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MASTERS IN SOCIAL WORK THESIS

Lois E. Lewis

MSW Thesis

Thesis Lewis An Explanatory Study of Minneapolis Truant Adolescents and School and County Interventions



MASTERS IN SOCIAL WORK THESIS

Lois E. Lewis

An Explanatory Study of Minneapolis Truant Adolescents and School and County Interventions

AN EXPLORATORY STUDY OF MINNEAPOLIS TRUANT ADOLESCENTS

AND SCHOOL AND COUNTY INTERVENTIONS

LOIS E. LEWIS

Augsburg College Lindell Library Minneapolis, MN 55454

Submitted in partial fulfillment of the requirement for the degree of Masters of Social Work

AUGSBURG COLLEGE MINNEAPOLIS, MINNESOTA

DEDICATION

What is an adolescent? The Webster Collegiate Dictionary (1989) defines an adolescent as a person in the state or process of growing up; the period of life from puberty to maturity; or one that is in the state of adolescence.

The following poem is dedicated to adolescents attending one of the Minneapolis Public Middle Schools: Middle School Connection (1998).

> What is a middle schooler? I was asked one day. I knew what they were, but what should I say?

They are noise and confusion; they are silence that is deep. They are sunshine and laughter, or a cloud that will weep.

They are swift as an arrow; they are a waster of time. They want to be rich, but cannot save a dime.

They are rude and nasty and they are polite as can be. They want parental guidance, but fight to be free.

They are aggressive and bossy; they are timid and shy. They know all the answers, but still will ask "why?"

The are clumsy; they are graceful and poised. They are ever changing, so do not be annoyed.

What is a middle schooler? I was asked one day. They are the future unfolding. So do not stand in the way!!!

(By an eighth grade middle school student, an adolescent)

ABSTRACT

Truancy is one of the most alarming social problems schools and educators face daily. Because of the complex conditions that contribute to truancy, the etiology and development of the problem are unclear. In this study, fifty subjects ages 12-14 were described by using two measurers. An intake form was used to abstract information, at the county level, on the variables gender, age, race, grade, education, number of people in the home, living situation, chemical use, mental health, prior court involvement, and other factors pertinent to this study for the 1997-98 school year. The second measure was used, at the school level, to measure the effectiveness of the school and county interventions.

The findings suggest that forty-two percent ($\underline{n}=21$) of the subjects were not enrolled in a Minneapolis Public Middle School as of March, 1999 and that forty-four percent ($\underline{n}=22$) of the subjects, while still enrolled in school, continued their truant behavior.

Key informants identified failing classes, parental discipline, past truancy history, low parental involvement, behavior and frequent suspensions, and enabling parents as some of the factors associated with truancy.

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INTRODUCTION

Truancy is a serious problem in our society. It impacts the truant, the school, and society, in general. Bell, Rosen, and Dynlkacht (1994) note that truancy is often a predictor of future dropout tendencies and that the truancy problem has become one of the most troubling issues facing school administrators while attempting to reform public education.

Student absenteeism (truancy) has been, and continues to be a huge issue with middle and secondary students. Rohman (1993) found that nationwide this population of students miss over ten percent of their school days every year; and in larger metropolitan areas, the yearly rate of absenteeism may be more than 30%. Research has found that absences are "under reported" because of student deviousness, careless reporting practices, varying definitions of absence, administrative concern for "appearances" and school reimbursements (deJung & Duckwork, 1985).

Truancy nationwide is defined as an act of being absent from school without permission (Diggs & Clancey, 1991). Truancy, as a legal offense, stems from the compulsory education laws of the last half of the nineteenth century. In order to ensure a well-educated electorate, train the work force, and maintain the status of a world leader, American law makers made regular attendance in school a mandate for children until they reach the age of sixteen (Levinson, 1995).

The research questions in this exploratory study are: 1. What are the demographic, personal, and environmental characteristics of adolescents who had truancy behaviors in 1997/98 school year in Minneapolis? 2. What truancy interventions at the school level were students referred to before an official court petition was filed? 3. What are the key barriers that enable adolescents in this age range to truant? 4. After county involvement, was there improvement in these students' school attendance?

This exploratory study attempted to provide a composite picture of a population of truants in Hennepin County (Minneapolis Public Middle Schools), ages 12-14 based on information contained in their existing court petition files at the Hennepin County Attorney's Office. Sommer and Nagel (1991) concluded their extensive longitudinal study of the characteristics of truants with the suggestion that small, focused studies in different locations with different socio-economic groups provide an expanded understanding of the issue. This is one response to the task called for by Sommer and Nagel (1991).

The theoretical framework for this study includes the ecosystems perspective of Carel Germain (1991). The antecedents of truancy seem to fall in a number of different areas: personal, familial, school and community. Rather than being a linear cause and effect model, the ecosystem perspective requires the researcher to examine a broad range of causes that interact to create a variety of effects (Roller, 1996). The intergenerational perspective of Murray Bowen (1978) uses the term differentiation of self to refer to family patterns of interaction that critically influence the trajectory of the individuation process. Within Bowen's scheme, all families are characterized by

REVIEW OF LITERATURE

Almost daily, newspapers carry stories of children under the age of 18 years who have been victims of violence, child abuse, assault, robbery and murder. As rates of educational neglect and truancy continue to grow, truanting youth not only miss academic instruction and education, but continue to be at greater risk of committing and/or becoming victims of violent acts.

One study done by Klerman (1987) indicated that over 7% of the nation's students were not in school on any given day; and that some inner city schools had rates of student absenteeism of up to 30%. Another study by Patti Person (1990) on ways to improve school attendance, found that our nation's schools are continuing to face serious problems of absenteeism (truancy), with a national average in our urban areas of over three times the rate of the nation. In addition, this study found that on every school day, 2.5 million students are absent from school; and those absent students have more than a 50% chance of becoming involved in a criminal act, or already have a criminal record.

<u>History</u>

According to Horace Mann, the fight against truancy and student dropouts is a necessity for society to prosper. Mann wrote these words to the Massachusetts State Board of Education in 1848: "Education...is a greater equalizer of the conditions of men...it does better to disarm the poor of their hostility toward the rich; it prevents being poor" (Walsh, 1993, p.128).

court truancy report in the State of Minnesota. The compulsory school attendance law for children 16 and under has been adopted by many states within the last five years. Students may be referred for truancy (12 to 16 years of age), or educational neglect (5 to 11 years of age), if they have missed seven (7) full or partial unexcused days of school (<u>Minnesota Statutes 260,155,260,015,120.101</u>).

The definition of truancy according to the Division of Minnesota Statutes states: "Truancy: When a police officer or probation officer has probable cause to believe that a child, under the age of 16, is absent from school without lawful excuse" (Division of Minnesota Statutes 1994, p.260).

Characteristics

There is very little literature that deals specifically with truancy in terms of how students initially become truant. One theme throughout is the complexity of the behavior and its antecedents. There is not a single cause nor is there a specific list of characteristics which fits all truants. Truancy has been found to come from a variety of causes including personal, familial, social and environmental (Roller, 1996).

Farrington (1980) did a study on truant behaviors and found that truants were more antisocial while in school and tended toward a more deviant life style after leaving school. A study conducted by the Minnesota Board of Education (1991) found a significant increase in the percentage of truant students who reported serious emotional problems, low self-esteem, and alienation from their families and others, than their previous study done in 1989.

Sommer and Nagel (1991) looked at cumulative school files to gather demographic and achievement testing data on truants and non-truants in a junior high

the seniors admitted that they had skipped at least one day of school in the four weeks prior to the survey (M.D.E., 1994; Lahti-Johnson, 1995).

In a nationwide study of 1988 juvenile court statistics, Snyder (1990) found that truancy peaked at the age of 15 years and 84% of all petitioned truancy cases involved youth below the age of 16 years. These statistics may not accurately represent all patterns of absenteeism since compulsory attendance laws in most states do no require a student to attend school after the age of 16; therefore school court petitions after the age of 17 may not be filed. Sommer (1985) and Ziesemer (1984) found that the incidence of truancy also increases during and after the sixth and ninth grades. These grade levels are significant because they are often times when students move from elementary to middle school and from middle school to high school. Barth (1984) in a follow-up study found that students who begin to exhibit patterns of truancy at these times, may be unable to manage transitions or find familiarity in new surroundings.

Attitude toward School

When truant adolescents were asked why they skip or drop out of school, the most common non-health related responses highlighted the students' attitude toward school: boredom, loss of interest in school, dislike of the school, and poor relationships with teachers and school staff (Sommer, 1985; Tedwell, 1988; Klerman, 1987). These researchers also found that some students, who were chronically absent from or drop out of school, began to withdraw from school, both physically and emotionally, long before the attendance problems were apparent. They may feel alienated or pushed out of school because they do not see it as relevant in

for their families, they may not be able to take time away from their daily schedule or jobs to meet with the teachers during regular school hours to discuss stressful family issues that may affect their child's school attendance. Second, when a young child is ill, an older sibling may be expected to stay home and care for the child when the parent is at work (Amatu, 1981). In a study of chronically absent students in Boston, Klerman (1987) found that over twenty-five percent of the students missed school because they had to care for a younger member(s) of the household for various reasons. Finally, parents who leave for work before their children leave for school may not be aware that he/she is truanting from school (Amatu, 1981).

Family Socioeconomic Status

There may be a number of factors that influence the relationship between socioeconomic status and attendance, including many of the same factors discussed for single-parent families. In addition, families living in poverty are often unable to meet the basic needs of their children – food, stable housing, adequate clothing (Levine, 1984). Children who do not receive adequate nutrition may feel too tired to attend school or may have chronic medical problems that keep them out of school. Low- income families tend to move more often than middle or high-income families. As a result, children have more difficulty developing relationships with other students or staff in the schools, may fall behind other students academically, and find it easier to not attend school at all (Tidwell, 1988).

Family income is a predictor of truancy in studies by Weishaw and Peng (1993), Mufson, Cooper and Hall (1989), Stern and Smith (1995), and Rush and Vitale (1994). The preceding authors also identified low test scores, retention,

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Handicapped Children Act (EHA) was passed in 1975. One of the highest requirements of EHA was the development of an Individual Educational Program (IEP) for each child or youth with a disability who was eligible for special education services. The Individuals with Disabilities Education Act (IDEA) was passed in 1990. The amended Public Law 94-142 was reauthorized in 1997 to improve the special education services (IDEA) and the student's IEP. The IEP should serve as a management tool to ensure that each student's individual educational needs are met (Minneapolis Public Schools, 1998).

Levine (1984) found that appropriate assessment and placement of a child are often instrumental in achieving improved attendance. These would take into account the child's learning style and learning disabilities and/or capacities. By implementing and enforcing the laws on special education, schools would be responsible support systems children need to benefit from the opportunity of education. Implementation of services for children with special needs is not only advocating change, but would greatly improve their bonding to school and their school attendance.

Race

Students of color are not only over-represented in the population of chronically absent students, but they are also over-represented in the areas of school suspensions, which often causes the student to fall behind academically and withdraw from school. Minneapolis Public School statistics for the 1991/92 school year document that African American students were three times as likely and American Indian students two times as likely to be suspended from school as were white students. Similarly, during the same time period, the dropout rates for ninth through

knowledge (enabling) of truancy, family attitude toward education, family parental situation, child abuse and neglect and poor parenting skills, were some of the main variables for truancy. Amatu (1981) in a study on school absenteeism, indicated that children from lower class families may have to stay home and care for younger siblings for a number of reasons.

Truant students may have substantial behavioral problems even while attending school. Sommer (1985) found that truant middle school students had significantly more disciplinary referrals than a comparison group of non-truants; increasing their disengagement with their school and ongoing truancy. Christopher Kearney (1995) proposes that adolescents truant for one of four reasons (1) avoidance of stimuli that cause anxiety, (2) escape from evaluative situations, (3) attention from caregivers, or (4) positive reinforcement outside of school.

Amatu (1981) along with West and Prinz (1987) found a high rate of parental alcoholism, drugs, chemical use, and truancy. Most of these children's parent figures abused alcohol more than any other drug or chemical. The children of alcoholic families can become fused with the alcoholic parent, thereby delaying their own developmental agenda. Although the connection between individuation and alcoholic family functioning is not as widespread, Crespi (1990) demonstrated the enormous difficulties children and youth from alcoholic families experience in terms of their own individuality, connectedness in relationships, and struggles with school achievements.

Other Issues and Truancy

Truancy abatement programs nationwide have documented the decrease in daytime crime associated with lowered truancy rates. In its first year of implementation, Milwaukee's Truancy Abatement (TABS) program saw a substantial reduction in daytime crime. During scheduled school days, homicides decreased by 43%, sexual assaults and aggravated assaults by 24% each, and robberies by 16% (1996). According to the U.S. Department of Justice: Office of Juvenile Justice and Delinquency Prevention (1996), some daytime crimes in St. Paul, Minnesota, decreased nearly 50%, when police began picking up truants and delivering them to a school attendance center (M.C.T., 1996).

A study done by Garry (1996) found that young women, who are chronically absent from school and drop out, are more likely to get pregnant at an early age and become single mothers. Another study by the Maine State Department of Education found that dropouts are over- represented in the nation's prison population. In 1991, only 34% of the nation's inmates had completed high school and of youths under age 18 entering adult prisons, 18% had not completed the 8th grade and a minuscule 2% had a high school diploma or GED (M.C.T., 1996).

In addition to the high personal costs of dropping out, dropouts incur considerable costs for the society as a whole. A study done by Fogelman, Hibbett and Manor (1990) found that adults, who were former truants while enrolled in school, were twice as likely to be unemployed as were the non-truants. These same researchers indicated that "truancy is part of a more comprehensive and persistent

such, successful programs must have active involvement from parents, educators, law enforcement officials, juvenile and family court judges, and representatives from social service and community organizations. The communities that have had the most success in deterring truancy not only have focused on improving procedures, such as those that accurately track student attendance, but also have implemented comprehensive strategies that focus on incentives and sanctions for truants and their parents.

Accurate record keeping by the schools is the first step in reducing chronic non-attendance (Levine, 1984; Sommer, 1985). Identification of the early warning signs of absenteeism affords schools the opportunity to offer non-threatening earlyintervention services to parents and students. In addition, a state and district-wide data base of student attendance records improves the ability of schools to track and document attendance patterns when students transfer between schools.

In July, 1996, the U.S. Department of Education and the U.S. Department of Justice (1996), unveiled its Manual to Combat Truancy (M.T.C.). Featured within that manual were model truancy intervention programs from around the country (Morrissey, 1997).

The Community Service Early Intervention Program in Marion, Ohio focuses on potential truants during their freshman year. Truants are required to attend tutoring sessions, give their time to community service projects, and participate in a counseling program. Parental participation is required throughout the program. If the student fails the program, a formal court intervention is the next step. Of the 28 students in the 1996-97 pilot, eight did not improve their attendance. Because of its

repeat offenders. Since THRIVE's inception in 1989, the Oklahoma City Police Department reports a 33% drop in daytime burglary rates (Morrissey, 1997).

<u>Student Attendance Review Board (SARB).</u> The Hopkins Public School District in Minnesota saw a significant drop in truancy referrals in the 1996-97 school year and an even higher decline of referrals in the 1997-98 school year due to the installation of the SARB's program. Programs such as SARB's are designed to maximize the use of all available resources and services, avoid unnecessary duplication of resources to resolve attendance and behavior problems, and divert students with school-related problems from the juvenile justice system.

District SARB's are composed of parents and representatives from the school district and the community at large, and may include law enforcement, welfare agencies, probation officers, various youth services and mental health agencies. The members meet regularly to assist students and families and help to alleviate those factors that interfere with complying with the mandate. Student Attendance Review Board's (SARB's) will take all legal steps necessary to ensure that the student follows compulsory school attendance laws (Gonzales, 1997).

Summary

Many researchers, as indicated in the literature review, have shown that truancy is a major concern in our schools, our communities, and our country. The literature provides a background of the truancy problem, the long term consequences it can bring and characteristics of truants in other communities. Many diversion and intervention programs have and are currently being used with middle and high school students to intervene in chronic truancy. A study done by Black (1996) found that

THEORETICAL FRAMEWORK

The ecological perspective provides a theoretical framework for this study of truancy. As presented by Carel Germain (1991), it explains the relationship between the individual and the environment and allows for a holistic view of people and society where neither can be fully understood without looking at the context of relationships. Instead of being a direct linear cause and effect model, the ecological systems perspective insists that a researcher explore a broad range of potential causes that interact to create a variety of effects leading to school truancy (Roller, 1996).

Germain (1973), encourages us to realize that a fragile balance exists between individuals and their environment. Her concepts of interconnectedness, competence, integration, self-direction and self-esteem are all outcomes of this person/environment relationship. Her perspective is also concerned with the concept of "adaptive fit" for individuals which helps them stay in balance, or to use the terms of Germain, "equilibrium and mutuality" (p. 326).

There probably is no one cause or even a limited set of causes or characteristics that determines a child's potential for becoming truant. Based on the ecosystem perspective, practitioners in schools are expected to broaden their pursuit of causes of truancy to include a complex set of personal and environmental causes and their interactions. Meyer (1983) suggested that the cause of truancy is not linear, but rather varying sets of causes combine to cause truancy in specific cases. She relates that one might consider the family's concerns and behavior, the responses of

members' individuality, viewing it as disloyalty and a threat to the family's stability (Bowen, 1978).

When confronted with the bind of having to individuate from an individuation-inhibiting family system, adolescents are likely to become highly anxious. They may attempt to resolve this dilemma in one of two ways: (a) By fusing with their family system and giving up their sense of control; and/or (b) when feeling that their individuation and identity process is blocked, these adolescents may exercise control over their autonomy by sacrificing their connections to their family and finding support and comfort with their peers (Anderson & Sabatelli ,1990). Some adolescents are able to constructively differentiate from the family, explore their own identity options, and try to maintain a more constructive relationship, while others have resentment. Those who do not constructively differentiate, carry their family resentments into their community and school life (Crespi & Sabatelli, 1993).

The Developmental Theory of Erik Erikson (1950) can also provide a framework for truancy in adolescence. Erikson suggests that there are predictable changes occurring throughout the life stages of adolescents . He gives special attention to the development of adolescents. Erikson stresses the need for flexibility and understanding especially during this very vulnerable stage. Training and understanding of developmental changes can make social workers well equipped to provide help, support and encouragement during this time in the personal lives of adolescents. Erikson (1959) refers to a set of despised self-images which every person must live down in themselves. It is also a crucial time of building on earlier

METHODOLOGY

This study focused on adolescents 12 to 14 years of age attending one of the eight Minneapolis Public Middle Schools who have been referred to the Hennepin County's Juvenile Justice Center on a truancy petition for chronic absenteesim.

The research questions are: 1. What are the demographic, personal and environmental characteristics of adolescents who had truancy behaviors in the 1997/98 school year in Minneapolis? 2. What truancy interventions at the school level was the student referred to before an official court petition was filed? 3. What are the key barriers identified that enables adolescents in this age range to truant?

4. After county involvement, was there improvement in these student's school attendance?

This was an exploratory study using two data collection instruments. The two data collection instruments were used at the county and school level to abstract pertinent information from the students files. The purpose of the study was to determine if the truant adolescents, from the 1997-98 school year, were complying with their county ordered intervention. And if these adolescent truants were complying with their interventions at the county level, was there significant improvement in their school attendance for the 1998-99 school year?

The methodology chapter defines key terminology, explains the methodology used, and ends with a section discussing the issues regarding the use of human subjects. unsuccessful. This petition is sent to the County Attorney's Office for interventions at the county level.

Data Collection Forms

There are two data collection forms. The first data collection form was used by the researcher at the county level to abstract pertinent information from the court petition and the county intake form pertaining to the student's diversion/court hearing and judgement. The second data collection form was used by the researcher to access information from key informants at the referring schools on each student's current attendance, and the effectiveness of the county ordered interventions.

Setting

This study was conducted at the Hennepin County Attorney's Office in Minneapolis, Minnesota. There are sixteen major school districts within Hennepin County: Fifteen suburban school districts plus Minneapolis Public Schools. Minneapolis Public Schools is the major source of both truancy and educational neglect referrals to the Hennepin County Attorney's Office, accounting for 81% of all educational neglect referrals, and 75% of all truancy referrals (Hope For Kids Project, 1997).

The subject population in this study live in Minneapolis, Minnesota and attend one of the eight public middle schools. The student enrollment for the 1997-98 school year in Minneapolis was 49,528, with a population of approximately 7,000 middle school students. Student ethnicity for the 1997-98 school year in all of the Minneapolis Public Schools was African Americans, 43%, Asian Americans, 13.7%, Hispanic Americans, 5.6%, Native Americans, 5.8%, and Caucasian Americans,

The researcher's data collection form was based on questions in the habitual truancy court petitions filed by key informants such as gender, age, race, grade, number of people in the family, who student lives with, family moves, chemical dependency issues, mental health, and prior juvenile problems. All of these were identified in the research as characteristics which impact truancy (Roller, 1996).

The second data collection form was used, at the school level, to retrieve pertinent information from the Unysis attendance system and school key informants regarding the variables listed above and the effectiveness of the court ordered interventions (1998-99 school year).

Data Analysis

This was an exploratory study of school absenteeism on truant adolescents in Minneapolis, Minnesota. No attempt was made to establish causal relationships between the dependent variable of school non-attendance and the personal and environmental variables listed.

A univariate design, which describes the units of analysis of a sample drawn from a larger population, was used to analyze the collected data. Percentages and means, were the predominant methods used to present data. Pie charts and bar charts were used to make this analysis orderly and easy to evaluate.

Limitations

This research data was abstracted from files of the previous year. Human error is evident in the referrals sent in by key informants such as missing attendance, birth dates, parent names, race, etc. Also, reporting of unexcused days, prior to a court referral, was found to be operationally different in some of the middle schools.

FINDINGS

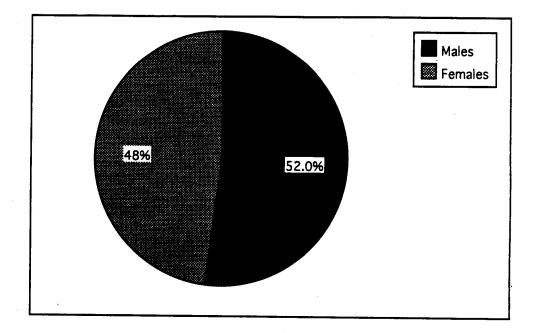
Presented are the findings abstracted from the files at the Hennepin County Attorney's Office and attendance findings abstracted from the Minneapolis Public Schools.

<u>Gender</u>

As shown in Figure 1, males made up fifty-two percent (n=26) compared to females forty-eight percent (n=24) in this study. Gender, per research, may be related to the type of truancy exhibited in some youth. Although males appear to truant more, Barrington and Hendricks (1989) did not see gender as significant in their study of truants.

Figure 1: Gender of Subjects





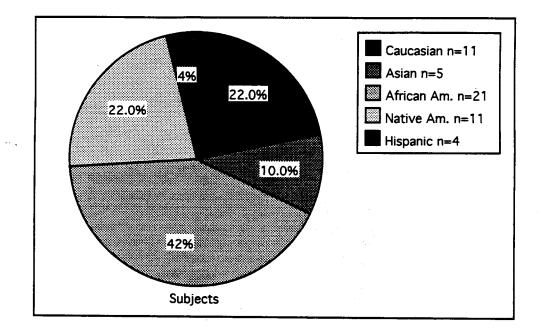
Race

In studies conducted by Weishaw and Peng (1993) and Roller (1996), race was viewed as a risk factor that correlated to school non-attendance.

Racial percentages for Minneapolis truant adolescents ages 12 to 14 in this study show that subjects of color had a higher rate of truancy. Twenty -two percent ($\underline{n}=11$) were Caucasian while seventy-eight percent ($\underline{n}=39$) were people of color (see figure 3).



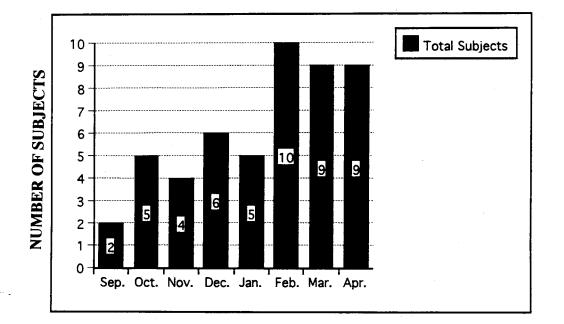




Court petitions received at the county

The date the court petitions was referred to the County Attorney Office is listed on the court petition. Figure 5 shows the months the court petitions ($\underline{N}=50$) were sent in by school key informants for the 1997/98 school year; with February, 1998 having the highest number of court referrals ($\underline{n}=10$) filed.

Figure 5: County Petitions Filed by Month (1997/98)



(<u>N</u>=50)

Number of school days missed 1997/98

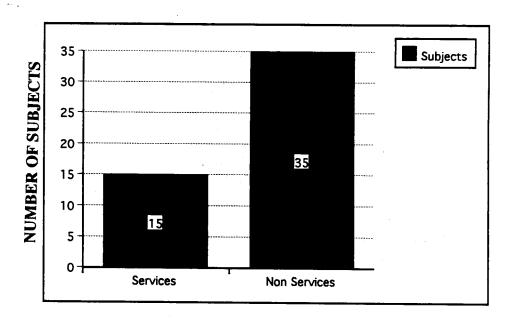
From the subjects ($\underline{N}=50$) sampled for the 1997-98 school year, attendance data indicated the average days missed to be **21.86** prior to the court hearing; with a range of 14 to 54 unexecused days.

As indicated by Table 1, absentee warning letters and telephone calls to the student's home were implemented the most by school personnel to inform the parent(s) about their child's ongoing truancy. Attempted visits to the student's home are usually initiated when the other two interventions are ineffective. School personnel can then get permission from the parent(s) to refer the student to an outside agency, in school suspension, negotiate an attendance contract, etc.

Special education services

Thirty percent ($\underline{n}=15$) of the subjects ($\underline{N}=50$) sampled received special education services or had special needs (see Figure 6). Levine (1984) emphasized in her research that children, who have special learning needs, have to be identified, assessed, and placed in the proper learning situation in order for them to continue to attend school and become engaged.



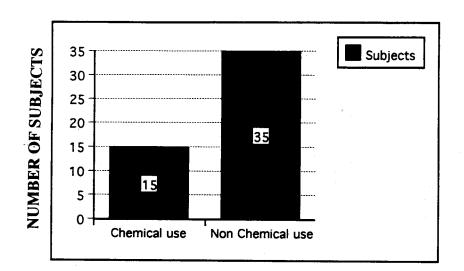


(<u>N</u>=50)

Chemical use

Thirty percent (\underline{n} =15) of the fifty subjects in this study reported chemical use while attending school. One of the key factors identified in school truancy and failure by Rush and Vitale (1994), was chemical and drug use.

Figure 8: Subjects Using Chemicals

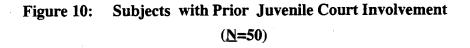


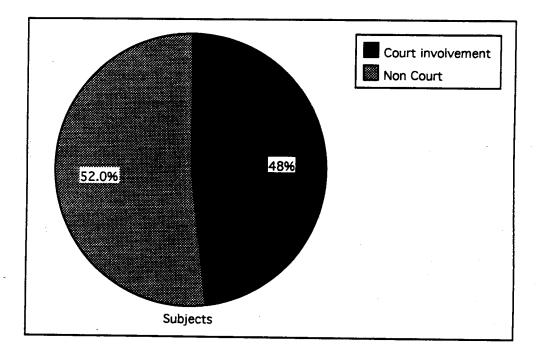
(<u>N</u>=50)

Prior juvenile court involvement

As indicated by Figure 10, forty-eight percent ($\underline{n}=24$) of the fifty subjects studied had prior involvement with the juvenile court system. Most of them had histories of delinquencies and status offenses.

According to a study done by the Hennepin County Attorney's Office (1998), nearly 40% of all delinquents in court had documented histories of truancy.





Follow up date for student progress

From the randomly selected files ($\underline{N}=50$) at the Hennepin County Attorney's Office, sixty-six percent ($\underline{n}=33$) had a date listed for the county to review the case after either probation or interventions. Thirty-four percent ($\underline{n}=17$) did not have a date listed on the county check sheet.

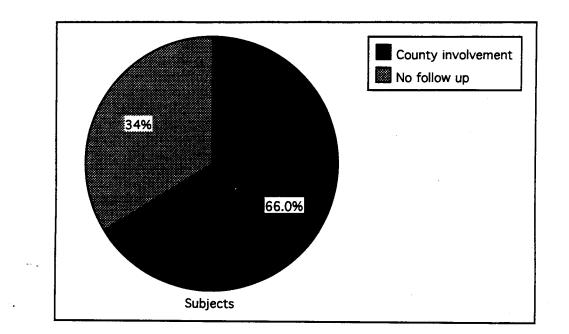


Figure 12: Follow-Up Date on Subjects Progress

(<u>N</u>=50)

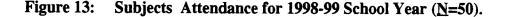
As indicated by school key informants in Table 2, suspensions from school and failing grades appeared the most on the court petition as barriers in attending school, followed by low parental involvement and parents enabling students to truant.

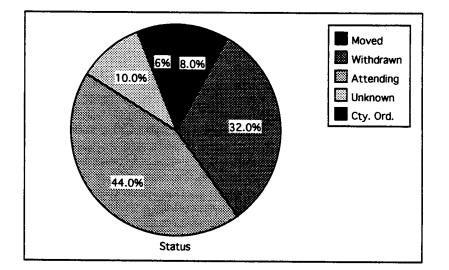
County intervention involvement

Forty-two percent ($\underline{n}=21$) of the subjects were still involved with their interventions at the end of the 1997-98 school year (June). Thirty-four percent ($\underline{n}=17$) subjects did not stay involved with their county services; while twenty-four percent ($\underline{n}=12$) whereabouts was unknown.

Student attendance issues (1998-99)

Forty-four percent ($\underline{n}=22$) of the subjects were still enrolled in the Minneapolis Public Schools as of March, 1999. The school records indicated that eight percent ($\underline{n}=4$) of the subjects moved out of the district; thirty-two percent ($\underline{n}=16$)* were withdrawn for non-attendance; ten percent ($\underline{n}=5$)* the whereabouts was unknown; and six percent ($\underline{n}=3$) attended a court ordered state residential school.





DISCUSSION

The researcher studied a population of fifty randomly selected students with a history of truancy from eight Minneapolis middle schools. These students, ranging in ages from twelve to fourteen, all had been referred to the Hennepin County Attorney's Office on a truancy court petition because of their chronic truant behavior. The student files were examined and only the pertinent information in relationship to the data collection form was abstracted on gender, age, race, grade, number of unexcused days missed, education, number of people in the family, family living situation, chemical dependency issues, mental health services, and prior juvenile court involvement. These were some of the characteristics identified in previous research as factors having an impact on truancy.

Research question one asked: What are the demographic, personal, and environmental characteristics of adolescents who had truancy behaviors in 1997/98 school year in Minneapolis? The following discussion is organized with the variables listed in the order they were listed on the data collection form. The discussion will attempt to provide a composite description of this subject sample. Gender

Fifty-two percent of the adolescents in this study were male and forty-eight percent were female. These finding are consistent with the studies done by Weizman 1985), Roller (1996) and Merritt (1998) where gender did not appear to be a major factor in adolescent truancy. Another study by Sommer (1985) found males to be

American; 22% Native American; 10%, Asian American; 8%, Hispanic; and 22% Caucasian (see Figure 3). Stern and Smith (1995), concluded in their study that students who make up a high part of the culture minority population will also make up a higher percentage of the truancy population.

Grade

Minneapolis Public Middle Schools, as of 1995, are comprised of sixth, seventh, and eighth grade classes. This study had a grade distribution of four percent $(\underline{n}=2)$ sixth graders, thirty-six percent $(\underline{n}=18)$ seventh graders, and sixty percent $(\underline{n}=30)$ eighth graders. There were two seventh and three eighth grade students whose records indicated one grade retention at the middle school level. Students who are overage for their grade may feel out of place and therefore do poorly or not want to attend school. Rock (1994) in her study found that retention in adolescence can be a very sensitive situation where the individual may be looked down on by his/her peers as a failure; this is the time period when they should be developing their sense of identity and an attachment to school.

Court petitions received at the county

The Hennepin County Attorney's Office would prefer that all schools send in their truancy court petitions well before they become chronic truancy cases. The County Attorney's Office reported in 1997-98, 45% of the truancy court referrals came in after March 1, 1998; the deadline is April 15 (Hennepin County Attorney's Office, 1998). In this study, 64% (\underline{n} =32) of the court petitions were sent in prior to March, 1998, with the remaining 36% (n=18) sent in after March 1, 1998.

student was absent as interventions used the most by school personnel with other interventions following. Eighty-five percent ($\underline{n}=45$) had anywhere from three to five interventions that school key informants implemented or referred students to (Appendix E 3).

Research question two asked:: What truancy interventions, at the school level, were the students referred to before an official court petition was filed? Following is an explanation of the interventions indicated on Table 1.

Absentee warning letters: Ninety-four percent ($\underline{n}=47$) of the subject sample files had the 'three day' and seven day' warning letters in them. The school is responsible for sending out 'principal warning letters' to families when their children have missed more than 'three days of unexcused absences'. If the absenteeism continues, the school is responsible for requesting an 'attorney warning letter' for 'seven or more days of unexcused absences' to be sent to the families by the district's legal office.

Telephone calls home when the student is absent: Seventy percent (n=35) of the subjects files indicated that telephone calls to the students homes were made, or attempted, at least one or more times. The attendance clerk, or other pertinent staff who have access to attendance records, should attempt to make telephone calls home daily to all students who have missed two or more consecutive days of school. Telephone calls should be documented in order to keep key staff informed about the student.

<u>Referrals to outside agencies:</u> Sixty-four percent ($\underline{n}=32$) of the subjects were referred to outside service agencies by school key informants. Social service <u>Incentives and awards:</u> Forty-six percent ($\underline{n}=23$) of the subjects were given incentives and/or awards along with a contract by school personnel to improve school attendance.

After school tutoring: Thirty-eight percent (n=19) of the subjects were referred to after school tutoring. Some schools have after school tutoring programs, with bus transportation, which makes it more accessible for teachers to refer the students for extra help with their school work. Not all schools have this program available. Parental permission is usually needed for participation.

<u>Teacher/staff meetings with parent:</u> Twenty-eight percent ($\underline{n}=14$) of the subject's parents were contacted about attending a meeting with their child's teachers. These meetings are usually held during the day and can involve the student's academics, attendance issues, behavior, or concerns the parent(s) or teachers may have about the student.

Behavior and anger management groups: Twenty-four percent ($\underline{n}=12$) of the subjects were referred to a behavior group. Most students are referred to these groups by staff and administrators due to their negative behavior and constant behavior referrals. The groups are usually conducted by experienced school staff or outside agencies using different techniques, such as cognitive group therapy. These groups should help the student deal more constructively, on a daily basis, enabling them to stay in school.

<u>Counseling. individual and family:</u> Twenty percent ($\underline{n}=10$) of the subjects were referred to a school social worker and/or a psychologist for counseling. These students are usually seen by appointment or as needed. Families may need to be seen etc. The IEP has a number of purposes when it comes to the student: It can serve as a communication vehicle between the parents and the school enabling them to jointly decide the needs of the child; it can provide an opportunity for resolving any conflicts between the parent and the school; and it can serve as a management tool to ensure that each student's educational needs are addressed.

Saturday school: Fourteen percent ($\underline{n}=7$) of the subjects in this study were referred to Saturday School. These students were primarily referred to Saturday school for make-up time because they truanted from school. The schools in Minneapolis that offer Saturday School do not just focus on truancy but offer other services to the students, such as ongoing tutoring in various school subjects, homework make-up, class make-up time due to behavior referrals, and some free time activities.

The County Attorney's Office requests that each school make an effort to refer students to any available services or interventions that can help them with their attendance before they submit a court petition for truancy. As indicated by Table 1, there were numerous interventions that students were referred to by key informants/school personnel before it became necessary to involve the county.

Special education services

Thirty-two percent ($\underline{n}=16$) of the students in this study received special education services in one form or the other. Thirty-one percent of the 627 referrals sent in by Minneapolis Public Schools received special education services (Hennepin County Attorney's Office, 1997). A study done by Levine (1984) brought out that these children have to receive appropriate assessments and be placed in the proper

truancy are poor parenting practices, marital discord, crowding in the home, substandard housing, and many children living in the home.

Chemical use

School key informants indicated that 30% ($\underline{n}=15$) of the subjects in this study used chemicals and that 16% ($\underline{n}=8$) of the subjects had been referred for chemical dependency services prior to the court referral. This was a lower percent than expected and a much lower percent than a similar study of truant adolescents in Ramsey County, Minnesota, where the researcher found 52% of her sample subjects to be involved with chemicals (Merritt, 1998). Cnaan and Seltzer (1989) found that chemical use is a critical variable in whether a student will be truant from school. Friedman (1984) found that students who use chemicals earlier in their school lives will start skipping classes, truanting whole days, and then gradually drop out of school. Rush and Vitale (1994) in their study, found that 91% of their chronically truant students tried and used chemicals at a young age. A substantial percent of them, who continued to use chemicals, truanted more and eventually dropped out of school.

Mental health issues

Key informants indicated that 32% (<u>n</u>=16) of the subjects received mental health services. The variables listed for these issues were low self-esteem, suicide, outburst of anger, behavior problems, etc. Fogelman, Hibbett, and Manor (1990) in their study, suggested that truancy is a part of a more comprehensive and persistent psychological problem and is a "predicator of multiple problems in early adulthood" (p. 179). They also found that truants showed a likelihood to suffer from more Transportation to and from IDT is provided. St. Croix Camp is a three month, court ordered residential county facility, for students who do not abide by their county ordered interventions. All the subjects (N=50) in this study were referred to one of the interventions mentioned (see Figure 11).

Follow-up dates

Sixty-six percent (\underline{n} =33) of the files had dates listed for the truancy case to be reviewed by the court; thirty-four percent (\underline{n} =17) did not have a date. Some of the students may have been diverted to an agency/service instead of a court hearing (See Appendix G 1, G 2, and Figure 11) where a follow-up review date was not noted. **Barriers**

Research question three asked:: What are the key barriers that enable

adolescents in this age range to truant? Many of the barriers to school attendance that key informants listed on the subjects court referrals (see Table 2), were similar to those barriers prior research had identified. Following are the barriers that were listed.

Disruptive behavior/suspension: Seventy-four percent ($\underline{n}=37$) of the subjects had numerous problems with behavior and were suspended from three to five days from school. Attendance data indicates that many of the students did not return to school after their suspension time was over; missing on an average, two to five additional days. Levine (1984) in her study found that the rationale for suspending the student from school sometimes is difficult to understand; some were justified, grades predicts high nonattendance in later years (Barth, 1984). High absent rates in the sixth grades are strong predictors of the students dropping out in high school.

Ignores parental discipline: Fifty-two percent ($\underline{n}=26$) of the subjects were listed by as having problems with parental discipline. Several factors were listed, but the most frequent one was disrespect for parental/adult discipline, rules, and respect. Bell, Rosen, and Dynlacht (1994) and Sommer and Nagel (1991) concluded that truants have more difficulty in the areas of respect and discipline and also function at lower levels socially and emotionally.

<u>Frequent family moves:</u> Forty-eight percent ($\underline{n}=24$) of the subjects were listed as having moved several times within the school year. Tidwell (1988) found that low-income families tend to move more often than middle or high-income. These children have more difficulty developing relationships with other students or staff in the school, may fall behind academically, and find it easier to not attend school at all.

Physical/verbal abuse at home: Forty percent ($\underline{n}=20$) of the subjects files had physical or verbal abuse listed. In a study by Famular, Kinschaff, Fenton, and Boldur (1990), they found that 55% of students who were either truants or runaways had substantiated histories of abuse and maltreatment, mainly emanating from parents. One study of truants revealed that 18.4% of nonattenders were kept home to care for siblings, because of family problems, or to hide signs of child abuse (Levine et al., 1986).

<u>Does not like school</u>: Thirty-two percent ($\underline{n}=16$) of the subjects files indicated that they did not like school for one reason or another. Sommer (1985), found that the major differences between truants and nontruants were in attitudes about school.

problems. Klerman (1987), in a study on why children do not attend school, found that children and their siblings in low-income families, are more likely to be chronically absent from school on the same days. Twenty-five percent of the subjects in that same study indicated that they missed school because of the need to care for a younger school age sibling(s) at home. Some of the other reasons those children truanted or missed school were: they had nothing to wear; no food in the house; the parent had to go to an appointment; homeless, looking for housing; the parent was sick; and as mentioned earlier in this study, abuse and neglect may have occurred and the children stayed at home to hide the signs (Levine, et al., 1986).

Depression/mental health issues: Twenty percent ($\underline{n}=10$) of the subjects' files indicated depression and/or mental illness as a factor that could have caused truancy. A study conducted by the Minnesota Board of Education (1991) found a significant increase in the percentage of truant students who reported serious emotional problems, low self-esteem, and alienation from their families and others, than their previous study done in 1989. Thirty-four percent ($\underline{n}=17$) of the subjects ($\underline{N}=50$) in a similar Ramsey County, Minnesota study were reported as having depression (Merritt, 1998).

Suspected gang affiliation: Eighteen percent ($\underline{n}=9$) of the subjects' files reported involvement or association with alleged gang members as a factor leading to truancy. Kim Menninger, Los Angeles County District Attorney said, "I've never met a gang member who wasn't a truant first" (Manual to Combat Truancy, 1996, p.4). Gottfredson and Gottfredson (1985) found that there was greater gang activity in schools where rates of poverty were higher. While numerous studies document a

nonattendance; and three students were enrolled in a county ordered state residential school (see Figure 13).

School key informants indicated good communication right after the diversion or the court hearing. Six school key informants reported that the communication between the school and the county, about the student, goes well for a while and then the school becomes the initiator. Seven school key informants indicated that both agencies could have better communication in order to make the interventions (school and county) more effective and a reality for the student.

Of the 44% ($\underline{n}=22$) of students who were still enrolled in Minneapolis Public Schools as of March, 1999, school key informants indicated ongoing communication with three of the students and limited communication with two of the students. Four key informants indicated that when the 1998-99 school year began, the student's prior intervention(s) may have ended. The research question asked: If after county involvement, was there improvement in these students' attendance? Based on this study, 42% ($\underline{n}=21$) of the subjects were not attending school after March 30, 1999, and had been withdrawn for non attendance. This suggests that the county interventions for these subjects ($\underline{n}=21$) did not have an ongoing effect on their truant behavior as of March 30, 1999.

The attendance data taken in March, 1999 from the Minneapolis Public School's records for the 1998-99 school year, indicated that the subjects ($\underline{n}=22$), who were presently attending school, had a substantially higher rate of unexcused absences than the previous year. The average number of school days missed in the

program, or they may have been placed in a group home, foster care, or a residential treatment center by the county as a Child in Need of Protective Services or "CHIPS", or they may have resurfaced at another Minneapolis Public School in the 1998-99 school year after being withdrawn from school and/or out of contact. When the new school contacts the last known school, the county then can become involved with the family again.

Summarv

This research supports previous research in factors affecting whether an adolescent will truant. Research has shown a strong link between truancy, dropping out of school, and delinquent behavior. As rates of educational neglect and truancy continue to grow, truanting youth not only miss academic instruction and education, but continue to be at greater risk of committing and/or becoming victims of violent crimes.

Based on the ecosystem perspective, there is probably no one cause or even a limited set of causes or characteristics that determines a child's potential for becoming truant (Meyer, 1983). Instead of being a direct linear cause and effect model, the ecological systems perspective insists that a researcher explore a broad range of potential causes that interact to create a variety of effects that can lead to school truancy. The researcher found that behavior, past truancy history, discipline, failing classes, family frequent moves, depression, and family socioeconomics are all key variables in this phenomena.

Murray Bowen's differentiation of self theory was applied in this research because many truant students fall along a continuum from well differentiated at one

Implication for Social Work Practice

Social workers have a long history of involvement with schools and children who do not attend. Much of this involvement had relied on individual therapy intervention and focused on adolescents at the point of dropping out. Although these efforts are needed, the research argues persuasively for identifying nonattenders in elementary school and using a range of interventions to change the personal, familiar, and educational factors that contribute to truancy (Black, 1996).

Previous findings suggest that the cause of truancy is not linear but rather varying sets of causes combined to cause truancy in specific cases. Social workers might consider the family's concerns and behavior, the responses of the child's school friends, the culture and safety of the neighborhood, and the support systems in the schools, as variables that can combine to chart the student's truancy case (Meyer, 1983).

Consistent and ongoing training programs for school personnel, social workers, probation officers, and parents of chronic truants need to include current research on long term consequences (Merritt, 1998).

School staff often perceive court as a punitive process to enforce school attendance. School social workers can work jointly with social services to use the court process to help students obtain services they have not been able to obtain. School social workers can also play a role in helping staff perceive the courts, not as

Recommendations for Further Research

Chronic absenteeism often begins to develop while a child is still young, elementary school age. Research would be useful in finding out why some children, at a young age, fall victim to early truancy while others, that may be in similar circumstances, can rise above. Other research that might be beneficial for social workers when working with students and their siblings, would focus on the variables that lead students and their siblings to a school life of truancy, and the multi-factors that may precede them.

Conclusion

Truancy is a serious problem that directly affects students, educational institutions, and society in general. Truancy is more than just a student, it's the complexity of the behavior. Because truancy is often a predictor of subsequent tendencies for dropping out of school, the types of programs and interventions that decrease dropout rates should also be successful in decreasing truancy.

Research teaches us that each family, each school, and each situation is unique in itself; but there are characteristics that consistently correlates with truancy in all children. The researcher would like to see more effective communication measurers, at the school and county level, which will ultimately benefit the student. Caterall, D. (1989, May). <u>Dropout Prevention Network.</u> Paper presented in Los Angeles, CA.

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AUGSBURG

C•O•L•L•E•G•E

MEMO

January 26, 1999

TO: Ms. Lois Lewis

FROM: Dr. Lucie Ferrell, Institutional Review Board Chair

RE: Your IRB Application

Your application, "A Descriptive Study of Minneapolis Truant Adolescents: Are School and Court Interventions Effective?" was reviewed as exempt research and approved (IRB approval number 99-05-1). Please use this number on all official correspondence and documents.

Your research should provide valuable professional information and we wish you every success.

LF:lmn

c: Sharon Patten

MICHAEL O. FREEMAN COUNTY ATTORNEY



B

OFFICE OF THE HENNEPIN COUNTY ATTORNEY Health Services Building - Suite 1210 525 Portland Avenue Minneapolis, Minnesota 55415

HENNEPIN COUNTY ATTORNEYS OFFICE INTERNSHIP AGREEMENT

We have agreed to allow Lois Lewis to work as an unpaid research intern in the Hennepin County Attorney's Office beginning January 1999 through March 1999 for approximately two (3) months. During the period of her internship she has agreed not to disclose any private or confidential information which she may have access to by virtue of her internship.

Her research will be based on a randomly selected group of 12-14 year olds referred for truancy from the Minneapolis Public Schools for the 1997-98 school year. She will be determining the effectiveness of the truancy dispositions by comparing the decisions with the students' current attendance. She will have access to the student's attendance data due to her employment with the Minneapolis Public Schools as a truancy worker at Franklin Middle School.

She understands that the information contained in the Hennepin County Attorney Office records relating to the students is protected by the data practices provisions as contained in Minnesota Statutes Chapter 13. She understands that violations of this agreement may subject me to civil and/or criminal penalty provisions of Chapter 13. Ms. Lewis has further agreed that the statistical, nonconfidential, nonidentifying results of her work will be shared with the Hennepin County Attorney's Office, the Minneapolis Public Schools and the Masters of Social Work Department at Augsburg College.

Dated: 12-17-98 Sign

T:\Division\EIP\Curriss\Lois Lewis Internship Contract.doc

IRB # .99-05-1

DATA COLLECTION TALLY SHEET

(Information taken from Adolescent Truancy Referral files at the Hennepin County Attorney's Office)

1.	Student I.D.# (To track interventions at the school level (attached)
2.	Gender: Male Female 3. Age 4. Race 5. Grade
6.	Date of petition 7. Number of unexcused days in 1997/98
8.	Any previous school interventions? Y N
9.	Does student have recent IEP evaluation indicated? YN
10	If yes, how many minutes of service per week is given?
11	Number of people in the family
12.	Does student live with parent/guardian?
13.	Any chemical dependency issues? YN 14. If yes, was student referred
	for services Y N
15.	Any mental health services Y N
4	
	Any prior juvenile court involvement? Y N 17. If yes, indicate the
	Any prior juvenile court involvement? Y N 17. If yes, indicate the most recent issue(s)
	most recent issue(s)
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer b. Truancy Trackers
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer b. Truancy Trackers c. School Support Social Workers
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer b. Truancy Trackers c. School Support Social Workers d. Youth Diversion Program
	most recent issue(s) What was the court ordered (county level) interventions: a Probation and a Probation Officer b Truancy Trackers c School Support Social Workers d Youth Diversion Program e Children's Law Center
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer b. Truancy Trackers c. School Support Social Workers d. Youth Diversion Program e. Children's Law Center f. Minneapolis Urban League
	most recent issue(s) What was the court ordered (county level) interventions: a. Probation and a Probation Officer b. Truancy Trackers c. School Support Social Workers d. Youth Diversion Program e. Children's Law Center

20.What barriers, if any, are there to school attendance?

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STATE OF MINNES	OTA EPIN		DISTRICT C FOURTH JU	OURT - JUVENILE	DIVISION
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	······································			· .	
Child's name	(First, middle, last)		Gender	Birth Date	Grade
Child's address	Street name and number	Apt. #	City	Zip code	
Nother's Address	H-Phone #		W-Phone #	······································	
ather's Address	H-Phone #		W-Phone #		
f child lives with a name, address, ph	n adult other than the parent, one and relationship to child	list			
School Name:					
City:			Dis	trict #:	
The above named Stat. 260.015, subc	child is in need of protection I. 2a(12) and (19) on the follow	or services in ti wing dates:	hat: he/she is a hat	bitual truant pursui	int to Minn.
UNEXCUSED FULL D	Ays: Total # unexcused ful	l days →	List each da	te individually beic	W:
		• .			
				•	·
UNEXCUSED PARTIA	L DAYS: Total # of unexcus	ed partial days	→ Lis	t each date individ	ually below:
		• .			
		-			1

HABITUAL TRUANCY PETITION - continued

4. Of the following, which interventions to address the attendance problems have been tried?

CHECK ALL THAT APPLY	DATES AND STUDENT/PARENTAL RESPONSE
Meeting with parent(s)/guardian	
Regular communication with parents	
Individual behavior/academic contract with student	
Provided incentives/rewards for good attendance or behavior	
Tutor or mentor services	
Arranged for alternatives to out-of-school suspension	
Engaged student in in-school social/support groups	
Referred student to community programs	· ·
Attendance charts / Sign-in and sign-out procedures	
Transportation alternatives	
Explanation of attendance laws	
Encouraged positive peer involvement	
Arranged alternative learning programs (i.e. vo-tech, work release, alt. school)	
Other → describe:	

5. What County level intervention is requested by the school?

ATTENDANCE SUPPORT SERVICES PROVIDED BY COUNTY OR COMMUNITY PROGRAM (Diversion)

COURT HEARING work consequence psychological evaluation

Specify:

day treatment program

WHEREFORE: Petitioner states that the above allegations support finding this child is in need of protection or services, and Petitioner asks that the court issue such orders as necessary to correct the habitual truancy. I ENDORSE THIS PETITION AS TO FORM AND VERIFY THAT THE CONTENTS ARE TRUE TO THE BEST OF MY INFORMATION AND BELIEF.

Subscribed and sworn to before me this th	day of	, 19		
			• •	•
By:	Christine R.	Curtiss (#198523),	Assistant Hennepin County	Attorney
Notary Public	Verified	and filed this	_day of	, 19 <u> </u>

4. Are you aware of any of the following barriers to attendance for the student or his/her parent(s)/guardian?

CHECK ALL THAT APPLY:	EXPLANATION:
Low parental involvement with school	
Student's sibling(s) have attendance problems	
Parent(s) mental health issues	
Frequent moves, changes in schools, or homelessness	
Divorce/separation of parents or other family-change	•
Suspected drug or alcohol abuse by parent(s)	
Domestic violence	
Medical or health issues	
Failing classes or behind in credits	
Immigration or language issues	
Behavior problems	
Suspected drug or alcohol abuse by student → Evaluation completed?	
Other: → describe:	

Additional explanation for any of above:

<u>Send Referral to:</u> *Truancy Secretary /* Office of the Hennepin County Attorney Health Services Building - Room 1210 525 Portland Avenue South Minneapolis, MN 55415

Required Attachments Checklist:

Letter to parent(s)/guardian - notice of continuing truancy Benchmarks or basic skills testing

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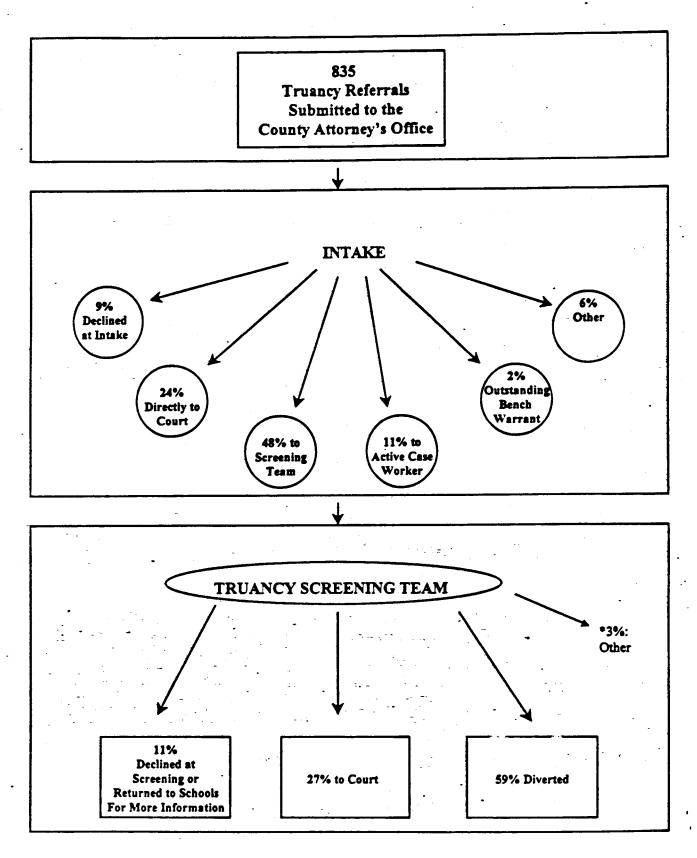
Current year attendance printout with code sheet, if available

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Name:				Dob:	
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1997-98 SCHOOL YEAR

WHAT HAPPENED TO THE SCHOOLS' TRUANCY REFERRALS?



Hennepin County Attorney's Office