

I N D E X

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INTRODUCTION

Background of the Present Report

The Youth Services Division of the Edmonton Welfare Council was established in 1956 for the purpose of coordinating services for Youth throughout the City. Though it has over the years been concerned with many problems relating to youth, it has shown a continuing concern for juvenile delinquency. In this connection, it has carried on studies in a variety of subjects, including early detection of delinquency traits, use of probation, auxiliary services available to the Juvenile Court, correctional institutions and need for research.

The recommendations contained in these various studies were recently reviewed for the purpose of encouraging their implementation, and as a result, the present Committee on Juvenile Corrections was set up by the Youth Services Division in September 1965. Its members consisted of 14 persons representing a wide range of specialties relating to delinquency. Mrs. W.F. Bowker from the Executive of the Youth Services Division acted as Chairman, and Mr. A.H. Ziai, professional social worker with the Edmonton Welfare Council, acted as staff consultant. Both were sent by the Edmonton Welfare Council to the Conference of the American Ortho-Psychiatric Association held in San Francisco in April 1966 in order to gain additional insights of value to this study.

Scope of Study

The study centred on the following areas of corrections:

- I. Prevention of Delinquency
- II. Juvenile Court and its Attendant Services
- III. Correctional Institutions for Juveniles.

Method of Work

The Committee held three plenary meetings for general discussion of the areas under study, following which three Sub-Committees were formed to conduct a detailed study under the following headings:

- (1) Prevention (2) Juvenile Court (3) Correctional Institutions.

These Sub-Committees met at intervals over a 6-week period with liberty to use outside consultants if desired. Each prepared a report for circulation among all Committee members. A final meeting of the Committee was held to discuss the Reports of the Sub-Committees and to formulate the recommendations embodied in this Report.

PREVENTION

The Committee agreed that Prevention in its broadest sense must include: (a) improving social conditions which give rise to delinquency;

- (b) working with individuals who may be potential delinquents.

Discussion was therefore directed into two general areas:

- A. Primary Prevention - improving the "social climate" for children and youth in the home and the community through parent training, family life and sex education, church and community activities;

- B. Secondary Prevention - detection at an early age by home, school and police of potential delinquents; clinical resources in the community for preventive treatment when required; diagnostic and treatment services available to courts and correctional institutions.

For the most part, social agencies concentrate on secondary prevention, but the need for primary prevention is becoming increasingly evident and will assume even greater importance as programs develop under "The Preventive Social Services Act". In its broadest aspect, "prevention" in relation to delinquency includes any effort to improve the functioning of the individual, the family or the community. It can be as specific as providing day-care facilities for working mothers, or as broad as urban renewal or "war on poverty" - so long as it is directed to strengthening and fortifying the individual or the family.

A. PRIMARY PREVENTION

In the area of Primary Prevention, the Committee dealt with the following:

1. Role of Home and Parents

a) Work with Culturally-Deprived Children -

Every attempt to up-grade standards of deprived children has a bearing on delinquency prevention. In this connection a pilot project is currently underway in the Norwood district of Edmonton sponsored by the National Council of Jewish Women and the Junior League of Edmonton under the direction of the Faculty of Education at the University, to provide kindergarten experience for children whose homes lack cultural stimulation. Work is done not only with

the child, but the mother as well. Studies of similar programs elsewhere have indicated that they do not necessarily improve a child's academic performance so much as his social adjustment to school. Since the maladjusted, anti-social child frequently becomes the school drop-out, and for this reason more prone to delinquency, work of this nature is basic to prevention. The Committee therefore endorses an extension of such programs with a periodic assessment of their effectiveness.

b) Parent Training

- i) More use should be made of volunteers in Community Leagues and Home and School Associations to organize informal discussion groups for parents on problems of common concern to all children, with the recommendation that these discussions be under the direction of social workers or experienced group leaders.
- ii) A pamphlet, attractively designed and suitably illustrated, should be prepared jointly by school counsellors and family service associations, containing practical guidelines for parents on matters of child-rearing, with particular reference to the emotional needs of children. Such pamphlets could be distributed in maternity wards of hospitals, medical, dental and legal offices, churches, schools, community leagues and recreation centres.
- iii) More use should be made of radio and TV for presenting parent-child problems and various methods of dealing with them.

c) Family Life Education

The purpose of this is to strengthen the family through better understanding of family problems. In this sense it has an important bearing on delinquency prevention.

d) Sex Education

This subject is touched upon later with respect to the responsibility of the school. As to its bearing on primary prevention, the Committee sees a need for better liaison between agencies presently engaged in this field, many in a perfunctory way, for the purpose of establishing content of courses and determining where responsibility lies.

e) Education for Marriage

Better preparation of engaged couples for marriage can overcome incipient problems which may later have a bearing on family life and standards of child rearing. It is recommended that private agencies coordinate their resources with a view to setting up more courses of this kind.

The fact that so little has been done with respect to c), d) and e) is due to the scarcity of trained leaders. The Family Life Education Committee recently sponsored a course through the University Extension Department for volunteers wishing to train as discussion leaders. The Committee would recommend that further courses of this kind be offered, and as more discussion leaders become available, requests for their services could be received from churches, Home and School Associations, Community Leagues, etc.

The Committee considers the training of volunteer leaders as the most important immediate step in planning the many programs which have a bearing on primary prevention.

2. Role of the Church

The Committee could not claim sufficient representation from all denominations and religious faiths to make specific recommendations here. However, it recognized that youth programs, pastoral counselling and group activities

involving families, such as those offered by various churches, are all part of primary prevention in respect to delinquency.

3. Role of the Community

Here again constructive programs offered through community leagues or recreational centres strengthen individuals and families and so serve as a preventative to anti-social behaviour. Individual neighborhoods as such, have, in the opinion of the Committee, a responsibility to people living in the area to provide help when needed, especially to newcomers to the country and persons unfamiliar with community services. Whether this is done on an individual basis or at the community level depends on the extent of cohesiveness within the community and the individual's sense of responsibility.

4. The Ministry of Youth

Though the function of the new Ministry of Youth has not yet been clearly defined due to its recent creation and the absence of precedent, the Committee sees it as fulfilling a useful role as liaison or information bureau between private agencies and other provincial and federal departments in matters relating to delinquency. Dr. T.E. Gaddis of the University of Oregon, speaking at the annual meeting of the John Howard Society in Lethbridge in April, stated that from his experience with similar departments elsewhere, their function can be related to delinquency, particularly at the prevention level. As to wider areas of concern for the Ministry of Youth, these might include developing community and provincial leadership programs, coordinating studies and research in youth work, and providing grants

to communities for youth programs - - all of which are related to delinquency prevention at the primary level.

B. SECONDARY PREVENTION

Secondary prevention involves the actual working with children who show signs of potential delinquency with a view to preventing their conduct becoming confirmed in habits of delinquency. Primary prevention, on the other hand, dealt with providing a healthy social climate in which all children can be reared. In the area of secondary prevention, the Committee examined mainly the roles of the school and the police.

1. Role of the School

The school is in a particularly sensitive position in respect of detection of potential delinquents because it is the only agency which sees all of the children for most of the day and at an early enough age to permit preventive treatment. With the current emphasis on educating the "whole child", the school's concern is not only for his healthy intellectual growth, but his emotional growth as well. It is in this context that the Committee makes the following recommendations:

a) Greater emphasis in teacher-training courses on identifying children whose emotional problems might portend future delinquency.

This requires teachers in the classroom who are alert and sensitive to a child's deeper emotional needs, particularly when manifested in the form of hostility and aggressiveness, or uncooperative behaviour.

b) More facilities in the school system to enable prompt referral of children so identified. The Edmonton School Board and Separate School Board are to be commended for extending counselling services

to junior high schools, and the former for initiating a limited service at the elementary school level. Because current research stresses detection of problem children below the Grade VI level, counselling services in elementary schools should be expanded as rapidly as trained personnel can be procured.

From information received by the Committee, the Pupil Personnel Service of the Edmonton School Board provides a counsellor at each high school and junior high school. In addition, 4 counsellors worked this year on an experimental basis in 12 elementary schools, and the plan is to employ 4 additional counsellors at this level next year. Apart from counsellors, the School Board employs 12 visiting teachers and 4 social workers to serve all city schools.

At present, only acute and urgent cases can receive immediate attention.

The School Boards should be encouraged to expand pupil personnel services as much as possible in the hope of reaching problems at the stage where preventive treatment can be most effective.

Some Committee members expressed objection to the requirement that all school counsellors be teacher-trained, since this necessarily limits the number of counsellors available. Others on the Committee felt that teacher training is a pre-requisite to effective school counselling. In general, the Committee was in agreement that there is a place for professional counsellors without teacher training for the many problems unrelated to academic performance. Some concern was expressed that teacher counselling is too largely orientated to vocational guidance and less to the wide range of social and behaviour problems facing students.

c) Bureau of Child Study

The Committee commends the Edmonton School Board for establishing the Bureau of Child Study. Its present staff consists of 6

remedial specialists and 2 speech therapists. As the Bureau develops, the Committee would recommend the services of a variety of specialists to provide a more intensive assessment of children referred by counsellors and visiting teachers. The Bureau has been commended by the Guidance Clinic for the help it gives in providing pertinent information to the Clinic and in sorting out cases requiring further referral.

d) Treatment Facilities in the Community

In cases where treatment is recommended following diagnosis of the child by the school, too few facilities both in number and variety are available for treatment in the community. The Guidance Clinic quite properly sees its role as primarily in the field of mental health, that is, the prevention of psychiatric disorders. It must, however, deal frequently with problems which are social rather than psychiatric in nature. A less specialized centre, such as a Social Evaluation Clinic, could more quickly dispose of cases involving social maladjustment, and so perform a very vital preventive service, leaving for the Guidance Clinic more intensive clinical treatment of mental health problems. Even with the expansion at the Glenrose Provincial Hospital, concentration will continue to be on the more serious and urgent cases. Since the Committee was informed that when a delinquent child reaches the Guidance Clinic, it is often already too late to do anything to help, it becomes obvious how important it is to treat cases before they reach the acute stage.

Thus, the availability of treatment facilities, in greater quantity

and variety in the community, appears to the Committee to be vital in prevention of delinquency.

e) Sex Education in the Schools

Although there is little agreement as yet as to the content of sex education or where responsibility for providing it lies, it was the Committee's view that whatever else other agencies are doing, the school does have a responsibility in respect not only of the physical but the moral and social implications of sex. This responsibility rests on two grounds: first, only the school has contact with all children and youth; and second, sex education is an important ingredient in the education of the "whole child". The Committee recommends that the matter be placed under immediate review by a group of enlightened educators and outside specialists, if necessary, with a view to designing a program on sex education and engaging specially qualified persons to conduct classes in city schools on a visiting basis. To delay implementation of a program of sex education in the schools is to neglect a most important aspect of prevention.

f) Establishment of an Educational Research Centre

The Committee would urge both civic and provincial education authorities to recognize the value of research in order to demonstrate whether resources, financial and human, are being utilized effectively in the over-all field of education. Especially would such research be valuable in developing preventive approaches to delinquency at the school level.

2. Role of the Police

There is a tendency on the part of the public to underestimate the

importance and effectiveness of the police force in prevention. The Edmonton Police Force, unlike that in many cities, has a separate section known as the Juvenile Investigation Branch, established in 1951, which deals solely with juvenile problems. On its staff are police officers specially trained for dealing with youthful offenders so that complaints concerning juveniles are investigated by officers engaged solely in this field. They can thus employ more specialized and consistent methods to the handling of juvenile offenders.

Since a child's first contact with legal authority when he gets into trouble is the police, the nature of that contact may well color his attitude towards all authority. In cases where the offence is not criminal in nature, it lies within the discretion of the police officer whether he lays a charge or not. Often preventive results can be achieved by talking with the juvenile and his family and offering counsel. This is done in many cases by officers of the Juvenile Investigation Branch. The police have a further preventive role in patrolling areas where young people are likely to congregate, such as pool halls, parks, drive-in restaurants, recreation centres and dance halls; and their very presence is a deterrent to crime.

The Committee commends the Police Force in Edmonton for its awareness of the service it can perform and is performing in prevention, at the primary level through patrolling, and at the secondary level through working with the families of offenders.

Because negative attitudes towards authority and ignorance of the law are contributing factors to delinquency, the Committee would suggest that the police and school explore possible ways of relating

their function - as for example, by a pilot project in which police would attend at certain schools and interpret to students the law relating to juveniles, methods of enforcement and the role of the police with a view to dispelling negative attitudes towards authority and fostering an awareness among youth of the need for law and order.

The Committee would further recommend that the police force examine its public relations program critically; that it make every effort to enlist public support in combatting delinquency, and encourage public understanding of the problem in its broadest aspect.

JUVENILE COURT AND ITS ATTENDANT SERVICES

A. DIAGNOSTIC FACILITIES

The present procedure in Juvenile Court is to have an assessment made of each juvenile before he appears in Court in order to assist the judge in his adjudication. This assessment is made by caseworkers on the staff of either the City or Provincial Probation Departments. It is based on interviews with the parents, teachers and others who may have been involved with the child. If any other agency, clinic or specialists have knowledge of the child or family, which might be useful to the court, permission is obtained from the parents for release of this information. If the caseworker or the judge considers it advisable to have a psychiatric opinion, the juvenile can be referred to the Guidance Clinic or a provincial mental hospital; if a psychological test seems necessary, he may be referred to the Guidance Clinic or Pupil Personnel Service in the schools. All such information is meant to assist the judge in reaching a decision.

It is the opinion of the Committee that more use should be made of psychological and psychiatric testing when juveniles appear in Court. This is confirmed by the Supervisor of the City Probation Department who was a member of the Committee. Not all juveniles will require this, depending on the seriousness of the offence and the pattern of conduct. But for a great majority it is not only desirable but necessary for the reason that treatment depends on accuracy of diagnosis. Because facilities in the province for diagnosis are already over-taxed by referrals from other sources, the Juvenile Court does not have available to it in all cases the services necessary for an accurate assessment on which to base its decision.

The Committee considered at length how such services could best be provided. So far as cases involving juveniles resident in the city the best solution would be professional staff retained for this purpose and administered by the City Welfare Department. The reason for suggesting this is that the City Welfare Department is already providing a variety of social services, including family court counselling, child protection services, social assistance and juvenile probation. Many families are known to be already receiving more than one of these services, so that there would be an advantage in including psychiatric and psychological services under the same administration to facilitate communication and sharing of information.

The staff for providing the necessary services for the Juvenile Court would be psychologists and psychiatric consultants. The psychologists should be full-time permanent employees, but the psychiatrists could be retained on a consulting basis in order to remove any suggestion by the public that their diagnoses were influenced by connection with the Welfare Department. This arrangement would be more acceptable to a psychiatrist as well, because he

could retain his wider professional contact in the community at large.

With respect to juveniles appearing in Court who are not residents of the City and for whom the provincial probation department is therefore responsible, arrangements could be made for use of the same specialists retained by the City, subject to financial adjustment covering cost.

B. TREATMENT FACILITIES

Treatment is inter-related with diagnosis. The misconception sometimes exists that a diagnosis alone automatically ensures solution of the juvenile's problem, whereas in fact it merely determines the form which treatment should take. More emphasis must be placed on treatment services at the Juvenile Court level, either by greater use of community resources or by special facilities of its own. In the opinion of the Committee, the following are necessary components of a proper treatment program:

1. Probation services administered by skilled caseworkers and group workers.

This is vital because of the extensive use made of probation in the handling of juveniles. Out of some 500 juveniles appearing for the first time in the Juvenile Court in Edmonton each year, some 50% to 60% are placed on probation. Without sufficient skilled staff for supervising the juvenile, the probation period performs little more than the negative function of checking whether the juvenile has gotten into further trouble, rather than becoming an opportunity for constructive casework service. The latter is impossible with insufficient numbers of qualified workers and large caseloads. The Committee has confirmed that the frequent turnover of staff in the City Probation Department is due to inadequate salaries and excessive

caseloads. More staff could be trained and retained if this situation were remedied. Because of the importance of good probation services for the proper functioning of Juvenile Court, the Committee recommends that every step be taken now to insure sufficient qualified staff for probation work.

For a comparison of Alberta with other provinces, the following facts appear in Chapter 9 of the recent book "Crime and Its Treatment In Canada", edited by W.T. McGrath (Macmillan of Canada):

- a) In 4 provinces of Canada (Saskatchewan, Nova Scotia, Newfoundland, Quebec) juvenile probation is under the Department of Welfare; in Alberta, provincial probation is under the Attorney-General's Department;
- b) Manitoba has a full-time psychiatrist and psychologist responsible to the Director of Corrections;
- c) The probation staff in Saskatchewan is highly qualified professionally with all but one of the 12 adult probation officers having a university degree. The staff has available to it a library of some 1500 volumes with an annual budget of \$2000. The equivalent of one-quarter of one staff member's time is devoted to research;
- d) In Alberta in 1964 of the 55 provincial probation officers, few had university training; very limited library facilities are available and there is no annual budget for books; no research projects have been undertaken.

2. Neighborhood Houses for Juveniles on Probation

These are not residential centres, but a gathering place for young people lacking home supervision, and are used during after-school hours, in evenings and on weekends. They provide limited recreation,

help with homework and opportunities for group discussion, especially important for juveniles on probation. In Montreal, regular attendance at a neighborhood house has been made a condition of probation in some cases, such houses being staffed not by probation officers but by other persons experienced in youth work. The Committee sees value in houses of this kind to serve juveniles on probation in a group setting.

3. More Foster Homes and Group Homes as an adjunct to Probation

There are many cases where it would be in the interest of the juvenile appearing in Court to be removed from his home temporarily, either because the parents cannot control him or the home is the cause of the delinquency. Good foster homes, with parents capable and willing to care for children prone to delinquency, are becoming almost impossible to find. The trend is now towards group homes for four or five children who can live under the supervision of salaried house parents. The Committee was of opinion that homes of this kind would be a useful resource for the Court in the many cases where removal from the home is desirable.

4. Provision of "Work" for Juveniles

This subject evoked considerable discussion at the John Howard Society meeting in Lethbridge following the suggestion by Dr. T.E. Gaddis of Portland, Oregon in his keynote address that a very much neglected element in treatment programs for juveniles is "work". This is apparent because of our economic prosperity and the abundance of free time for youth without any purposeful direction. The Committee was not able to discuss this phase of the subject, but it

is one which might well deserve further consideration.

5. Closed Treatment Centres

For the juvenile who appears in Juvenile Court and whose anti-social behaviour is so serious as to require clinical treatment, the closed treatment centre is often the only answer. The Committee disapproved strongly of the use of provincial mental hospitals for juvenile psychotics, for even the staff of these institutions agree that their facilities are not suitable for children, many of whom remain for indefinite periods because no other place is available. Only a treatment centre specially designed for juveniles should be used for this purpose.

Whatever form a treatment program takes, it must undergo periodic review and re-evaluation. This is possible only if comprehensive statistics are kept in Juvenile Court. These should include the following: the nature of the offence, whether it is a first appearance in Court, or the number of previous appearances; the neighborhood from which the juvenile comes; his (or her) family background and present living circumstances; school attainment, church connection, outside interests, disposition made by the judge on previous appearances. Such information would help identify who it is the Court is attempting to serve, and the problems it must help to resolve. It would indicate too how effective are various methods of treatment. Trends would be noted and analyzed, and form the basis for evaluation and planning. For example, it might be found that other types of services are necessary, such as homemakers, job placement officers, budget advisers. Accessibility to statistics of this kind would encourage research, which is the soundest basis for change and innovation.

The Committee therefore recommends that the Attorney-General's Department engage the services of a specialist (possibly from another department of government) to set up a proper statistical system in the Juvenile Court, and that staff be trained to properly record such statistics.

C. COORDINATION WITH RELATED DEPARTMENTS

Because many departments and branches are involved in the Juvenile Court process, the need for communication and coordination is obvious. The following are involved at different stages in Juvenile Court procedure: The Juvenile Investigation Branch of the City Police Force, the Juvenile Offenders Branch of the provincial Attorney-General's Department, Welfare Departments of both City and Province, as well as the Probation Departments of each. To insure efficiency, fairness and consistency of methods, coordination of their work is essential. The Committee suggests the following means of achieving this:

- a) more personal and informal contacts between staffs of the various departments;
- b) formal and informal discussions between probation workers and police;
- c) regular meetings for joint discussion amongst juvenile court officials, city police, city and provincial welfare workers;
- d) in-service training for police and welfare staff to include inter-department lectures and shared practical experiences.

D. FOLLOW-UP PROCEDURE WHERE CHARGE NOT LAID

It frequently happens that the police, in their discretion, choose to warn a child rather than lay a charge. When this occurs, it is routine procedure for them to forward to the City Welfare Department particulars of their investigation so that a City Welfare worker can visit the home and offer any counselling services that may be necessary. In such cases, delay in reaching the family is

inevitable, and sometimes they cannot be contacted in less than a week, by which time the crisis has passed and the offer of help frequently refused.

The Committee recommends that a social worker be on duty with the City Police Department to accompany the police on cases involving family trouble. Such calls are often more a welfare matter than a police matter, and the social worker could offer assistance at the actual time of crisis, with more likelihood of follow-up, if necessary.

CORRECTIONAL INSTITUTIONS FOR JUVENILES

There are two juvenile correctional institutions in Alberta serving the needs of the whole Province, one for boys, one for girls:

1. Bowden Juvenile Section - for boys under 16 - located near Bowden;
2. Alberta Institution for Girls (referred to herein as "A.I.G.") - for girls under 18 - located near Edmonton.

Under the federal Juvenile Delinquents Act, it is left to the individual provinces to establish the age limit for persons classified as "juveniles". In Alberta this age is 16 for boys and 18 for girls. Beyond these ages, offenders appear in adult court, not Juvenile Court, and are committed to adult penal institutions. The Juvenile Delinquents Act is currently under review by the Parliament of Canada, and the conjecture is that the juvenile age may be set throughout Canada at 17 for both boys and girls. This will have effect on the future use of provincial correctional institutions: in Alberta it would increase the number of boys and decrease the number of girls appearing in Juvenile Court and being committed to juvenile institutions. This could mean that the capacity of Bowden (approximately 60) is too small and that A.I.G. (approximately 100) is too large.

When a juvenile is committed to a correctional institution it is usually after all other methods at correction have failed. In the major cities (Edmonton, Calgary, Red Deer, Lethbridge and Medicine Hat) where there is an established Juvenile Court, every use is made of probation and other community resources before a child is committed to an institution. In many cases he (or she) has been before the courts intermittently for as long as two years, and all possible alternatives have been exhausted. In rural areas, however, where magistrates exercise the authority of juvenile court judges, committal is frequently made prematurely, or at least with little recourse to alternative methods of prevention, which are naturally lacking in rural communities. This means that girls are frequently placed in A.I.G. from rural areas when their only offence is pregnancy; or boys in Bowden for truancy. This point is made to illustrate, first, the wide variety of offences, from minor to serious, which are represented in our correctional institutions; and second, the need for some less stringent intermediary institution for juveniles who are more "neglected" than "delinquent".

When committal of a juvenile becomes necessary, the Juvenile Court Judge does not himself commit him (or her) to the institution, but rather to the "care and custody" of the Superintendent of the Juvenile Offenders Branch. This is a government official in the Attorney-General's Department of the provincial government. Mr. G.L. McPherson, a professional social worker, was recently appointed to this position following the retirement of Mr. J.A. Cameron. When the juvenile is so committed, there are actually few alternatives available to the Superintendent in deciding what to do with each individual offender committed to his care. Foster homes can be used, and are specially appropriate if the cause of the delinquency is directly attributable to an

unsavory home environment, but in all likelihood this has already been tried. Besides this, it is very difficult to find good foster parents who are either willing or capable of accepting responsibility for a delinquent adolescent. Once again, small group homes represent the best alternative to an institution, and the Committee recommends the establishment of a number of such homes, suitable for four or five juveniles each, staffed with a competent house mother, or preferably house parents, working under supervision of trained social workers. As matters stand, the Superintendent, on receiving a juvenile committed to his custody, has really no choice but to commit him to the one correctional institution in the province provided for either boys or girls. Committal to the institution is for an "indefinite term", which is meant to allow for periodic review of each case. Usually it is for the balance of the school term, and most are released at the end of June. In any case, all are released automatically on reaching the juvenile age limit, 16 for boys and 18 for girls.

Until a satisfactory choice of alternatives is available, the Committee would like to see more use made by the Juvenile Offenders Branch of such places as Kiwanis Children's Home, Kiwanis Teen House, Marydale Centre, Our Lady of Charity School for Girls and Glenrose Provincial Hospital, all in Edmonton; William Roper Hull Home for Boys and Don Bosco House, in Calgary. These provide treatment for emotionally disturbed children, but since they are privately operated, they can refuse to accept children who would not adapt to their particular setting, especially if there is a risk of running away. This points to the need for "closed" treatment centres for emotionally disturbed juveniles where they can be confined while undergoing treatment. The Department of Public Welfare is constructing such a closed institution in Edmonton, and proposes a similar one in Calgary, but there is no assurance that these will accept referrals from Juvenile Court, as they are primarily for government wards.

From the foregoing it is apparent that the Superintendent of the Juvenile Offenders Branch, to whom all juveniles are committed from Juvenile Court, should have a wider choice of places to which the juvenile can be sent rather than being limited, as at present he is, to little alternative except Bowden or A.I.G.

This being so, it is pertinent to examine what happens to the juvenile during his confinement in either of these institutions and the likelihood of him (or her) returning to society a better person. Members of the Sub-Committee visited both institutions and spent several hours with staff and officials at each; for some of the committee it was not the first visit. The Committee is grateful to representatives of the Attorney-General's Department, particularly of the Corrections Branch, as well as the staff of the institutions themselves, for the courtesies extended to the members, the time they gave for interviews and discussion, and most important their apparent willingness and desire to cooperate in this project. It has been apparent to all members of the Committee that senior officials in the Corrections Branch are willing to entertain constructive suggestions from responsible citizens' groups.

In order to keep the subject in proper perspective, it should be pointed out that Alberta is not the only province, nor is Canada the only country, where juvenile delinquency has become a major concern for authorities. It is a problem of such magnitude that no individual or group of individuals can claim to have the answers. However, from an examination of the recent report of the federal Department of Justice, entitled "Juvenile Delinquency in Canada", it is apparent that Alberta's handling of juvenile delinquency both at the court and institutional level is better in a good many respects than that in other provinces. So far as Alberta is concerned, however, the objective should not simply be to provide adequate facilities, but superior facilities - in keeping

with our available resources, and the enlightened approach already manifested by the provincial government in respect of other social problems.

It is not the purpose of this Report to criticize existing methods except insofar as they can be the basis of recommendations for improvement.

With respect to Bowden and A.I.G., the basic fault is in the philosophy implied by their operation. That philosophy could be described as follows: discipline the child by a healthy day-to-day routine of activities, keep him (or her) busy with school work, recreation, a few crafts and vocational work (for the girls); place as little emphasis as possible on the reason for being there, or the particular type of offence committed; in fact, encourage them to forget the past, and discuss the future as little as possible; see that they behave well while here, the goal being to have them respond to the discipline, accept the routine and controls, and this will insure their satisfactory adjustment when they return to society.

This philosophy ignores a premise fundamental to sound corrections. That premise is: committed children by their very nature suffer in varying degrees from sociological or psychiatric disorders. Whatever else is provided for them, their basic need is for help in overcoming conflicts and re-structuring their attitudes. This requires getting to the root of underlying problems, not ignoring them; helping the child build healthy relationships with adults which most have lacked in the past and which are essential for achieving a satisfactory adjustment to life; use of counselling and group therapy; encouraging discussion of problems, and through mutual sharing gaining a better understanding of them.

There is no trained social worker on the staff of either of these institutions. There appears to be a somewhat superstitious attitude on the part of the staff towards professionals. Until this attitude changes these

institutions will remain basically custodial. So far as the Committee could gather, no effort is made at A.I.G. to discuss sexual problems, though many girls are there because of sexual offences. The prime emphasis at both institutions is on maintaining discipline while in custody, not with improving conduct afterwards. It must be recognized however that it is not the behaviour of the child in the institution that matters so much as his behaviour when he goes out into the world again. Important though it is to provide good teaching, recreation, a healthy day-to-day routine and strict discipline, the basic need is for therapy to overcome unhealthy attitudes and behaviour problems. To provide only the former is to assume that a child's delinquency is due simply to lack of training and activity, whereas in fact it is symptomatic of deprivations and disturbances that can only be reached by counselling and therapy. The external discipline imposed by the institution will not necessarily make him more capable of self-control when he leaves - in fact it may have the contrary effect by causing him to rebel against controls unless his basic problems are resolved.

It is not to be assumed that the desired change in attitude can be achieved in respect of all committed children. But not to attempt it in respect of all, points to failure in our methods. To say that because everything has already been done for the child before committal is to ignore the need of doing even more, for this may indeed be our last chance.

The Committee had no wish to deal at length in this Report with the many other matters of concern, but a brief listing of some might be in order:

1. At A.I.G.

An overly wary attitude expressed by the staff towards professionally-trained people: excessive use (until a month ago) of confinement to cells as a disciplinary measure; no effort to resolve the ever-present

a preparation for release.

Each wing would be staffed with a house mother and at least two case-workers specially skilled in the particular problems of children in their care; all working under supervision of professional social workers on staff. Providing over-all direction would be a psychologist on staff and a psychiatrist on a consultative basis, with regular case consultations concerning each individual boy. The residential wings would be served by centralized dining facilities, divided into self-contained areas for the different groups, a school building, recreational facilities, a medical and clinical area, crafts and vocational centre.

2. More emphasis needs to be placed on "after-care" following release. The U.S. Senate Sub-Committee on Delinquency in 1958 stated this to be one of the most important points in the whole anti-delinquency effort, since rehabilitation must ultimately take place in the community. The same point is made in the Department of Justice's report on Juvenile Delinquency in Canada. Even a successfully treated delinquent is faced with re-activation of his (or her) prior problem unless eased into the community with adequate supports as he adjusts back to school, home and neighborhood. Juveniles are known to return to school from Bowden or A.I.G. without the teacher even being informed of the child's background. Some effort is being made to prepare the family for the child's return, but more needs to be done in this area. According to the best authorities, after-care services to the child should be handled not by probation officers, but by welfare workers. In Alberta, this could very appropriately be handled through city or provincial welfare offices.

3. The Committee recognizes that no one person or group of persons has a sufficiently broad knowledge of juvenile corrections to provide direction in charting the future course of corrections in Alberta.

Within the community, however, are many people with specialized knowledge in narrow fields relating to corrections, including school counsellors, vocational teachers, social workers, guidance clinic staff, psychiatrists, welfare officials - any of whom would be willing to meet with government officials to offer suggestions in the area of their specialty. Out of such discussions could evolve new insights into the over-all problems of correction which could assist officials in formulating future plans. The Committee considers this approach necessary because of the tremendous changes that have taken place in social work services and vocational training facilities since our juvenile institutions were established. The time has come to approach the problem on the broadest level possible. In this connection the Committee would like to recommend the California Youth Authority as the best model for Alberta to follow in over-all correctional planning.

CONCLUSION

The long-term financial saving resulting from a sound corrections program is evident. Funds wisely expended now to correct delinquent behaviour of a juvenile could save a much greater expenditure later for the care of an adult criminal and possibly his family as well, not to mention the monetary loss of an unproductive citizen. As the voting public becomes more aware of this, there should be little difficulty in getting support for a constructive (though necessarily costly) juvenile corrections program.

SUMMARY OF RECOMMENDATIONS

PREVENTION

A. PRIMARY PREVENTION

1. Role of Home and Parents
 - a) Extension of work with culturally-deprived children.
 - b) Parent Training through the following:
 - i) Informal discussion groups for parents on problems of common concern to children, such groups to be organized by Community Leagues, and Home and School Associations, and to be under the direction of a social worker or experienced group leaders;
 - ii) Publication of a pamphlet with practical guidelines for parents on matters of child rearing;
 - iii) More use of radio and TV for presenting parent-child problems and various means of dealing with them.
 - c) Family Life Education has an important bearing on delinquency prevention.
 - d) Sex Education - a better liaison is needed amongst agencies to establish content of courses and to determine where responsibility lies.
 - e) Education for Marriage - agencies should coordinate their resources to set up more courses of this kind.

The training of volunteer leaders is the most important immediate step in planning the many programs which have a bearing on primary prevention.

2. Role of the Church lies in youth programs, pastoral counselling and group activities involving families.

3. Role of community involves constructive programs through community leagues and recreation centres.
4. Ministry of Youth must include delinquency prevention amongst its functions.

B. SECONDARY PREVENTION

1. Role of the School

- a) Greater emphasis in teacher-training courses on identifying children whose emotional problems might portend future delinquency.
- b) More facilities in the school system for prompt referral of children so identified; expansion of Pupil Personnel Services to deal with problem children at the stage where preventive treatment can be most effective; employment of professional counsellors without teacher training for problems unrelated to academic performance.
- c) Use by the Bureau of Child Study under the Edmonton School Board of a variety of specialists for children referred by counsellors and visiting teachers.
- d) A Social Evaluation Clinic in the community to deal with the many cases involving social maladjustment, leaving for the Guidance Clinic more intensive treatment of mental health problems.
The availability of treatment facilities in greater quantity and variety in the community is vital in prevention of delinquency.
- e) Sex Education for schools should be studied by a group of enlightened educators and outside specialists with a view to designing a program of sex education, and engaging specially qualified persons to conduct classes in schools on a visiting basis.

f) Educational Research Centre could have as one of its fields of study the combatting of delinquency at the school level.

2. Role of the Police

- a) Exploring ways of relating functions of school and police;
- b) Public relations program by police to enlist greater public support in combatting delinquency.

JUVENILE COURT AND ITS ATTENDANT SERVICES

A. DIAGNOSTIC FACILITIES

- 1. More use must be made of psychological and psychiatric testing when juveniles appear in Juvenile Court.
- 2. Need for a professional staff retained for this purpose and administered by City Welfare Department.
- 3. The minimum staff required to provide these services to the Juvenile Court would consist of a full-time clinical psychologist and a psychiatric consultant.

B. TREATMENT FACILITIES

- 1. More emphasis must be placed on treatment services at the Juvenile Court level either by greater use of community resources or by special facilities of its own.
- 2. Every step must be taken to insure sufficient qualified staff for probation work, including better salaries and smaller case-loads.
- 3. Establishment of neighborhood houses (non-residential) to serve juveniles on probation through group counselling (after-school hours).
- 4. To offset the shortage of foster homes, group homes should be

established for juveniles who must be removed from home.

5. Work program for juveniles should be explored as part of treatment.

6. Need for closed treatment centre for emotionally disturbed juveniles and discontinuance of use of provincial mental institutions for juveniles.

7. Need for proper statistical system in the Juvenile Court.

C. COORDINATION

1. Better coordination is needed amongst the various departments and branches involved in Juvenile Court procedure, including: Juvenile Investigation Branch of City Police Force; Juvenile Offenders Branch of the provincial Attorney-General's department; Welfare Departments of both City and Province, and Probation Departments of each.

2. Need for a social worker on duty with City Police Department to accompany police in cases involving family trouble.

CORRECTIONAL INSTITUTIONS

1. The superintendent of the Juvenile Offenders Branch to whom all juveniles are committed from Juvenile Court should have a wider choice of places to which juveniles can be sent (besides the two correctional institutions) such as -

a) Small group homes to offset the shortage of good foster homes;

b) More use be made of institutions in the community which provide treatment for emotionally disturbed children.

c) Establishment of closed treatment centres for emotionally disturbed juveniles who must be confined in order to be treated.

2. The basic philosophy of the two juvenile correctional institutions requires radical change.
3. The present staff of these institutions should be trained in new correctional techniques under professional direction.
4. Bowden Institute for Juvenile Boys should be replaced by a complex of small units for classification of inmates according to age, intelligence, emotional problems and other factors.
5. More emphasis on after-care following release with supervision provided by workers from Welfare Departments.
6. Because no person or group of persons has a sufficiently broad knowledge of juvenile corrections to chart the future course of corrections in Alberta, it is recommended that officials of the Corrections Branch confer with specialists in the community who have knowledge of the many narrower fields relating to delinquency in order that new insights can be found for the over-all problem of corrections.