

ITEM	11
MANAGER'S REPORT NO.	8
COUNCIL MEETING	1978 01 30

Re: YOUTH SERVICES DIVISION

On 1977 October 17, Council adopted the following recommendations in connection with its deliberations on the Youth Services Division:

- "1. THAT approval in principle be given to the re-establishment of the Youth Services Division under the jurisdiction of the Burnaby Police Services Department, subject to 50% funding being received under the Canada Assistance Plan; and
2. THAT an application be made to the Chief Technical Negotiator, Federal-Provincial Cost Sharing, Ministry of Human Resources for approval of this program to be funded under the Canada Assistance Plan, with an operating grant of 50% of salaries, benefits and travelling costs."

Our application which was made in accordance with the recommendations noted above, is now under consideration. Although we requested that it be acted upon as a priority item, we are at this time unable to advise Council on the length of time that it will take for it to be processed.

As noted in the attached report from the Officer-in-Charge, Burnaby Detachment, R.C.M.P., the Ministry of the Attorney-General has expressed an interest in providing funds for the Youth Services Division subject to the condition that the funding would be made over a three year period if the Municipality thereafter carries "the programs forward".

Mr. Richard H. Vogel, the Deputy Attorney-General, has suggested to the Municipal Manager by telephone that the Municipality's application for funding under the Canada Assistance Plan should be allowed to proceed, and if funding is eventually received under this plan, an adjustment can easily be made to the formula under which funding would be provided by the Provincial Government.

Mr. Vogel has made it very clear, both orally and in writing, that funding by his Ministry is contingent upon a commitment from the Municipality that it is prepared to have the work that would be performed by the Youth Services Division continued, i.e., he has requested an expression of intent to the effect that the term of the program would be long range in nature.

While the commitment that has been requested by the Ministry is reasonable, it should be recognized that it is not possible to guarantee a continuation of this or any other program because of circumstances that the future may bring, and furthermore, that future councils may take an entirely different position on the matter in question.

Attached for the information of Council is a previous report that was received on the Youth Services Division (Item 12, Report No. 71, 1977 October 17).

RECOMMENDATIONS:

1. THAT an application be made to the Ministry of the Attorney General for funding of the Youth Services Division, subject to the understanding that it is the Municipality's intention to exercise all reasonable efforts to continue the program following any future cessation of funding from the provincial government, and subject to the further understanding that appreciation must be given to the fact that future municipal councils may take a different position on the Division; and
2. THAT a copy of this report be sent to Mr. Richard H. Vogel.

\* \* \* \* \*

ITEM	11
MANAGER'S REPORT NO.	8
COUNCIL MEETING	1978 01 30

129

File: BBY 1510-9-6  
1978 JAN 25

TO: MUNICIPAL MANAGER  
FROM: O. I/C BURNABY DET. R.C.M.P.  
RE: YOUTH SERVICES DIVISION

The proposed reestablishment of the Burnaby Youth Services Division is well documented and has been discussed at Council level. The funding of this program is one of the areas still under review, and is the subject of an application for cost sharing under the Canada Assistance Plan.

Recently, the Officers in Charge of the six large Municipal Detachments in the Lower Mainland District met with the Deputy Attorney General, Mr. Richard Vogel, and briefed him on Municipal Policing by the R.C.M. Police in this District. During the briefing, I outlined the history, organization and work performed by the former Youth Services Division and emphasized how it complemented the Juvenile Court, Probation Service, Human Resources and the police. I also pointed out very clearly why the Youth Services Division was abolished and the steps which have been taken to reestablish this vital service within the Municipality, and under the control of the Police Service Department.

Mr. Vogel expressed a keen interest in the Youth Services Division concept, commenting on the time lapse and uncertainty in arranging financing under the Canada Assistance Plan, and stated the Department of the Attorney General would become involved in the financing of the Youth Services Division budget.

I have received a letter from Mr. Vogel confirming his verbal statement and this is attached. We should note specifically that his proposed financial assistance is over a three-year period, after which the Municipality would be expected to carry the program forward.

RECOMMENDATION:

That an application be made to the Ministry of the Attorney General for funding of the Youth Services Division, subject to the understanding that it is the Municipality's intention to exercise all reasonable efforts to continue the program following any future cessation of funding from the provincial government.

*C.L. Thomas*  
(C.L. Thomas) Supt.  
O. i/c Burnaby Detachment

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30



British Columbia

Ministry of the  
Attorney-General

1016 Langley Street  
Vancouver  
British Columbia  
V6W 1V8

OFFICE OF THE  
DEPUTY MINISTER

OUR FILE P440-6

YOUR FILE

January 9, 1978.

Superintendent Thomas,  
Officer in Command,  
Burnaby R.C.M.P. Detachment,  
6355 Gilpin,  
Burnaby, B.C.

Dear Supt. Thomas:

You will recall that we recently discussed, at our meeting in Surrey, the establishment of special officers to deal with juvenile delinquency prevention. My memory of the conversation was that both Burnaby and Langley had had successful experiences with officers specially employed in this area. I further recall that something of the order of forty to sixty thousand dollars was the estimated annual cost of the operation of these programs.

I am anxious to receive budgets from those detachment Commanders who feel it feasible to develop a program of this type in their respective areas. My proposal was that the program should be phased over a three-year period with the Provincial Government picking up the bulk of the cost for the first year, a portion, perhaps half the cost of the second year and a minimal proportion in the third year on the understanding that assuming success, the municipality would carry the programs forward.

If you feel it feasible to approach the municipalities within which you operate, please prepare your budget and send it to me. I make this request on the basis that I am reasonably optimistic about finding the funding and write this letter to accelerate the development of these programs.

I enjoyed meeting with you very much and look forward to doing so again in the near future. My compliments to you and the best regards for the new year.

Yours sincerely,

*R. H. Vogel*  
per J. R.  
Richard H. Vogel,  
Deputy Attorney-General.

RHV/bc

cc: Deputy Commissioner Bazowski  
Chief Superintendent H. Jensen  
Chief Superintendent G. Dalton  
Dr. Walter Hardwick

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 17/77

131

Re: YOUTH SERVICES DIVISION  
(Item 25, Supplementary Report No. 17, March 7, 1977)  
(Item 9, Manager's Report No. 75, November 22, 1976)

1. Support and concern of Council.

On November 22, 1976, Council in connection with receipt of the final quarterly progress report on the activities of the Youth Services Division adopted the following resolution:

"THAT the Municipal Council recommend to the Minister of Human Resources, the Honourable William N. Vander Zalm, that the Ministry of Human Resources continue the Youth Services Division."

The Minister in an acknowledgement to Council dated December 3, 1976 advised as follows:

"I am in receipt of your letter of November 26, advising me of Council's resolution in support of the Youth Services Division in Burnaby.

I appreciate your consideration in offering your support and we will give it every consideration as we assume authority for administration of Social Services in Burnaby."

2. Discontinuance of Youth Services Division by Province.

On February 28, 1977, Mr. K. L. Levitt, Regional Director, Human Resources advised Mr. C. C. MacKenzie, our then administrator in the Human Resources Department, that with the resignation of Mr. J. W. Smith, Supervisor, Youth Services Division and Mr. Frank West, Assistant in the Division, the Burnaby Youth Services Division was being discontinued. In this same correspondence, a copy of which was attached to Item 25 (Supplementary) Report No. 17, considered by Council March 7, 1977, Mr. Levitt advised that the Probation Service would be the initial community contact for shoplifting complaints in the future, and that those situations which required family service or child welfare service would continue to be referred to the Child Welfare Division of the Ministry of Human Resources in Burnaby. He went on to state that they planned to review this service in six months to ascertain if the needs of the community are being met, and if not, how their services may be altered to meet these needs.

In Item 25 (Supplementary), which was considered by the Municipal Council on March 7, 1977 the Municipal Manager advised that both Mr. Smith and Mr. West had resigned to accept an appointment in Langley where they have duplicated the Burnaby project under the supervision of the R.C.M.P. in that municipality. He also recommended that the Provincial Government be requested to reinstate the Youth Services Division in Burnaby, and that copies of that particular report item be forwarded to all Burnaby M.L.A.s with the request that each lend her or his support to the request for reinstatement. The resolution was passed unanimously by the Municipal Council and, on March 15, 1977, the Minister acknowledged receipt of the Deputy Municipal Clerk's letter of March 10 requesting funding consideration of the Youth Services Division. At that time he advised that all of their grants were presently under review, and expressed sincere appreciation for our comments on this service.

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

3. Provincial statement on distribution of duties previously performed by the Youth Services Division.

The Library Board had supported our request for reinstatement of the Division, and on April 20, 1977 when the Deputy Minister acknowledged the Chief Librarian's letter in this respect he advised as follows:

"...In February of this year these two staff resigned to accept employment with the Municipality of Langley. At that point, since our Ministry had assumed responsibility for Social Services in Burnaby, we had to assess the work and role of this Division. In so doing we concluded, in discussions with the Corrections Branch, that the service provided by the Youth Services Division more appropriately falls within the scope of the Corrections Branch. As a result it was confirmed and agreed that the Corrections staff in Burnaby would now respond to shoplifting complaints initially and would make referrals to our staff when appropriate which is the same procedure that existed between the Youth Services Division and the other Burnaby Social Work staff. In this way, we would ensure access of our programs such as Special Services, Rehabilitation Services, Counselling, and Family work to the youth identified by the Community and by Corrections. Corrections have designated staff that can be contacted by shopping centres and shopkeepers and other community services about shoplifting and vandalism complaints and they are Chris Schmaling for Burnaby North and Fred Tamminga for Burnaby South. We have used the two vacant positions from the former Youth Services Division to strengthen our family and child care services in Burnaby.

This joint planning by the Human Resources and Correction has maintained the service to the Community and has at the same time clarified the appropriate roles and responsibilities of the two Ministries."

ITEM 11  
MANAGER'S REPORT NO. 3  
COUNCIL MEETING 1978 01 30

4. Benefits of Youth Services Division as seen by Burnaby R.C.M.P.

On May 3, 1977 Superintendent C.L. Thomas, Officer-in-Charge, Burnaby Detachment, advised the Municipal Manager as follows:

"The former Youth Services Division was primarily responsible for dealing with juvenile first offenders under 14 years of age. This, in fact, reduced the number of repeaters in this age group, brought the juveniles to the attention of the family, and also identified problems existing in the family's home life. Counselling ability and time to perform this function were two primary reasons for its success.

When the Youth Services Division folded, the Probation Department and ourselves recognized the value of trying to maintain it in some fashion. As a result of our meeting together, the Probation Department has taken over the shoplifting program and as yet it is too soon to evaluate how it is progressing. I suspect that because of their already overworked staff, it is not receiving the attention as was given previously.

The benefits of the former Youth Services Division cannot be overlooked. Should it be reinstated, we recommend that it remain separated from both the Police and Probation to avoid any stigma attached. Separate office space should also be considered. The liaison role of the Youth Services Division was extremely beneficial to all the Departments and agencies concerned."

Attached to this report is a copy of Cpl. Grabowski's report (Apr. 22/77) outlining the benefits of the Division to the Municipality. Cpl. Grabowski is in charge of the Youth Detail. (See attachment "A")

5. Discussion by Municipal Manager with Regional Director, Ministry of Human Resources on possible alternatives.

With this background, the Municipal Manager on May 26, 1977 met with Mr. K. L. Levitt to discuss the whole question. At that time there appeared to be three alternatives open to us:

1. Stumble along with the loosely structured system in the Department of Human Resources on referrals with no "reaching out" or coordination.
2. Use the Citizen's Development Fund to take over the program. This is a group which works with low-income people and families with problems. Under this program the Province would assume the cost after the 50% recovery under the Canada Assistance Plan. This proposal would not be stable, and we would be dependent upon the Province to continue the funding proposal, but it would likely not cost us anything.
3. Have the Municipality move back into the area of endeavor and establish a program, using the Canada Assistance Plan. This in effect means that we would recover 50% of the cost. If we are to do this, then we would have to determine where the division would be housed and to whom it would be accountable.

6. Six month review of present organization by Ministry.

Before reaching some conclusion as to the course of action that the Municipal Manager was prepared to recommend, he decided to follow up on Mr. Levitt's statement in his letter of February 28, 1977 to Mr. MacKenzie that the Ministry planned to review this service in six months to ascertain if the needs of the Community are being met. The Manager therefore wrote to Mr. Levitt on July 18, 1977 in this connection.

On September 9, 1977 Mr. Levitt replied (see attached) advising that: (See attachment "B")

1. He has spent considerable time reviewing the need for the Department of Human Resources to re-establish a separate Youth Services Division in Burnaby.
2. At the time Messrs. Smith and West resigned, he made arrangements through the Corrections' Regional Director for probation staff to receive all referrals from shopping centres within Burnaby involving shoplifting and juveniles, and the Burnaby M.H.R. District's office staff to continue to accept referrals from Corrections' (Probation), police, court and other community agencies for matters involving children who are "at risk" as defined in the Protection of Children's Act. He also stated that through the department's Special Services to Children program that they were able to assign child care workers to children and their families who require more intensive contact and help.
3. For the past three years Burnaby has had a Local Management Team. The team consists of representatives from Probation and Human Resources who meet to discuss children experiencing difficulties in the community. The objective of the Team is to assign the major responsibility to the agency (Probation or Human Resources) which is most capable of providing the needed service.
4. This fall, the Local Management Team is being expanded to include Education, Mental Health and the R.C.M.P.
5. The Ministry planned to call this group together during the month of September, and hopefully, the group would meet on a regular basis, with an official chairman.

ITEM 8  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING 1978 01 30

- 6. The Ministry has recently concluded an hours of work agreement with the professional social welfare staff, and it feels that this agreement will allow a good deal of flexibility in the use of staff time and will increase the social service staff's ability to provide an even more and complete and comprehensive service.
- 7. What is missing is an individual or organization to coordinate and liaise with various community groups as in the past, but it is the Ministry's feeling that with the planned expansion of the Local Management Team they should be able to provide most of the service formally undertaken by the Youth Services Division.
- 8. This new arrangement will be under regular review, and our suggestions and advice would be welcomed.

7. Review by Burnaby R.C.M.P. of the work by the Ministry since the Youth Services Division has been abolished.

After receiving Mr. Levitt's letter of September 9, 1977 the Municipal Manager met with Superintendent Thomas to assess the results of what had happened since the Division had been abandoned and what his feelings were about the Local Management Team Concept. In this respect, attached is a copy of Superintendent's Thomas' reply of October 6, 1977. (See attachment "C")

In summary, the Superintendent still feels that there is a great need for the re-establishment of the Youth Services Division, and he does not feel that the Local Management Team Concept will deal effectively with problems in this area. He points out the many problems that they have experienced since the Division has been abolished, and he sees them getting worse. He therefore strongly supports the re-establishment of the Youth Services Division, as opposed to operating under the Local Management Team Concept, as suggested by Mr. Levitt.

It is therefore very obvious that if we wish to have a Youth Services Division we must institute it ourselves and plan to pay 50% of the cost after receiving 50% of the funding through the Canada Assistance Plan. With this thought in mind, the Municipal Manager has had considerable discussion with the Officer-in-Charge of the Burnaby Detachment, and the Officer-in-Charge is prepared to accept the responsibility of supervision and control of the Youth Services Division in the same manner as the Detachment is responsible for the Traffic By-Law Enforcement Officers (see attached letter dated July 14, 1977 to the Municipal Manager). (See attachment "D")

8. Location for Youth Services Division office.

The Municipal Manager has discussed this matter with Mr. Levitt, and the Department of Human Resources would be prepared to make space available in the West Building for the Youth Services Division, if we are able to have it operational before the Department vacates the space at the end of the year. There is no space available in the Justice Building, and it would appear that the use of a portion of the space on the first floor of the West Building is the best solution to this problem. We would propose to continue to operate the Youth Services Division from that building, at least until the question of the expansion of the Justice Building is resolved. If we proceed with an expansion to the Justice Building, then we would like to have a separate entrance for the Youth Services Division, and we would like to house it in the Justice Building extension.

9. Proposed budget.

The following are estimates for the budgetary requirements for the Youth Services Division:

- A. Office furniture and equipment (non-Recurring)

ITEM  
MANAGER'S REPORT NO.  
COUNCIL MEETING Oct. 17/77

137

ROYAL CANADIAN MOUNTED POLICE

GENDARMERIE ROYALE DU CANADA

BURNABY DETACHMENT



"E" DIVISION

Municipal

XXXX NO. 7-5-10-2  
VOTRE NO

OUR NO. BBY 1510-9-6  
NOTRE NO

22 APR 77

ITEM  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

OIC BURNABY DETACHMENT, R.C.M.P.

Re: Youth Services Division

1. This is in reference to a request from the Burnaby Municipal Manager for a resume of the services offered by Youth Services Division to the Municipality. The following is an outline of the functions performed by this Division.

(a) Shoplifting:

This program was instituted in July 1974, when it became evident that the Attorney General's Department declined to prosecute offending juveniles 14 years and under. The Probation Department had been asked to review any alleged minor offences, such as shoplifting and other counselling when required. When it became apparent that the Probation Office could not handle the overload, no further action was taken by police other than to warn the offender and made his parents aware of his actions. Police members responding to shoplifting complaints simply did not have the time to dwell into the reasons for the offenders actions. As a result, there were many repeaters.

2. Upon analyzing the contributing factors for these type of offences, Youth Services were able to determine, in most cases, a definite family breakdown with little or no communication and discipline, and thus the strong likelihood of subsequent reoccurrences. With the sanction of the R.C.M.P., a shoplifting deterrant program in cooperation with the merchants at Lougheed Mall was commenced. This program became an instant success and immediately spread to all large department stores in the municipality and continued on until Youth Services Division was terminated. Basically the reason for success was making the parents aware of their children's delinquent habits. If the parents and the child involved refused counselling, (which never occurred), the case would be referred to police for the appropriate court action. During the duration of this program, repeaters were found to be virtually non-existent.

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ATTACHMENT "A"



MANAGER'S REPORT NO. 12  
71

COUNCIL MEETING Oct. 17/77

ITEM 11

MANAGER'S REPORT NO. 8

COUNCIL MEETING 1978 01 30

- Page 2 -

22 APR 77

(b) Parks, Libraries, and other Established Troublesome Areas:


Youth Services was primarily established to embark on a program to intervene with the activities of troublesome youths who were causing disturbances and wilful damage to property at the above mentioned locations. These problems gradually subsided through constant police vigilance and with the cooperation of Youth Services. It is difficult to evaluate the role Youth Services played in averting further problems. Nevertheless, I feel that their services as street workers was limited, due to their lack of authoritative powers.

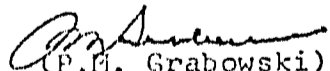
3. Referrals to Youth Services were also made on problems dealing with Arsons, Drugs, Breaking and Enterings, Thefts, and other related offences when it was apparent that counselling would be beneficial. Also there were referrals to other agencies for programing. Youth Services were extremely versatile in having a general knowledge of the resources available for handling these problems.

(c) Missing Persons and Incurable Juveniles:

Due to a marked increase in missing and/or runaway children ranging in ages from 8 to 16 years, it became obvious that serious family breakdowns were prevalent, with no reality counselling offered to parents or the child involved. In serious cases, court action resulted in order to bring a successful conclusion to solving the delinquent problem, as it was felt that this particular group of children should have their delinquent tendencies controlled before they moved to a more serious level. Without being critical of any other agencies dealing with this category, many parents indicated that the help offered by the Youth Services was exceptionally positive, in comparison to services and methods offered by Human Resources.

4. Since the termination of Youth Services, the Shoplifting Program has been taken over by Probation Department and the missing persons are being channelled to Human Resources. It is felt that these agencies are already over burdened, and thus cannot provide the time and counselling to resolve these delinquencies adequately. Perhaps the reason for the success of Youth Services was that they were able to liaison successfully with all agencies, thus gaining their confidence. There was an exceptionally close working relationship between Youth Services and Police.

  
(P. Starek) S/Sgt.  
NCO i/c Burnaby GIS

  
(P.M. Grabowski) Cpl. 21256

138

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

7-5-10-2

RECEIVED  
SEP 12 1977

MUNICIPAL MANAGER'S  
OFFICE

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 17/77

139

DEPARTMENT OF HUMAN RESOURCES

FIELD SERVICE  
Region 13 - Fraser North,  
#4 - 1111 Austin Ave.,  
Coquitlam, B.C.  
931 - 4501

September 9, 1977

Mr. Melvin J. Shelley,  
Municipal Manager,  
Corporation of the District of Burnaby,  
Municipal Hall,  
4949 Canada Way,  
Burnaby, B.C. V5G 1M2

Dear Mr. Shelley:

Re: Burnaby Youth Services Division

We have spent considerable time reviewing the need for our Ministry to re-establish a separate Youth Services Division in Burnaby.

As you recall, immediately prior to the takeover, Messrs. Smith and West resigned as municipal employees in order to establish a similar service in Langley in close conjunction with the R.C.M.P. At that time we made arrangements through the Corrections' Regional Director for probation staff to receive all referrals from shopping centres within Burnaby involving shoplifting and juveniles. The Burnaby M.H.R. district office staff continue to accept referrals from Corrections (Probation), police, court and other community agencies for matters involving children who are "at risk" as defined in the Protection of Children's Act. Also we are able to become very much involved in family situations in order to prevent a child from being separated from his family. Through our Special Services to Children programme we are able to assign child care workers to children and their families who require more intensive contact and help.

For the past three years Burnaby has had a Local Management Team. This Team has consisted of representatives from Probation and Human Resources who meet to discuss children experiencing difficulties in the community. The objective of

Copy - O.I/e R.C.M.P.

12/9  
/15

ATTACHMENT "B"

ITEM 11  
MANAGER'S REPORT NO. 6  
COUNCIL MEETING 1978 01 30

ITEM 11  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 17/77

Mr. Melvin J. Shelley

September 2, 1977

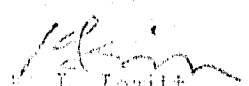
this Team is to assign the major responsibility to the agency (probation or human resources) which is most capable of providing the needed service. This fall, the Local Management Team is being expanded to include Education, Mental Health and the R.C.M.P. We have had active dialogue with the Superintendent of Schools, the Mental Health Director and R.C.M.P. Superintendent. All are most interested in participating in this expanded Team. The Ministry of Human Resources will call this group together during the month of September. Hopefully, the group will meet on a regular basis, with an official chairperson. An added mandate for this group will be to point out unmet areas of service need. However, their primary focus will remain to assure each child with special needs is served by an agency having a particular expertise and mandate to provide that service.

When the decentralization of our operation occurs in late fall, we will become more visible and, therefore, closer to the problems of the community. We expect that our community-based three offices in North, Southwest and Southeast Burnaby will result in increased service demands, hopefully prior to juvenile or protection court action. It should also be mentioned that we recently concluded an hours of work agreement with the professional social welfare staff. This agreement allows a good deal of flexibility in the use of staff time. We believe this new flexibility will increase our social service staff's ability to provide an even more complete and comprehensive service.

What is missing is an individual or organization to coordinate and liaise with various community groups as in the past. However, the division of responsibilities which we have worked out with probation, our ministry's added capacity to provide preventive counselling and the planned expansion of the Local Management Team should enable us to provide most of the service formerly undertaken by the Youth Services Division.

This new arrangement will be under regular review. We welcome your suggestions and advice.

Yours sincerely,

  
R. L. Levitt,  
Regional Manager

KLL/emo

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 17/77

ITEM 11  
MANAGER'S REPORT NO. 6  
COUNCIL MEETING 1978 01 30.

141

October 6, 1977  
File: BBY 1510-9-6

TO: MUNICIPAL MANAGER

FROM: O. i/c BURNABY DET. R.C.M.P.

RE: YOUTH SERVICES DIVISION

1. Your correspondence dated 13th September 1977 with a copy of letter dated 2nd September 1977 from Mr. K.L. Levitt, Regional Manager, Department of Human Resources, refers.

2. In reply to the questions you raised in para. 4 and 5 of your correspondence dated 13th September 1977, I am of the firm opinion we should proceed to establish a separate Youth Services Division as I recommended in my correspondence dated 14th July 1977. I do not recommend that we should operate under the local Management Team Concept for a short while, as recommended by Mr. Levitt, before we make a decision to establish a separate Youth Services Division.

3. When Youth Services Division was abolished in February, past, we met with personnel from Probation Services and in spite of the fact they were carrying a heavy work load in their own area of responsibility, they agreed to assist in an attempt to provide counselling for juveniles and their parents in our "Shoplifting Program", previously administered by Youth Services Division. Additionally, we made contact with Security personnel in the shopping centres, Managers of department stores and food outlets to acquaint them of the fact that Probation Services would be providing the service of the former Youth Services Division. Together with other detachment personnel, I met with Mr. K.L. Levitt and the Probation Officers delegated to take over the duties of the Youth Services Division. During our meeting it was agreed that Probation Services would take over the responsibilities of the former Youth Services Division. They would provide counselling to juveniles 13 years of age and under, who were first offenders in juvenile crime, e.g. shoplifting and other areas such as missing or runaway youths, truancy and where there was a family breakdown and children of that family clearly indicated a potential as a juvenile offender. In addition to counselling juvenile offenders in the aforementioned instances, Youth Services Division were providing counselling and follow-up visits where necessary to parents and guardians. The former Youth Services Division provided this service through counselling by their personnel or referrals to other agencies, which were carefully correlated, and in doing so were able to divert a number of potential problem children. Good communication was established between the former Youth Services Division and Security

ATTACHMENT "C"

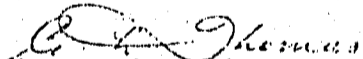
personnel at the various shopping centres, department stores, Probation Services, Child Care workers, Family Court and the police. Additionally, clear lines of responsibility were established between Youth Services Division and the above-mentioned agencies. There was no confusion as to what cases would be dealt with by Youth Services Division and what cases were the responsibility of the police.

4. I am not criticizing Probation Services or the Regional Director of Human Resources for the current administration of this program, as it exists now, for I am fully aware they are carrying a heavy work load with their normal responsibilities. In an attempt to measure the efficiency and success of the current program, Security personnel at the various shopping centres and Managers of department stores have been contacted. They advised that the referral system between the Security personnel and Probation is a shoddy arrangement. In shoplifting cases, the details are passed on to Probation Services by store Security personnel. Probation Services do not get to see the Security personnel, the juvenile is released and Security personnel do not receive any feed-back from Probation Services as to what action, if any, was taken against the juvenile offender and there is a high rate of recidivism with the juvenile shoplifter. There is a substantial turnover of Security personnel in some of the large department stores, which further compounds the problem of poor communication, for many of the security personnel were not aware that this service, which was formerly provided by Youth Services Division, still existed.

5. I discussed these problems, as outlined above, with Mr. K.L. Levitt, Regional Director of Human Resources, and he agreed that it was difficult for Probation Services to cope with their normal responsibilities and devote the time required to this program to ensure it functions efficiently and provide a service comparable to that of the former Youth Services Division. He also agreed that an attempt should be made to re-establish the Youth Services Division and offered the suggestion that it should be under the supervision of and responsible to the police for administrative purposes.

6. The former Youth Services Division did function efficiently, while it was allowed to operate with a reasonable level of autonomy. It was, in my opinion, very successful in diverting a substantial number of problem children from juvenile crime and progressing to adult criminals.

7. I strongly support the re-establishment of the Youth Services Division, as opposed to operating under the local Management Team Concept, as suggested by Mr. Levitt.

  
(C.L. Thomas) Supt.  
O. i/c Burnaby Detachment

ITEM  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978.01.30

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 1977

143

ROYAL CANADIAN MOUNTED POLICE

Burnaby Detachment  
6355 Gilpin Street  
Burnaby, B.C.  
V5G 2J2  
July 14, 1977



YOUR NO. 7-5-10-2  
VOTRE NO.  
OUR NO. 1510-9-6  
NOTRE NO.

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

The Municipal Manager  
Corporation of the District of Burnaby  
4949 Canada Way  
Burnaby, B.C.  
V5G 1M2

Dear Sir:

Re: Youth Services Division

My correspondence dated May 3, 1977 and our subsequent telephone conversation refers.

*Attached letter dated July 5, 1977 (Attachment "E")*

Insp. King of this detachment met with Mr. James W. Smith the former Supervisor of Burnaby Youth Services Division, who is now Director of the Langley Youth and Family Services Project and his Assistant, Mr. Fred West, with a view of outlining generally the organization of a Youth Services Division should you decide to re-establish this service in Burnaby.

Referring to para. 5 of the attached report, the Probation Workers of Human Resources are attempting to carry through on our Shoplifting Program, however, due to their other day to day commitments are unable to devote the time or attention to the program, the former Youth Services Division gave it in the past. Certainly, our members do not have the time and the professional expertise to do counselling of youths involved in juvenile crime, and families of youths, in addition to the subsequent follow-up counselling required. The former Youth Services Division was primarily responsible for dealing with juvenile first offenders under fourteen years of age. This, in fact, reduced the number of repeaters in this age group, brought the juvenile to the attention of the parents, and also identified problems existing in the family's home life. Counselling ability and time to perform this function were two primary reasons for the success of the Youth Services Division.

I strongly support the re-organization of the Youth Services Division for the reasons stated. I am prepared to accept the responsibility of supervision and control of the Youth Services Division for the Municipality in the same

*sent*  
COPY - CHIEF BURN. INSP. - PLEASE NOTE 19/7/77 Pgs. 2/3

*[Signature]*

*19/7/77*

ATTACHMENT "D"

ATTACHMENT "E"

ITEM	12
MANAGER'S REPORT NO.	71
COUNCIL MEETING	Oct. 17/77

Government of Canada / Gouvernement du Canada

MEMORANDUM

NOTE DE SERVICE

O. i/c Burnaby Det. R.C.M.P.

O. i/c Patrols, Burnaby Det. R.C.M.P.

SECURITY - CLASSIFICATION - DE SECURITE

OUR FILE - N/REFERENCE

BBY 1510-9-6

YOUR FILE - V/REFERENCE

DATE

July 5, 1977

ITEM	11
MANAGER'S REPORT NO.	8
COUNCIL MEETING	1978 01 30

SUBJECT / OBJET Youth Services - Burnaby

- I refer to previous correspondence in this connection.
- On 17 JUNE 77, I met with and discussed the whole matter of Youth Services with Mr. Jim SMITH, Director of the Langley Youth & Family Services Project; and his assistant, Mr. Fred WEST.
- I must mention that the Langley Youth Services was/is set up as a project being funded by the City of Langley, Township of Langley, and the Langley School Board.
- The prime objective of their project is crime prevention. Unfortunately, there is the tendency to leave all matters relating to crime prevention to the police, when in fact a successful program requires very heavy community involvement by many segments of the community. Waiting for crimes to happen and subsequent police action is very costly! School officials are aware of and can easily identify students who display antisocial behavioural tendencies and who are in need of psychological and sociological assessment. Working with youths of school age can help to divert them from a path of crime. The key is early identification and early intervention, as behaviour patterns are much easier changed at early stages in a youth's development.
- The shoplifting Program that we are endeavouring to maintain in Burnaby through the Probation workers really forms only a small portion of the work envisaged for Youth Services. I see the Youth Services as bridging the chasm between schools, parents, police, other community and social referral services, and the business community. All of these can and do identify pre-delinquent and delinquent behaviour patterns and could forward this information to Youth Services for their professional expertise.
- The Youth Services utilizes and works with all community/school agencies and fills a gap in crime prevention by attempting to divert the youth at a very early stage, rather than wait until the current criminal justice machinery comes into effect after crimes have already been committed.
- Mr. SMITH was able to convince me that contrary to popular belief (until recently his as well), the operation of Youth Services within the police office, or as part of the police service, is possible.

Copy - Chief Insp. [Signature]

15th STANDARD FORM 221

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct: 17/77

147

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

- 2 -

Re: Youth Services - Burnaby

In fact, they are presently sharing office space with the Langley R.C.M.P. "store-front" office in the downtown area.

8. The Langley Youth & Family Services are presently restricting their counselling to youths, and families of youths, of 13 years of age and under. They also do assessment and advisory services for agencies who refer youths to them, who are over 13 years of age.

9. Their school program is slightly different from ours in Burnaby. Their services (L.Y. & F.S.) are requested by Principals or Special Educators at the various schools. All the counsellors, Special Educators, Principals and the Superintendent of Schools were briefed on the project by Mr. SMITH personally and are giving their wholehearted support to it. Implementation of this part of the program in Burnaby may receive considerable resistance due to the Youth Officer of the Burnaby School Board feeling his area of responsibility is being infringed upon. Such would not be the case as I envisage the Youth Services workers as professionals, with university degrees or certification, performing counselling services.

10. In any event, prior to reimplementation of this service, there should be a joint meeting of senior personnel from all agencies concerned to ascertain their feelings and establish firm guidelines before proceeding further.

11. The current budget for the Langley Youth & Family Services is \$60,000.00 which is controlled by the O. i/c Langley R.C.M.P. Detachment. They expect to exceed this budget for this year by \$5,000.00 - \$10,000.00. Office space and secretarial help costs will be shared between R.C.M.P./L.Y. & F.S. for this year only. Present workload of the secretary indicates full-time duties for L.Y. & F.S. will be required in the immediate future. Her duties entail typing, filing and researching.

12. The Director and Assistant Director report to and come under direction of the O. i/c Langley Detachment. In addition to written reports, regular Monday A.M. meetings are held to discuss current activities.

13. Mr. SMITH's contract with the City and Township of Langley is for \$25,000.00 per annum (his assistant receives \$20,000.00) for salary; auto allowance of 20¢ per mile, and reimbursement for expenses incurred during the course of performing his duties.

14. As the workers desire to keep office time to a bare minimum; and counselling, interviewing, liaison and related duties to a maximum, they are supplied with "pagers" and radio telephones. In this manner, their office, the police and any of the schools or agencies can contact them immediately. They have frequently found that their response time to the calls has been reduced considerably.

15. Mr. SMITH has reiterated his offer of assistance in identifying or interviewing potential people for the positions in Burnaby;

.....3



11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct 17/77

Re: Youth Services - Burnaby

making the entire facilities of the L.Y. & F.S. offices available to them for a familiarization program both as to field work and office records, and operations which are considerably more complex than in the former Burnaby Y.S. I feel we should avail ourselves of this offer if we do proceed.

16. The only uncommitted floor space in our office is the anteroom area in the main entrance on the ground floor. Whether this could be converted into office space is questionable. The very nature of their duties dictate that they should come under the N.C.O. i/c Crime Prevention Unit or under Sgt. GRABOWSKI who is senior N.C.O. of the Youth Detail. I favour the former with Sgt. GRABOWSKI assisting the N.C.O. i/c C.P.U. during the early stages.

17. Copy of contract between Mr. SMITH, the City of Langley and the Township of Langley attached.


Recommendations:

(1) The Municipal Manager be approached regarding hiring of two (2) municipal employees to form basis for Youth Services work in the Municipality of Burnaby, who will work under our supervision and control, with the prime objective of crime prevention through early identification and intervention by liaison with schools, parents, police, other community and social referral services, and the business community.

(2) A joint meeting of Municipal representatives, School Board, Police, Welfare, Probation and any other interested agencies be held to establish the guidelines for Youth Services.

(3) That the Youth Services workers be provided office space in the vicinity of the main entrance to the R.C.M.P. offices, providing the Municipality will approve and provide funds for the necessary renovation.

(4) That if and when these employees are hired, they be allowed to visit the L.Y. & F.S. for a familiarization of their project.

  
(C.W.K. (Mag) Insp.  
C. i/c Police Burnaby Det.

October 13, 1977

YOUTH SERVICES DIVISION

GENERAL DUTIES

ITEM	12
MANAGER'S REPORT NO.	71
COUNCIL MEETING	Oct. 17/77

149

The Youth Services Division is a Division of the Municipality of Burnaby, accountable for administrative, budgetary and control purposes to the Police Services Department (contract with R.C.M.P.). The Police Services Department is responsible directly to the Municipal Manager for the day to day operations of the Division.

The Division will:

1. Become familiar with the organization and agencies of the Department of Human Resources and others which serve the residents of Burnaby, and will develop a working relationship with the staff of those agencies.
2. Respond to problems identified by the Municipal Council, civic departments, organizations, agencies and citizens by:
  - (a) researching the problems
  - (b) suggesting and initiating solutions
  - (c) resolving the problems through direct action or coordinating a cooperative effort by appropriate agencies to resolve more complex problems.
3. Be involved in prevention of youth problems through identification of problematic situations, in cooperation with agencies working in Burnaby.

ITEM	11
MANAGER'S REPORT NO.	6
COUNCIL MEETING	1978 01 30

SPECIFIC DUTIES

1. To be responsible for the day-to-day operation, including supervision and administration, of the Youth Services Division.
2. To coordinate various municipal, educational and private agency services needed to resolve problems identified or to research problematic situations related to youth.
3. To promote communication amongst agencies serving youth for greater efficiency in dealing with problems.
4. To encourage citizens' awareness of problems in the neighborhoods in which they live and promote their participation in community programs.
5. To arrange for community meetings as needed in relationship to youth problems.
6. To assist in increasing resources pertaining to prevention, acute treatment and rehabilitation.
7. To evaluate problem children at a younger age, with emphasis on dealing with their variable problems, including those within the home, and offer short-term counselling when appropriate.

ATTACHMENT "F"

ITEM 12  
MANAGER'S REPORT NO. 71  
COUNCIL MEETING Oct. 17/77

8. To offer "in-depth" service to parents of children in difficulties.
9. To carry out research into methods of preventing crisis situations.
10. To be responsible for the preparation of reports.
11. To evaluate effectiveness of actions taken by the Division.

ITEM 11  
MANAGER'S REPORT NO. 8  
COUNCIL MEETING 1978 01 30