools. Traditional philosophies and worker styles may inhibit such sharing of responsibilities. Further, staff within schools will perceive the gesture of co-operation in varying degrees; some totally accepting, others more resistant. Although the concept of co-operative involvement seems to be accepted by a strong majority in the teachers surveyed and through the literature reviewed, our experience was that in the final analysis each of the partners

wished to maintain leadership and control over their respective jurisdictions.

It should also be noted that although such a concept has been considered desirable by each of the partner agencies it is realistic to believe that total incorporation of the concept would occur only over time. Staff in both schools and probation units must come to believe in such an approach and be prepared to make adjustments in their traditional methods. Teachers must become more accepting and sensitive to the responsibilities of the probation unit and probation staff must become more aware of the teacher's desire to know "the whole child". Such educational functions will similarly develop only over time.

It appears to this writer that any successful integrative process required a variety of enabling mechanisms. The following suggestions are intended as guidelines for the development of an effective integrative process for youth in conflict with the law:

- (1) All administration levels, within schools and probation, must have and subscribe to clear-cut policies regarding the right of delinquent youth to have a place in the public school system.
- (2) Such policies must be translated to line staff in such a way as to develop positive attitudes toward the "deviant" or "maladaptive" child while attending school. Inservicing with regard to the general and special needs of the youthful offender might be considered.

- (3) There must be recognition that school staff members may require "release time" for conferencing and liaison work with agency staff, parents and other teachers.
- (4) Training techniques for effective case conferencing will be needed for personnel involved from both probation and the school.
- (5) Follow-up, evaluation and, if necessary, revision of individual program plans at specific times is necessary to assure continuous monitoring of student progress.
- (6) The initial emphasis must be to develop an increased awareness and sensitivity between the partner agencies as to the respective roles and responsibilities of each. Schools and probation units must both come to perceive the issue of co-operative planning to be an area of common concern.

SUGGESTIONS FOR FUTURE RESEARCH

This study has demonstrated that a method to effect communication between schools and the probation agency is needed and further can be effectively developed.

The restricted sample size together with the experimental nature of the study setting suggests that future research of interest to students concerned with innovative approaches within social-educational service delivery systems is needed.

The following suggestions are given for studies that might centre around models for interagency communication:

- (1) A study to engage staff in one school and one traditional probational unit in the use of a co-operative planning process over the period of at least ten months commencing with the opening of school in September of the academic year.
- (2) A study to increase the awareness and acceptance of representatives in the partner agencies to the roles and responsibilities of each member agency.
- (3) A study to develop and trial in-service training modules in matters of effective case conferencing and the needs of youth in conflict with the law.
- (4) A study to develop comprehensive individual program plans for a small number of client-students within one school using a formalized structure for assessment, goal-setting and follow-up. Such a study would concentrate on the academic gains made by client-students over a one year period.
- (5) A study utilizing trained volunteers rather than probation officers as the liaison contact between schools and the probation unit.

It has been suggested that the model under discussion here has been shown to be necessary and appropriate from the teacher's perspective at least. It is recommended, however, that research in each of the above-mentioned areas be conducted to provide additional dimensions to and more closely evaluate particular areas of the school-probation interface model. Further, it is thought that it is necessary to more closely examine the effects of such an approach on the ultimate consumer- the client-students. Recommendations (4) and (5) particularly address this area.

All such research would be primarily concerned with measuring

the change and progress of client-students under such an intervention model. It is felt that such evaluative statements could only be made through studies adopting a rigid experimental approach. The following remarks are made based on experience in this study and are presented as thoughts on future experimentally-based research into the problem.

Robert Gagné (1977) defines learning as " a change in human disposition or capability, which persists over a period of time, and which is simply not ascribable to processes of growth" (p. 3). Gagné further feels that this learning is exhibited through behavioral change, as well as attitudinal and interest change.

Future research might consider Gagné's statements as basic assumptions and wish to test the effectiveness of the interface model described in this report by measuring the amount and direction of behavioral and attitudinal change as demonstrated by client-students within a study group. Data collected from a matched control group would provide much needed data for comparative analysis.

Such a research design to evaluate amount of student gain through this interface model should incorporate as many descriptive measures of client-students as feasible. It is suggested that such research designs consider measurement in the following areas:

- (1) Academic achievement, particularly in Mathematics and Language Arts,
- (2) Intellectual potential,
- (3) Self-concept,
- (4) Attitude/Value systems,
- (5) Social/Anti-social behaviors,

- (6) Interests/Aptitudes,
- (7) School-related behaviors; e.g. attendance, incomplete assignments,
- (8) Parent/Teacher attitudes to the child,
- (9) Incidence of learning disability.

Together with an examination of change in the above areas, it is suggested that such research designs consider a much more expansive time frame. Future studies should be at least one in duration and that provision to extend the study beyond that period be established.

Measurement before, during and after intervention through the interface model should provide some measure of the effectiveness of the model. It is thought that such empirically structured designs would provide sufficient data such that more definitive statements could be made relative to client-student progress as a function of the interface model. It is anticipated that such research would complement the knowledge gained within this study resulting in a valid, realistic, community-based approach to prevention and rehabilitation of youth in conflict with the law.

CONCLUSIONS

Utilization of a process to bring together two major influences in the life of youthful offenders has been examined. The experimental attendance centre concept of treatment for youth in conflict with the

law was noted as one such influence, with the public school acting as the second such influence.

It is felt that this study has shown that a model to facilitate a dialogue between public school personnel and probation staff can be effectively utilized. It is felt that such a model can be used to assist the youthful offender to more adequately and appropriately interact with the larger community.

It is the belief of this writer that as education continues individuals learn new skills and develop broader horizons, as well as those things that will be useful in pursuing a pleasurable and satisfying station in life. As educators, however, it is our responsibility to deliver a quality program whenever and wherever there is an expressed need. Youth in conflict with the law are presently expressing their unmet needs. Therein lies the challenge. Time will witness our response to the challenge.

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MANIT^{BA}

manitoba
probation
services

MANITOBA PROBATION SERVICES

What Is Probation?

Probation is a basic service to the juvenile and adult justice systems, providing assessment and recommendations to the Courts, and personal service to those placed under probation supervision by the Courts.

Probation is the primary form of community corrections. It permits adult and juvenile offenders to remain in the community while probation officers attempt to assist them with problems of social functioning for their own self-development and the protection of society. Counselling, special programs, and referral to other appropriate agencies are offered for these purposes.

Probation Services in Manitoba

In 1919 the first probation officer in Manitoba was appointed to serve the juvenile court. In 1957, the first adult probation officer was appointed. Probation staff now number nearly 100 professional probation officers and para-professionals. Numerous community volunteers assist with and share in the delivery of probation services.

Although their functions differ somewhat, adult and juvenile probation services have been amalgamated in Manitoba since 1971. Exceptions are two specialized teams: 1) a juvenile unit serving the core area of Winnipeg; and an adult unit supervising probationers in the core area of Winnipeg, doing specialized adult intake.

Probation Service Delivery

Probation services are delivered by teams of workers, each team headed by a senior probation officer. Outside Winnipeg, the teams are based in regional offices in Beausejour, Selkirk, Portage la Prairie, Brandon, Dauphin, The Pas, and Thompson. Some probation officers and aides in these teams reside in and serve outlying communities. In Winnipeg, there are seven district teams providing services to specified geographical areas.

Probation officers are normally university graduates with specialized training in Criminology, Psychology, Sociology, or Social Work. These professional probation officers are responsible for diagnostic and treatment aspects of probation services. They are assisted by probation workers or aides who are mature persons whose life experience gives them special ability to assist with probation responsibilities.

Volunteers from the Probation Service's Compass program are used extensively to supplement the work of probation officers in urban centres. Other volunteers who assume responsibility for probationers in the remote communities where they live, are appointed under the Manitoba Correction Act as Honorary Probation Officers, better known as Volunteer Probation Officers, or "V.P.O.'s."

ADULT PROBATION

Probation provides three types of service to adult offenders:

1. Pre-Sentence Reports

When requested by the Court, reports are prepared on adults who have entered a guilty plea or who have been convicted of a crime and remanded for sentence. Pre-sentence reports cover the personal and social history of the offender and assess the ability of the person to function in a socially acceptable fashion in the community with appropriate support, control and assistance. The pre-sentence report becomes part of the treatment plan for those placed on probation, or part of the classification assessment for those sentenced to a correctional institution.

2. Probation Supervision

The Courts may grant unsupervised probation to adults, but probation officers, probation workers or volunteers work with those placed on supervised probation, monitoring conditions and providing treatment agreed to as part of the probation plan. Some adults are sentenced to a correctional institution with a period of supervised probation to follow. Probation officers then become involved in pre-release planning, rehabilitation and after-care.

3. Parole Services

If requested to do so by the National Parole Service, probation officers may perform community assessments on inmates applying for parole. The Parole Service contracts with the Probation Service to provide parole supervision in areas where there is no parole officer or private after-care agency, or when there is probation to follow the sentence on which parole is granted.

In addition to the agencies and services available to all citizens with special needs to which the Probation Service may refer probationers, such as Canada Manpower, the Alcoholism Foundation and A.A., probation offers Life Skills courses to selected clients and places others in Grosvenor Place, a host privately operated to serve adult probationers in Winnipeg.

JUVENILE PROBATION

Under the Manitoba Corrections Act, the Police refer all juvenile cases to the Probation Service for assessment, more than 9,000 per year.

1. Intake Screening

If after one or more interviews with the juvenile and parents the intake probation officer feels that a Court appearance is not necessary, the juvenile may be diverted from the justice system without formal proceedings. This is called "non-judicial" disposition. About one-third of juveniles are handled in this way. Juveniles and families may be referred for other forms of service to Child Welfare authorities, or to appropriate public or private services and agencies.

2. Court Services

Juveniles whose cases are brought to Court on the recommendation of the Probation Service will be accompanied by a probation officer who will provide the Court with a brief or extensive social history, depending on the seriousness of the allegation and the situation of the child. Following admission or finding of delinquency, the probation officer may make recommendations on disposition to the judge on the basis of the pre-Court investigation. The probation officer may be assisted in assessment by inter-personal maturity level classification carried out by a specialist. The judge may also order forensic assessment by a psychiatrist or psychologist.

As a disposition, the judge may order restitution, or impose a fine in some cases. Many juvenile cases are adjourned without disposition and often without a formal finding of delinquency being recorded.

3. Probation Supervision

Only about 12% of juveniles referred to Probation are placed on probation by the Court. Probationers are usually supervised in their own homes, but if necessary may be placed in a private foster home, or group foster home privately operated for juvenile probationers, or placed in one of the private treatment institutions for juveniles, such as Marymound School for Girls, Sir Hugh John Macdonald Hostel, or Knowles School.

4. Juvenile Aftercare

About 1% of delinquent juveniles are committed by the Courts each year to one of the provincial rehabilitation centres, the Agassiz Centre for Youth or the Seven Oaks Centre for Youth. They are supervised by probation officers following discharge from the institution.

Juvenile probation services make use of many resources provided by public and private child welfare agencies, school systems, and other appropriate services. In addition, probation offers Life Skills, attendance centre, summer diversion, and volunteer programs to meet some of the special needs of juvenile probationers.

For further information, contact:

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172 Doncaster Street,
Winnipeg, Manitoba R3C 0V8

Phone: (204) 895-5103

August 1972

DEVELOPMENT OF HEALTH AND SOCIAL DEVELOPMENT

MANITOBA PROBATION SERVICE

HISTORICAL BACKGROUND

Probation in Manitoba had its beginning with the appointment in 1919 of a probation officer to serve the Winnipeg Juvenile Court, which had been established ten years earlier. In 1947 the first probation officer outside the City of Winnipeg assumed duties at Brandon, and elsewhere in the province the Welfare Department assumed juvenile probation functions. Adult probation services were first introduced in 1957 with the appointment of a probation officer to serve the Winnipeg City Magistrates' Courts, and over the next seven years probation services to both juveniles and adults were extended throughout the province. In 1962 all probation services were integrated under the supervision and direction of a Chief Probation Officer. In 1963 a foster home program for delinquent children was introduced, which, along with extension of probation services, contributed in the five years to follow to a 33% reduction in training school committals and a 43.3% drop in training school population. In 1968 probation services, along with other correctional services, were transferred from the Attorney-General's Department to the newly amalgamated Departments of Health and Welfare, later to be known as the Department of Health and Social Development.

A significant step in the development and consolidation of the services for juvenile and adult offenders was the passing of the Corrections Act in 1966. It spelled out procedures for the screening of delinquency referrals by probation officers in consultation with crown attorneys, and for the non-judicial disposition of cases where, in the words of the Act, "neither the interests of the child or those of the public will be served by the laying of an information." It set guidelines to be followed by the police with respect to the detention of children and it provided for an immediate review and release of children detained. It spelled out a procedure for the review of the cases of all children committed to training school to ensure that the child's needs had been thoroughly assessed and the most appropriate available treatment plan implemented, including such alternatives as foster home, group home, or child care institutional placement. It also provided for the appointment of volunteer probation officers. Shortly after the proclamation of the Act, the probation services in Winnipeg began experimenting with the use of volunteers in probation, leading to the appointment of a full-time co-ordinator in 1970.

ORGANIZATION

Probation Services in Manitoba fall within the aegis of the Community Operations Division of the Department of Health and Social Development. The Director of Probation Services carries line responsibility for services within Winnipeg. Probation services outside of Winnipeg are administratively assigned to the Regional Health and Social Development offices. Each region has probation officers responsible for carrying out the various juvenile and adult probation functions. Relative to non-Winnipeg services, the Director of Probation Services is responsible for policy formation, standard setting, consultation services, staff training and development, and program auditing.

In Winnipeg, Probation Services are organized into six district units and one Central Intake Unit. Each district unit is responsible for providing adult and juvenile probation services within a given geographic area of Winnipeg. The Central Intake Unit is responsible for receiving, sorting and screening all referrals from the various police departments and Family and Adult Courts. If, however, on-going probation supervision is indicated, cases are assigned to the district offices for assessment and for supervisory purposes. Within the district units, cases are assigned by the Senior Probation Officer on the basis of the intensity of supervision required and differential classification of probationers in accord with their characteristics, needs, and compatibility with the "worker style" of the probation officer.

INTAKE PROCEDURES AND SERVICES

a) Juvenile

All juveniles allegedly involved in delinquencies are referred under Section 11(4) of the Corrections Act to the Probation Service. On the basis of available information from the central registry, established criteria, and an interview with the juvenile and parents, the probation officer, in accord with Section 12 of the Corrections Act, decides whether or not formal court action is indicated. In Manitoba approximately one-half of all delinquency referrals are dealt with by way of non-judicial action. This may include referral to the Child Welfare authority for protective action under the Child Welfare Act, or an undertaking by the parents to make restitution or take preventative action where appropriate. In this way, court action which may be wasteful of the court's time and detrimental to the juvenile is avoided.

If the juvenile is detained by the police, probation officers have the authority to release the juvenile, at the point of detention, into parental custody. If the decision is made to detain the juvenile, he must appear before a family court within 24 hours. At this time, the judge, aided by the probation officer, reviews the situation and determines whether continued detention is required.

Probation officers are involved in all juvenile matters before the Family Court. They provide written assessments and court reports in all cases other than violations of the Highway Traffic Act. The probation officer's assessments and reports to the court attempt to present a picture of the delinquent juvenile as a person, his personality make-up, the quality and nature of his relationships with his parents, siblings, peers, and persons in authority, his attitudes, his reaction to stress, his functioning at school or work, his strengths and his weaknesses, etc., together with suggestions as to what plan or course of action is most likely to divert him from further delinquent behavior. Alternatives available to the Family Court and the probation officers are many and varied, and range from minimum to maximum treatment involvement by the probation officer. Some of the alternatives available are: sine die adjournment, reprimand, fine, probation (surveillance caseload), probation and volunteer assignment, probation (medium intensity caseload), probation with foster home, group home, or private institutional placement, and committal to a rehabilitation centre.

b) Adult

Prior to sentencing and following an admission or finding of guilt, the Court may request a "pre-sentence report." In effect, the Court instructs that a

probation officer enquire into the personality, character, conduct, home background, education, employment and other circumstances of the accused person, so as to provide it with a picture of the offender as a person, some of the reasons he has broken the law, and some suggestion as to what steps might serve to rehabilitate him. This information, weighed in conjunction with such other considerations as the nature and seriousness of the offense and the protection of society, enables the Court to impose sentence most likely to rehabilitate the offender and protect society while so doing.

Reports are also frequently requested where release to the community is not being seriously considered because of the nature of the offense. In these cases it is sought solely as an aid in sentencing. This is true of many requests from the Superior Courts involving, for example, manslaughter, criminal negligence, rape, robbery with violence, or lesser offenses committed by persons with lengthy criminal records.

A pre-sentence report not only serves the Court but also forms the basis for a realistic probation plan. Further, it is used by psychiatrists, if psychiatric examination is ordered by the Court, or if psychiatric treatment is later undertaken. If the offender is sentenced to a term of imprisonment, the report is forwarded to prison or penitentiary officials to assist them in understanding and classifying the offender for treatment and training purposes. It is also forwarded to the National Parole Service to be used when reviewing the offender's readiness for parole.

COURT DISPOSITIONS (ADULT)

A range of alternative dispositions is available to the Courts in sentencing offenders. These dispositions include: absolute discharge with or without conditions, fine, "suspended sentence," probation, imprisonment followed by probation, and confinement of the offender in a correctional institution.

Absolute discharge with or without conditions enables the Courts to deal with a first offender without registering a conviction against him and thereby giving him a criminal record with the handicap that accompanies such a record.

Probation with or without supervision is available to the majority of offenders. A variety of conditions may be imposed on offenders placed on probation. Among the conditions imposed most frequently, are the conditions to report regularly to a probation officer, to report changes in employment or residence, etc. A further condition of probation may be to reside in a probation hostel (in Manitoba, privately operated), where group counselling, employment and educational counselling, and a supervised living environment, etc., are available to the offender.

Where confinement is considered necessary as a deterrent or as an example to others (e.g., criminal negligence), the Court can impose an intermittent sentence, e.g., to be served week-ends, night-time or holidays periods, etc. Time spent in the community between intermittent confinement is in accord with the conditions of a probation order which may or may not include probation supervision. Such a sentence enables the offender to maintain his employment, family and social responsibilities, etc.

At the other extreme, sentence may involve strict confinement to a correctional

institution for a set period of time, and may be followed by a period of probation to ensure that the offender receives assistance and supervision upon release to the community. Offenders sentenced to confinement are eligible to apply for day parole, or conditional release on parole. If parole is granted, parole supervision would follow on the offender's discharge from the institution. Residents of correctional institutions are also eligible for temporary absences for various reasons.

PROBATION SUPERVISION

Probation is widely seen as one of the more effective methods of reintegrating offenders into the community, as it interferes least with the normal life patterns of the offender and his family, and makes it possible to utilize a variety of community services to compensate for deficiencies in the social and family circumstances of the offender. The objective of probation is to help offenders assume an increasing degree of normal individual, family, and social responsibilities within their communities, as it is here that they must ultimately come to terms with themselves and those with whom they associate.

While probation officers do exercise control over the behavior of the offenders they supervise, the major focus in probation supervision is one of counselling the offender and helping to relieve the problems which brought him into conflict with the law. A variety of individual family and group counselling techniques is utilized in attempting to change the offender's attitude towards authority and law-abiding behavior, improve the offender's self-concept and feeling of self-worth, and generally to help him resolve his problems without coming into conflict with society. Probation supervision is concerned with the total configuration of the offender's personality, his relationship to his family, his community, and society at large. Probation attempts to deal with the social setting in which the probationer lives and is expected to function, as well as the individualized needs of the probationer. Efforts are made to establish a positive interaction between him and the major societal institutions, such as place of employment, home, school, etc. Probation supervision and counselling may be on an intensive basis several times a week, or on a less intensive basis where the probation officer would see the probationer once every week or two. Intensity of probation supervision depends on the needs of the probationers.

As all offenders differ from each other, every effort is made to individualize treatment. Assessment of the offender and his circumstances, classification and treatment planning are seen as a continuous process in which the offender is seen as the central person.

The classification typology used in Manitoba is the Interpersonal Maturity Classification system. This classification system focuses on the social maturity levels of offenders, and outlines differential treatment programs for the various sub-types of delinquents. Efforts are further made to "match" offenders with the most appropriate probation officer and/or volunteer worker style. Classification of offenders according to this system is by way of a taped interview 1 - 1½ hours in length. This taped interview is then "second rated" in treatment planning sessions designed to set out treatment priorities and strategies during the period of probation supervision.

SUPPORTIVE SERVICES

To assist and support probation officers in their assessment and supervision of offenders, the Probation Service has developed a wide array of auxiliary services.

The Children's Forensic Service, co-ordinated by a Senior Probation Officer, assists probation officers in the diagnostic assessment and treatment planning for juvenile offenders where emotional or psychiatric disorders are evident or suspected of being present, and where out-of-home placement is being considered. Psychiatric and psychological assessments are completed by full-time qualified staff members, and findings are discussed with probation officers in individually scheduled Disposition Conferences. Follow-up interviews and treatment are arranged with Mental Health Services, if indicated.

Forensic services are also available to adult offenders. This service is offered through the Mental Health division and provides for follow-up treatment if required. In addition, psychiatric treatment when indicated may be ordered by the court as a condition of probation.

The Diagnostic and Classification Unit is designed to assist probation officers in the assessment, diagnosis and treatment of the more difficult juvenile and adult offenders. Classification, as indicated earlier, is according to the Interpersonal Classification System. Differential treatment designed to meet the specific needs of individual offenders is the goal. To maximize the beneficial aspects of probation supervision, assignment of cases is according to matched worker style and offender sub-type.

To further support and develop probation services in Manitoba, a wide array of volunteers has been recruited and trained. A full-time professional volunteer co-ordinator is responsible for the overall administration of this program, known as COMPASS. Volunteers may be assigned on a one-to-one, group-to-one, group-to-group, etc., basis. They carry out a variety of functions, from direct supervision of probationers to foster home recruitment and screening. A formalized training program for volunteers has been developed and regular supervision and consultation is being developed through the district probation units.

The Probation Service also has developed a wide variety of foster and group foster homes. These homes are available to juveniles who, for various reasons, are unable to stay in their own homes. The majority of juveniles in these placements are sixteen years of age and over. With the development of these placements and improved probation services, the need for institutional services has been drastically reduced.

A Community Treatment Centre has been developed, as part of the Manitoba Youth Centre, for those delinquent juveniles who require more supervision and control than could be offered in their homes, foster or group foster homes. Juveniles in this program work or go to school in the community during the day, but return to the institution after work or school.

Other support and preventative services have been developed and operated as special needs arose. Included in these would be social opportunity groups, pre-employment counselling and training groups, community recreational programs, etc.

A comprehensive staff orientation, training and development program has been

developed to orientate and train staff in the various probation functions.

Future program developments will focus on the further development of family and group counselling techniques, as well as the introduction of various treatment programs, such as Positive Peer Culture and Transactional Analysis.

PAROLE INVESTIGATION AND SUPERVISION

All juvenile offenders discharged from the Juvenile Rehabilitation Centers are given after-care assistance and supervision by probation officers. Probation officers play an important role in assisting these juveniles to become re-established in their homes and communities, or in finding alternative living arrangements, such as foster homes, group foster homes, or boarding homes. Assistance is given in job and school placements, as well as day-to-day counselling and supervision.

In the adult field, after-care investigation and supervision is undertaken at the request of the National Parole Service. Pre-Community-Release Reports are used by the Parole Board in determining whether the resident of a correctional institution should be released on parole or not. If parole is granted, probation officers provide follow-up supervision and assistance.

Appendix 3
**Referred to
Juvenile Authorities**



This booklet is one of a series produced for public information
by the Probation Directorate, Province of Manitoba.

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REFERRED TO JUVENILE AUTHORITIES

THE QUESTION

What happens when a juvenile gets in trouble with the Law?

If the offence is spectacular enough to come to the attention of the media, the last thing the public is usually told is that the youth was "turned over to juvenile authorities", and that appears to be the end of the matter. Is it? Who are the "juvenile authorities"? What do they do?

First of all, let's review two definitions. A "juvenile" in Manitoba is any person under the age of 18 years. The legal age for a juvenile is set by the Province, so varies across the country. In Ontario it's 16; in B.C., 17; but 18 is the oldest for a juvenile in any Province or Territory of Canada.

The other important term to define is "delinquent". Although there is a current proposal to rewrite the statute concerning young persons in conflict with the law, in effect still is The Juvenile Delinquents Act, a Federal law passed by Parliament in 1929. It defines a "delinquent" as any child under the age set by the Province who is found by a Court to have violated any Federal law - such as the Criminal Code, the Narcotics Control Act, the Indian Act, etc. - or any Provincial statute - such as the Highway Traffic Act, the Liquor Control Act, etc. - or any Municipal By-Law, or who is guilty of "sexual immorality or similar form of vice". Where Courts deal with "sniffers", it is under this latter phrase of the Act.

The Manitoba Corrections Act determines the way juvenile offenders are dealt with by authorities in this Province.

THE JUVENILE JUSTICE PROCESS

1. Police

The process begins when an offence occurs. Some are never detected, others never reported. Many people do things which are illegal which are unknown to others or for which they are never held responsible. Such unidentified offenders may have to cope with a guilty conscience and some seem to want to be caught and even punished. Others simply "get away with it" without personal or social consequences.

An identified crime is usually reported to the police who investigate to determine, if possible, who committed it. Although the police have a high rate of solving crimes against persons, those against property are less often solved, so many delinquents never come to the attention of the authorities. As it is, each year in Manitoba nearly 10,000 juveniles are referred for alleged delinquencies.

If the person or persons responsible for a crime are under 18 years of age, the police follow somewhat different procedures than they do when the offender is an adult.

Some police forces have officers who are specially trained in working with juveniles, such as the members of the Winnipeg Police Department's Juvenile Division. They will become involved as soon as it is determined that children are under investigation. If the delinquency is not too serious, and if the juveniles are not well known to the police, and if they are reasonably cooperative and if the parents or other responsible adults can be found to take charge of them, they will usually be released by the police pending further action.

Very young children involved in delinquencies are taken home or turned over to Child Welfare authorities.

2. Detention

If circumstances require that juveniles be held, they will be taken to juvenile holding facilities which by law must be separate from adults, in a police lock-up or in a Provincial Correctional Institution (in Brandon, Dauphin or The Pas) or to the Manitoba Youth Centre in Winnipeg. All youths who have to be detained for more than a few days are escorted to the Youth Centre. There are over 4,000 admissions per year.

Juveniles who are detained must be formally charged with a delinquency. They may be released before Court by their Probation Officer or by Youth Centre authorities in accordance with provisions of the Corrections Act.

If detained, they must be brought before the Court the next day or at the first sitting after a weekend or holiday, and once a week thereafter until discharged. A Legal Aid duty counsel is available at the Youth Centre every day for those seeking legal advice.

On their appearance before the Judge in the court room in the Youth Centre, the Judge may order their release, permit release at the discretion of the Probation Officer, allow escorted or unescorted leaves, work or school leaves, or may order continued detention. Generally, those detained for any length of time are those held on serious or complex charges, who cannot be controlled in an open setting in the community, or who are considered dangerous to themselves or to others.

The Manitoba Youth Centre has a capacity of 150 boys and girls admitted under the Juvenile Delinquents Act as alleged delinquents, or in need of protective guardianship under the Child Welfare Act. Under necessary security, the Centre provides extensive care and assessment programs for the residents during their stay which might last as little as one day or as long as several months but averages 11 days. A well-staffed medical unit provides audio and visual testing, physical examinations, health education programs and initiates community follow-up, when necessary.

All residents are assigned an individual counsellor who works in co-operation with the community worker, the Probation Officer or Child Care Worker. The community complements the program not only through the visits of families and friends but also through involvement of volunteers in the Centre's activities or special events.

Each of the ten resident units is staffed with a qualified teacher who conducts individual skill assessments and provides individual learning experience based on the identified level. Carpentry, crafts, employment activities, religious services, active recreation, and social experiences are also available to all residents so that they may experience, in a responsible fashion, programs similar to those provided for youth in the community.

3. Diversion

If juveniles are released by the Police without being formally detained, they and one or both parents may be invited to attend a voluntary class, conducted in Winnipeg by the Juvenile Division of the City Police and in some other communities by the Police and Probation. Normally, only first offenders on minor charges are dealt with this way. These classes help juveniles and parents to understand the causes and consequences of delinquency. They have proven remarkably effective in diverting most juveniles from further trouble with the law.

4. Probation Intake

Juveniles who have been to a voluntary class before but become reinvolved in delinquency or who are picked up for the first time for a more serious offence may still be released in the care of parents, but notified that they will be contacted by the Probation Service and warned that they may have to appear in Court. The Manitoba Corrections Act provides that the Police refer all juvenile matters to the Probation Service who recommend whether or not a Court appearance is necessary.

When a Police report is received, the Probation Service contacts the family and an interview with the juvenile and parents is set up. In about one third of cases referred by the Police, after one or more interviews the Probation Officer decides that Court action is not necessary, that the juvenile is not likely to commit further delinquencies, and that the family can cope with its problems. This decision may involve referral to other agencies for on-going help, but ends involvement in the juvenile justice process. Such a case is said to have been disposed of non-judicially.

5. Juvenile Court

If the Probation Officer decides that a Court appearance is necessary, the Police are advised to lay a formal "Information and Complaint" and a Court date is set. In Manitoba, any Provincial Judge may sit as a Judge of the Family Court; but in Winnipeg, Brandon and Dauphin and areas served from those centres, there are certain Judges who sit only in Family Court.

A parent or legal guardian is expected to appear with a juvenile in Court, but Family Court hearings are closed to the public to protect the anonymity of juveniles and their families. This leads to public ignorance of the juvenile justice system, and the suspicion that "nothing happens" to delinquents. Judges can, however, permit community representatives to be present if they feel it is in the best interests of justice.

Court proceedings for juveniles are less formal than for adults. Often only the judge, the probation officer, the juvenile, and parents or guardian are present. Most juveniles admit to their delinquencies, but if they deny them they are entitled to formal trial, with prosecution by a Crown Attorney and defence by Legal Aid counsel or private lawyer.

From interviews and investigation of the juvenile, the family, school, neighbours, employers, etc., the Probation Officer has formed an opinion which the Court values in making a decision.

Various specialized forms of assessment such as Interpersonal Maturity Level classification, Psychological testing, and Forensic Psychiatry may be utilized in complex or serious cases to aid the Court in making its disposition.

6. Judicial Dispositions

(a) Unsupervised

When a juvenile appears in Court for the first time on a relatively minor matter, the Judge will often adjourn the case 'sine die'. This legal Latin phrase means "without a date". The juvenile has not been found legally delinquent at this time, but technically the case could be brought up again at some future date. This disposition is in a sense a "break" for the juvenile and should serve as a warning and deterrent against further delinquency.

Another decision the Judge may make is to suspend disposition for the time being. In this instance, the juvenile is found delinquent and so has a "juvenile record" but is not "sentenced".

The Juvenile Delinquents Act limits the fine that may be imposed on a juvenile to \$25, an amount which may be difficult for some juveniles to pay if they have no income, or conversely far too easy to pay if the young person is working. As a result, fines are not often imposed.

Increasingly, Courts are ordering restitution in cases of property damage or nuisance. The restitution might be in money, paid to the victim through the Court, or might be in work for the victim, or for the community.

With the exception of restitution which might be supervised until completed, the previous dispositions do not involve the juvenile being on probation or receiving any further attention by the justice process. About half the juveniles referred by the police are dealt with in these ways.

(b) Supervised

Less than 20% of delinquents are placed by the Court on supervised probation. Probation may last for a few months or until age 21 as a maximum. Most probationers remain in their own homes, and are seen by the Probation Officer or volunteer on a regular basis, and more frequently in the event of a crisis. The Probation Officer tries to help in situations of family difficulty, school problems, employment needs, etc.

(c) Placement

In the event that it appears unwise to leave the juvenile in his parents' home, placement may be arranged in a foster home, in a group home with a number of other juveniles, or in a private institution where care, treatment, and program are provided on a 24-hour basis. About 10% of delinquents need placement.

(d) Committal

The Province operates two Rehabilitation Centres for Juveniles. The Home for Boys in Portage la Prairie has a capacity of about 100. The Home for Girls on the northern edge of Winnipeg houses up to 45. Just over 100 boys are committed by the Courts each year. Less than half the 30 girls admitted per year come through the Courts. The majority are placed by the Child Welfare Treatment Panel for reasons other than delinquency.

The Panel reviews all committals after three months and may recommend return of the juvenile to the community under supervision for the balance of the formal committal period, which would extend up to age 18.

(e) Transfer

The Court also has the option, where juvenile resources are deemed inadequate for the needs of the juvenile and for the protection of society, to transfer a juvenile aged 14 or over, to adult Court for trial on an indictable offence. On conviction the whole range of adult sentences, from probation to penitentiary, are then applicable to the juvenile.

CONCLUSION

Those involved in the juvenile justice process are generally convinced that it is best to divert a child from the system at the earliest possible opportunity, once those needs which the system can best meet have been attended to. This is consistent with the philosophy of the Juvenile Delinquents Act which states in Section 38:

This Act shall be liberally construed to the end that its purpose may be carried out, namely, that the care and custody and discipline of a juvenile delinquent shall approximate as nearly as may be that which should be given by its parents, and that as far as practicable every juvenile delinquent shall be treated, not as a criminal, but as a misdirected and misguided child, and one needing aid, encouragement, help and assistance.

"Referred to juvenile authorities" in Manitoba clearly means that the intentions of the Juvenile Delinquents Act are being carried out both in law and in practice in the best interests of both the juvenile and the community.

For Further Information Contact:

Volunteer & Community Programs
Probation Directorate
172 Doncaster Street
WINNIPEG, Manitoba R3C 0V8
Telephone: 489-4541 extension 381

or your local:

- Police
- Probation Service
- Judge
- Crown Attorney
- Legal Aid Office

Dates of Interview-----

INTERVIEW RECORD

NAME ----- BIRTHDATE -----

Age ----- Grade ----- School -----

School Data

Attitude to school -----

What do you like about school-----

What do you dislike-----

Most favourite subject -----

Least favourite subject -----

Subject do best in -----

Subject do least well in-----

What schools attended since beginning school-----

Ever repeated a grade----, Which grade-----

What would you change most about school----

Are your best friends in your class or school ----

What activities at school do you most enjoy-----

If you could do anything that you wanted in school, what would you do-----

What do you think of your teacher-----, other teachers-----

What about rules in school----

What is goal for school---

What do you want to do after you leave school

What words would you use to describe a teacher

What do your mom and Dad think about school-----

What are you doing in school this year, right now---

Others

Sisters

Ages.

In School

APPENDIX FIVE

FLOW-CHART OF THE STUDY

PHASE 1 INTRODUCTION, ORIENTATION, AND SELECTION

Stage A- Initial Contact by Researcher

- Secure conditional approval from Unit Supervisor

Stage B- Orientation of Unit Staff By Researcher

- Outline objectives/rationale of study
- Request assistance/co-operation from line staff
- Outline criteria for nomination of subjects into study
- Selection of School-Agency Liaison person

Stage C- Selection of Sample By Staff and Researcher

- Each Probation Officer (PO) nominates all clients meeting criteria
- Researcher further screens nominations

Stage D- Orientation- Subjects (approximately 30 minutes)

- Referring PO contacts subject to seek his co-operation in the study
- Researcher briefly meets subject to explain the study and secure agreement to participate, general information, attitude to school, school attendance, etc

PHASE 2 ASSESSMENT

Stage A - First Sitting (approximately 45 minutes)

- Administer (1) Slossen Intelligence Test (SIT)

Appendix Five Continued

(2) Slossen Oral Reading Test (SORT)

(3) Key-Math Diagnostic Arithmetic Test

Stage B - Second Sitting (approximately 45 minutes)

Administer Slingerland Screening Test For Identifying
Children With Specific Language Disabilities (Form C)

Stage C - Review results with the staff Representative- Education Specialist

PHASE 3 IMPLEMENTATION AND FOLLOW-UP

Stage A - With youth ,parent, supervising PO, Education Specialist,
and researcher - review results of tests, strengths,
weaknesses, assets , liabilities.

Stage B - With school personnel - Principal, Vice-Principal, Teachers
Counsellor and researcher present - establish communications
with the school and the unit, discuss educational needs and
possible strategies appropriate to the specific youth,
develop Individual Program Plan.(IPP)

Stage C - Bi-weekly conferences between Educational Specialist and
school personnel re progress, problems, predictions and
changes needed to the IPP.

Stage D - Teacher Questionnaire sent to sample group and control
group by researcher to seek out attitudes and opinions
regarding the delivery of service.

PHASE 4 TERMINATION

Stage A - Researcher terminates his involvement in the study April 30,1979

Stage B - Educational Specialist terminates his involvement with
schools and clients, scheduled June 30,1979; actual May 5,1979.

The purpose of this questionnaire is to provide some information about the relationships between Manitoba Probation Services and the Public School System, with regard to youth in conflict with the law.

This research is being conducted by the author as part of a Masters of Education program of study.

Your assistance in completing these questions is most appreciated. Please return the completed questionnaire to your Principal by _____

date

In the past sixty days, have you had a student in your class who is/was under the supervision of Manitoba Probation Services?

Yes _____ No _____

If Yes to above, please complete the following, considering the most recent example. If NO, please return to your Principal.

1. Identification Process

- a. Do you feel that it is beneficial for school personnel to become aware that a student is under the supervision of Probation Services?

Yes _____ No _____

Explain why or why not.

- b. How did you become aware of the involvement of Probation Services with the student?

The student _____, His/her parents _____, School Administration _____

Probation Worker _____, Other (please specify) _____

- c. Was this involvement confirmed to your satisfaction?

Yes _____ No _____

- d. At what stage of the involvement did you become aware?

Beginning _____ Middle _____ End _____.

2. Interaction Process

- a. How would you describe the relationship between the School and Probation Services, regarding this juvenile?

Superficial _____, Intensive _____, Other (specify) _____

- b. Did you know the name of the youth's Probation Worker?

Yes _____ No _____

- c. Did you know how to contact the Probation Worker?

Yes _____ No _____

2.

d. Did you have an opportunity to meet directly with the Probation Worker with regard to this juvenile?

Yes _____ No _____

e. If you met directly with the juvenile's Probation Worker more than once please specify approximately how often and over what period of time.

f. Did you ever receive pertinent information regarding the extent of Probation Services involvement with the juvenile?

Yes _____ No _____

g. Did you know what specific programming and/or action plan was being developed for the juvenile by Probation Services?

Yes _____ No _____

If Yes, how did you become aware? _____

h. Was a co-operative action/treatment plan developed between Probation Services and the School?

Yes _____ No _____

i. Was your professional opinion regarding the juvenile's academic needs or progress ever sought at any point in the involvement?

Yes _____ No _____

If Yes, in what way? _____

j. Do you feel that you have been adequately involved/informed with regard to Probation Services involvement with your student?

Yes _____ No _____

k. Would you prefer to have more extensive contact with the juvenile's Probation Worker?

Yes _____ No _____

l. As a Teacher, what kinds of information would you consider to be helpful/valuable in your dealings with a student who has experienced conflict with the law and has come to the attention of Probation?

Academic _____, Social History _____, Behavioral _____

Other (specify) _____

m. How and why do you think this information and contact with Probation Services would be beneficial to the student?

Thank-you for your assistance.

P.E.Saurette, Faculty of Education, Department of Educational Psychology
U of Manitoba

Winnipeg, Manitoba

R3N 1S8

May 25, 1979

Dear

Please consider this letter and the attached questionnaire to be a request for assistance in completing personal research as part of the writer's Master of Education program of study. Completion of this program is dependent upon the results of this questionnaire.

Please note that the questionnaire is directed to a specific teacher due to his/her involvement with the Remand-Attendance Centre project concerning _____.

I am requesting that you forward this letter and the questionnaire to the teacher noted below, with a request for the teacher to complete and return to the above address by the date indicated.

Should further clarification or information be required please feel free to contact me

Thank-you for your assistance and interest in the matter.

Sincerely,

P.E.Saurette

Attention _____

Encl. Teacher Questionnaire.

Winnipeg, Manitoba

R3N 1S8

May 25, 1979

Dear

Please consider this letter and the attached questionnaire to be a request for assistance in completing personal research as part of the writer's Master of Education program of study. Completion of this program is dependent upon the results of this questionnaire.

Please note that the questionnaire is directed to a specific teacher. Participants were randomly selected and are thought to be representative of all teachers within the City of Winnipeg Public School Systems.

I am requesting that you forward this letter and the questionnaire to the teacher noted below, with a request for the teacher to complete and return to the above address by the date indicated.

Should further clarification or information be required, please feel free to contact me :

Thank-you for you assistance and interest in this matter.

Sincerely,

P.E.Saurette

Attention _____

Encl. Teacher Questionnaire

WEEK	POINT DISTRIBUTION	TOTAL POINTS/REWARD.
March 5-9	$\frac{1}{2}$ day attendance = 2 points	16
March 12-16	$\frac{1}{2}$ day attendance = 2 points	16
March 19-23	$\frac{1}{2}$ day attendance = 2 points	20
March 26-30	$\frac{1}{2}$ day attendance = 2 points	20

 REVIEW

*Tentative Schedule depending on review

April 2-6	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	26
April 9-13	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	26
April 16-20	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	28
April 23-27	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	28

 REVIEW

April 30 - May 4	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	30
May 7-11	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	30
May 14-25	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	60
May 28-June 8	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	60
June 11-29	$\frac{1}{2}$ day attendance = 2 points $\frac{1}{2}$ day on time = 1 point	60