

RE: BURNABY YOUTH SERVICES REPORT
1983 MAY 01 - AUGUST 31

ITEM	4
MANAGER'S REPORT NO.	57
COUNCIL MEETING	1983 09 26

MUNICIPAL MANAGER'S RECOMMENDATION:

1. THAT the recommendation of the Officer-in-Charge, Burnaby Detachment, RCMP be adopted.

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TO: MUNICIPAL MANAGER
FROM: O.I.C. BURNABY DETACHMENT R.C.M.P.
RE: Burnaby Youth Services Report
1983 May 01 - August 31

September 14, 1983

RECOMMENDATION:

1. That the following unedited triannual report be accepted for information purposes.

A. Fuchs
(N.L. FUCHS) Supt.
O.I.C. Burnaby Detachment

TO: Supt. N.L. FUCHS
FROM: Cathy BELLAMY
Supervisor - Youth Services
SUBJECT: Burnaby Youth Services Triannual Report
1983 May 01 - August 31

Program Activity:

During the second triannual period Youth Services experienced the traditional slack in program and referral activity associated with the summer months. The program also faced a staff transition when we lost our office support staff, Cathy KLASSEN, for personal reasons. Her replacement, Jennifer MALPASS, commenced employment on August 10, 1983.

I attended a one day workshop in June, at the Justice Institute, to learn how the proposed Youth Offenders Act will affect services to Juvenile offenders. While it is too early to anticipate how this legislation will affect diversion programs similar to Youth Services, it will undoubtedly have some impact since it raises the age of legal responsibility of a child from seven years of age to twelve years of age.

Community relations pursuits have included two or three further endeavours. I have taken board membership with the newly formed Burnaby Purpose Youth Society, an alternate school program for youth experiencing difficulties with the law, education system or in other areas. Since we share clients and concerns this should be mutually beneficial. I have also volunteered my participation on the Burnaby Lay Counselling Advisory Committee, organized and sponsored by the United Way, to develop a lay counselling program in Burnaby to help service some of the gaps in easily accessible, preventative family counselling.

Supt. N.L. FUCHS
September 6, 1983

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Finally, our Youth Services Program, along with other police-based Youth and Family Counselling Programs in the province, was the focus of an article in the new bi-monthly publication of the British Columbia Crime Prevention Association (attached to report).

Program Direction:

I anticipate a busy fall season with the onset of school. In addition to increased referral activity counsellors begin attending all inter-agency and other community functions once again. I also look forward to presenting the Youth Services Annual Review at some later date in October or November.

Referral Activity:

Total number of referrals increased during this period, from 81 to 108. This is related in part to an increase in non-police referrals which rose from 18.5% of the total number of referrals last year, to 25.9% of the referral intake this year. Referrals from parents doubled during this period possibly due to increased community awareness of our service. Youth Services information was posted in the last "Information Burnaby" bulletin. The increase in social problems and non offence behaviour as "Reason for Referral" also reflects this change in referral source. The increased number of 15-16 year olds we accepted in our program reflects our attempt to be flexible when our caseload allows it, i.e. during summer months, with 15 year olds involved in first minor police offences.

Respectfully Submitted,



Cathy BELLAMY
Supervisor, Youth Services

Attachment: Triannual Comparative Referral Stats for 1983 May/June/July/August
Police-Based Youth and Family Counselling Programs Feature

c.c. Inspector D.S. MORTIMER, O.I.C. Operations

TRIENNIAL COMPARATIVE REFERRAL STATISTICS - May - August 1983

	1983	1982
TOTAL REFERRALS	108	81
MALE	71	51
FEMALE	33	25
FAMILY	5	5
5 - 7 Yrs.	6	16
8 - 10	11	12
11 - 12	28	13
13 - 14	50	33
15 - 16	16	12
17 +	0	0
Unknown	1	0

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REFERRAL SOURCE:

BURNABY R.C.M.P.	80	65
PARENTAL/SELF	14	7
CITIZEN	0	1
OTHER	1	0
MINISTRY OF HUMAN RESOURCES	2	1
BURNABY MENTAL HEALTH CLINIC	1	0
BURNABY SCHOOL BOARD	9	5
LIFELINE	0	1
FAMILY DOCTOR	1	0

REASON FOR REFERRAL:

VANDALISM - WILFUL DAMAGE	6	9
DRUGS - ALCOHOL	1	1
SHOPLIFTING	19	9
THEFT/UNDER \$200	12	20
B & E	12	11
MAJOR OFFENCE	14	13
SOCIAL PROBLEMS	18	
PRE-DELINQUENT BEHAVIOUR	17	
RUNAWAY/MISSING PERSON	4	
OTHER	5	
SUBTOTAL (NON OFFENCE REFERRALS)	44	23

DESCRIPTION OF SERVICE:

SHORT-TERM FAMILY/YOUTH COUNSELLING	7	5
BRIEF COUNSELLING	33	39
CONSULTATION	4	13
CO-OPERATIVE SERVICES	0	0
REFERRED TO OTHER AGENCY	3	1
INAPPROPRIATE REFERRAL	24	22
SERVICES REFUSED BY CLIENT	3	0

POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAMS FEATURE

Police-Based Youth and Family Counselling Programs (PB-YFCP) were the first major program initiatives of the Juvenile Crime Prevention Project. A number of demonstration programs were funded between 1979 and 1983 to determine their effectiveness as models of early intervention. This involved Burnaby, Delta, Langley and Saanich. Other communities such as Kelowna, Richmond and the Western Communities (Vancouver Island) were interested enough in these programs to fund them locally. It is a convincing statement of their perceived effectiveness that although demonstration funding has expired in all the communities except Saanich, the programs are still in operation, funded by their municipalities.

Program descriptions and evaluations were prepared by the Juvenile Crime Prevention Project on the programs in Langley and Burnaby and are available upon request.

The PB-YFCP is a novel one in that it addresses the problems of dealing with minor delinquent and socially problematic youths and their families through police department administrations. Program objectives, definition of clients, referral systems and relations with local police are all affected by this arrangement. While good relations with local police, particularly for information sharing, is always desirable for social service agency programs, their success does not always hinge on this. But the PB-YFCP is very dependent on relations with the police and the police recognition of social needs.

The program provides more than a social service or therapeutic intervention. It is essentially an early intervention delinquency program. The PB-YFCP employs three basic tenets. The first is that delinquent behavior by adolescent youths is a symptom of

a disruptive family environment. Secondly, early short-term intervention can impede the youths evolution towards hard-core delinquency. Finally, the police are in the position to identify and refer these youths to the appropriate social workers and counsellors.

Youths who possess some or all of the following criteria may be considered to be entering into juvenile delinquency and thereby eligible for the intervention services:

- poor attitude towards authority figures
- lack of involvement in sports, activities or interests
- out late at night routinely
- unable to account for how free time is spent
- complaints of boredom
- poor attendance and grades in school
- absolute loyalty to peer group
- association with known delinquents
- frequent committing of minor disturbances (noisemaking, loitering, minor destruction, alcohol or drug disturbances)
- committing first offence of a minor nature (theft under \$200, shoplifting, breaking and entering, vandalism, arson or assault).
- drug or alcohol abuse.
- runaway from home

ly in the initial phases of the programs, the police had a tendency to refer older, multiple offenders. This problem appears to be receding as the programs become more established. Wendy Rowe, a contracted consultant for the Juvenile Crime Prevention Program, agrees: "Over time, the situation can be seen to be improving. Initially, the police only wanted to refer the kids who were causing problems. But as they become more familiar with the program, police realize short-term counselling is inappropriate for hard-core cases. They see the value of referring early and minor delinquent youths."

Bellamy concurs stating "... the problem has been rectified. We go to shift parade about once a month and constantly re-state our program and talk about our assessments. The new members don't like to refer someone who has not broken the law but once they understand the objectives of the program, they comply."

While the programs accept both boys and girls, there are twice as many boys as girls. Some programs demand that at least one parent participate in family counselling while others encourage parental involvement but will proceed without them. Storey's program utilizes family systems therapy and can involve three generations.

Some of the programs can accommodate the occasional long-term case but generally the counselling consists of between two and 12 sessions over a three month period. Single sessions, telephone consultation and referral to other agencies are other services offered by PB-YFCP's. Where police in small communities can not deal with certain crisis situations and the family involved can not wait until the next day, the program may provide service. However, if a 24-hour crisis intervention service is available, the PB-YFCP will not take the case.

Two counsellors with appropriate training, augmented by a clerical worker, staff most of the programs. Some are housed in the local police sta-

tion while others work out of a store-front quarters. Rowe believes that operating out of "... a police station gives legitimacy to the program" and does not adversely intimidate clients. Bellamy agrees and adds that many concerns the community has about bringing children into the police station are overcome by the good liaison which soon occurs among the various components. Besides, she adds, "We will do home visits in the rare instance where it is deemed necessary for the program's success."

The counsellors who work out of a police station maintain that their understanding of the police system is enhanced by their proximity. By the same token, the close liaison better allows the police to understand the goals and benefits of early therapeutic intervention specifically and juvenile and family problems generally.

Inspector Mortimer of the Burnaby R.C.M.P. says "... operating the program out of our station is very good for everyone involved. Initially, there was a backlash from some groups in the community but that has receded as the program continues. The police realize the benefit of stopping kids from progressing to more serious delinquent behavior. The program workers are very helpful, they give lectures, come on ride-ons and basically sell their program very well. If they weren't based in our building, I think they would become 'out of sight, out of mind.'"

Jim Smith of the Langley Youth and Family Counselling Program, which is based in the City Hall, believes "... if we were just starting now it probably would be more useful to be in the police station. But there was no office space available there when we commenced operations. Now that we are established, it would be difficult to move."

Close liaison with the police is certainly an integral component of the program. Smith says, and to that end he attends some shift parades and talks to new recruits.

The ultimate goal of the program is to "... prevent or reduce future delinquent activity in juveniles referred to the program." To this end, several objectives must be attained to various degrees: improving communications between the youth and his family, modifying negative or irritant youth behavior, increasing parental skills, making the youth more aware of the consequences of delinquent behavior, increasing the self-esteem of youth and family and making parents and youths aware of the disruptive and static dynamics of the family relation.

Some of the programs also deal with educating police officers about the goals of intervention techniques so they can more readily identify youths who may be potentially delinquent. Other programs also strive to coordinate other community social service programs, schools, mental health groups and citizen groups to more efficiently handle juvenile crime problems. This may be attained by attending appropriate meetings, sharing information, consulting on cases and conducting workshops and planning sessions on the topic.

Most referrals come from the police. Statistics vary from program to program but Cathy Bellamy of the Burnaby PB-YFCP estimates that police referrals account for "... at least 80 per cent" of the youths in her program. Others recorded the percentage of police referrals to be as low as 52 per cent. Elaine Storey, who is contracted to the police department in Saanich, says that in 1982, she had 90 referrals from the youth section, 30 from patrol police and 19 from families.

The target group is generally youths between the ages of six and 14 years who are engaging in potentially delinquent behavior with a maximum of one previous delinquent offence. However, particular-

The issue of evaluation of the PB-YFCP, both external and self, is a complex one. Most have been operational for too short a period to accurately gauge their success in reducing or preventing juvenile delinquent behavior. Recidivism statistics are limited to those who are referred back to the program. There is also the question of what percentage of the youth involved would have had no more contact with the police even if they had not undergone youth and family counselling intervention. Bellamy's statistics from Burnaby reveal a 14.3 per cent decrease in recidivism for the first six months of 1983 compared to the same period a year earlier.

A study published by Rowe in 1982 found that 21 per cent of the youths studied in a six-month period had repeat contact with police within four months. They had all been referred to the program and provided with assistance. But a comparison group of 22 delinquent youths from a neighboring community which did not have the program had a recidivism rate of 39 per cent within four months of their first contact with the police.

In the Saanich Youth and Family Counselling Program, recidivism rates for youths within six months following termination of services was 14 per cent. Debbie Krohman, a consultant to the Juvenile Crime Prevention Project, believes the programs are economically viable in the long run: "People tend to look for immediate results. But given an opportunity to show that positive results are forthcoming should result in the program's funding to be allowed to continue."

Burnaby Alderman Doreen Lawson feels the program "... is a valuable contribution to the community. It is effective and efficient although it is hard to measure in dollar terms. But with the high cost of the penal system, preventive programs are cost-effective in their own way. Plus when an attitude of cooperation with the police is fostered, people gain more confidence in the justice system."