

REPORT
1994 JULY 11

COMMUNITY ISSUES AND SOCIAL PLANNING COMMITTEE

HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: BACKGROUND ON FUNDING FOR BURNABY YOUTH SERVICES PROGRAM

RECOMMENDATIONS:

1. THAT Council receive the attached report for information.
2. THAT Council consider financially supporting the auxiliary counsellor's hours referred to in the report.

REPORT

The Community Issues and Social Planning Committee, at its meeting held on 1994 June 29, received the attached report responding to questions posed by the CISP Committee concerning funding for the Burnaby Youth Services Program.

Arising from the Committee's discussion of the report an amendment was made to the recommendation as follows:

"THAT Council consider financially supporting the auxiliary counsellor's hours referred to in the report."

The Committee therefore requests Council's approval of the amendments to the recommendation.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

COPY - CITY MANAGER
- DIRECTOR FINANCE
- DIR. PLNG. AND BLDG.

TO: COMMUNITY ISSUES & SOCIAL PLANNING COMMITTEE 1994 JUNE 15

FROM: DIRECTOR PLANNING AND BUILDING OUR FILE: 17.315

SUBJECT: BACKGROUND ON FUNDING FOR BURNABY YOUTH SERVICES PROGRAM

PURPOSE: To respond to questions posed by the Community Issues & Social Planning Committee concerning funding for the Burnaby Youth Services Program.

RECOMMENDATION:

1. THAT this report be received for information purposes.

REPORT

1.0 BACKGROUND

At its meeting of 1994 March 23, the Community Issues & Social Planning Committee received a copy of the 1993 Annual Report of Burnaby Youth Services. Arising from discussion of the report, the following motion was adopted:

THAT staff report on what portion of funds the City and the Ministry pay to support Burnaby Youth Services.

As a follow up to that request, the program supervisor, Ms. Bonnie Mason and Inspector Schlecker of the R.C.M.P. made a presentation to the Committee on Burnaby Youth Services. Arising from discussion, the following motion was made:

THAT the City revisit the Burnaby Youth Services CAP grant and any other potential source funding to increase the services with all levels of government with a view of increasing funding to assist this program; and that this information be included in a report to Council.

This report responds to the Committee's request. It was prepared in consultation with the Director Administrative & Community Services and the Supervisor of Burnaby Youth Services.

2.0 PROGRAM AND FUNDING HISTORY

Burnaby Youth Services provides early intervention counselling services for youths aged 9 to 17 years and their families. It is designed as an alternative to prosecution by the courts for young people who have been involved in a criminal matter or a disruptive incident.

The Youth Services program was initiated in Burnaby in 1974. It functioned for a short period, but was disbanded when its staff moved to Langley to set up a similar program. Burnaby Youth Services was reintroduced in 1980 January, with funding through a cost sharing arrangement amongst the Federal, Provincial, and Municipal governments. The Federal contribution came from the Canada Assistance Plan (CAP) and the Provincial contribution came from the Ministry of the Attorney General. The Attorney General's funding ended after three years. From 1983 to the present, the program has been jointly funded by the City and CAP.

An overview of the Youth Services Program's revenues by funding source from 1980 to 1993 is presented in Appendix 1, *attached*. As seen in the Appendix, the City's and CAP's relative shares of funding for Burnaby Youth Services have varied considerably since 1980. In 1980, CAP funding constituted 27% of the program's funding, compared with a 69% share from the Ministry of Attorney General and 4% from the City. When the Attorney General's funding was discontinued in 1983, CAP funding made up about 28% of the program's funding, with the City covering the remaining 72%. By 1993, CAP funding constituted 41% of the program total and the City's share made up 59%.

3.0 CURRENT NEED

Burnaby Youth Services staff consist of three full time employees: the Supervisor, a Community Youth Worker (counsellor), and a Clerk-Typist. The program also employs another counsellor on an auxiliary basis who provides some counselling during the evening. The program spent about \$3000 in both 1992 and 1993 for this auxiliary counselling time. It expects to spend about \$1500 for the time in 1994, with most of that figure already having been expended.

The 1993 Burnaby Youth Services Annual Report indicated that program staff have been facing increased demands on their time because of :

- i) increased number of referrals - for example the number of referrals to the program has gone from 240 referrals in 1980 to 448 in 1993 and
- ii) increased duration of counselling sessions - prior to 1991, Youth Services offered short term counselling which typically consisted of three sessions; it now offers ten sessions, with the possibility of extensions under exceptional circumstances.

As a result of these pressures, program staff have responded by:

- restricting community referrals to 9-14 year olds - prior to 1991, the program received community referrals for youths aged 5 to 14 years; it subsequently stopped accepting community referrals for the 5-8 year age group.

- reducing the number of agencies from which Youth Services accepts referrals - in 1991, Youth Services stopped taking referrals from the Ministry of Social Services and Probation Services.
- reducing community and committee involvement - Burnaby Youth Services staff are involved with several committees and community meetings; they have had to restrict this involvement to respond to their counselling caseload.

The Supervisor of Burnaby Youth Services has indicated the need for additional funding to augment the auxiliary counsellor's hours. Ideally, the counsellor would work 20 hours per week on an evening shift. The annual salary and benefit costs of retaining an auxiliary counsellor would be about \$24,000 (1993 rates).

The Supervisor of Burnaby Youth Services foresees the following benefits from retaining an auxiliary counsellor:

- reducing the financial and social costs of putting a youth through the criminal justice system (e.g. local studies have concluded that the estimated average cost of putting a youth through the criminal justice system, in terms of police officers' time, court time, and other expenses, is \$18,000).
- increasing accessibility of program services by offering additional evening counselling sessions.
- enabling the program to increase the number of youth and families on its caseload at any given time (i.e. the Supervisor and Community Youth Worker each typically carry a caseload of thirty; a part time counsellor could look after an additional fifteen cases at a given time).
- enabling the decision to restrict services to 5 to 8 year olds to be reconsidered.
- enabling the Supervisor to attend more community and committee meetings, as well as give additional presentations on youth issues.
- improve Youth Services' linkage and cooperation with the Burnaby School District's newly hired youth workers and the RCMP School Liaison Officers.

In addition, as the counsellor would work in the evening, she could use the offices of the program's full time employees. As a result, Youth Services could accommodate the additional counselling time within the program's existing premises.

4.0 PROSPECTIVE FUNDING SOURCES

4.1 Canada Assistance Plan

The Canada Assistance Plan was introduced by the Federal Government in 1966. Through the program, the Federal Government shares 50% of certain costs incurred by provinces and municipalities in providing i) social assistance to persons in need and ii) welfare services to persons who are in need or are likely to become in need unless such services are provided.¹ Prior to 1990, provided that a program qualified for CAP funding, the Federal Government would provide its 50% share of program costs. In 1990, in efforts to reduce the deficit, the Federal Government put an annual 5% ceiling on future CAP increases for the so called "have" provinces of B.C., Alberta, and Ontario. The affected provinces tried unsuccessfully to have the decision overturned by the courts.

As a result of the 1990 restrictions, the City has only received a total increase of 5% per year in CAP funding. Therefore, while the percentage increase in CAP funding for Youth Services has been in excess of 5% per year since 1991, these increases have come at the expense of other City programs. In other words, as CAP funding has gone up for Youth Services, it has gone down for other programs, requiring the City to make up the difference from the tax draw or external sources.

Appendix 2 (*attached*) provides a summary of Burnaby's total CAP funding from 1989-90 to the 1995-96 budget year. As the summary indicates, CAP funding for Burnaby programs will increase by about \$10,000 in 1994-95 from the previous budget year, but 1995-96 CAP funding will be frozen at 1994-95 levels. It is expected that funding for 1996-97 will either be frozen or reduced.

Given this funding situation, and the fact that all Federal social programs are currently under review, it would not seem viable to rely on CAP funds to augment the Youth Services' budget.

4.2 External Departments and Agencies

Burnaby Youth Services provides services to youths identified as being at risk by Burnaby Schools, Probation Services, the Ministry of Social Services, and other agencies. Several of these agencies have given written testimonials in support of Burnaby Youth Services and its effectiveness. The recidivism rate for youths who

¹ National Health and Welfare. Notes on Welfare Services Under the Canada Assistance Plan. Ottawa. 1985.

receive counselling through Youth Services has been steadily decreasing, reaching a rate of 92.8% last year. On the basis that the success of Youth Services would reduce demands placed on other agencies, it may be appropriate to request those agencies to contribute to the expansion of the program's services.

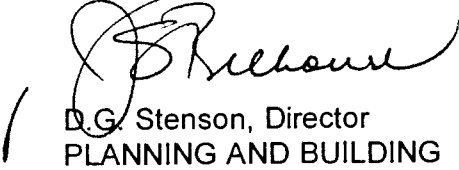
4.3 Other Funding Bodies

Organizations such as the United Way and Vancouver Foundation provide funds for community services administered through non-profit organizations. They do not fund programs administered by various levels of government, however. It would seem that the Provincial or Federal government would be a more likely funding source for Burnaby Youth Services. Nonetheless, it is conceivable that a service club, private benefactor, or yet to be identified non-government funding body may recognize the value of the Youth Services program and choose to augment its funding.

5.0 CONCLUSION

Burnaby Youth Services appears to offer an effective, cost-efficient program to help at risk Burnaby youths and their families. The program supervisor has requested funds to increase the counselling services provided by an auxiliary counsellor. Three potential funding sources were examined in this report: CAP, external departments and agencies, and other funding bodies.

This report is presented for the information of the Committee. The Director Administrative & Community Services, under whose directorship the Youth Services program fits within, concurs with the information presented herein.


D.G. Stenson, Director
PLANNING AND BUILDING

JF\gl
Attachments

cc: City Manager
Director Administrative & Community Services
Director Finance
O.I.C. R.C.M.P.

APPENDIX 1

BURNABY YOUTH SERVICES: REVENUES BY SOURCE, 1980-1993

EVENTUE SOURCE	1980	1981	1982	1983	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993
AP	\$18,072	\$15,765	\$23,927	\$26,392	\$27,985	\$29,388	\$29,453	\$25,881	\$34,933	\$36,639	\$42,477	\$43,894	\$51,885	\$58,566
in. of Att. General	\$47,049	\$25,411	\$30,922	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0
ity of Burnaby	\$2,700	\$19,549	\$30,271	\$67,152	\$69,004	\$71,284	\$69,905	\$68,419	\$67,483	\$74,273	\$79,029	\$74,149	\$84,196	\$83,413
TOTAL REVENUES	\$67,821	\$60,725	\$85,120	\$93,544	\$96,989	\$100,672	\$99,358	\$94,300	\$102,416	\$110,912	\$121,506	\$118,043	\$136,081	\$141,979

APPENDIX 2

CITY OF BURNABY

89-90 Base year comprised of:

Invoice Programs

1. Burnaby Health Dept. Volunteer Services	\$ 55,101.71	
2. Senior Citizens Activities	15,035.09	
3. Youth Services Division	<u>39,462.57</u>	
	-	\$109,599.37

Voluntary Agencies

1. Big Sisters of B.C. Lower Mainland	1,575.00	
2. Big Brothers of Gr. Vanc.	5,000.00	
3. Canadian Paraplegic	1,250.00	
4. Crisis Intervention & Suicide Prevention Ctr. for Gr. Vanc.	<u>1,500.00</u>	
		9,325.00

Community Care Facilities Licensing (CCFL) 34,038.55

TOTAL \$152,962.92
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	Ceiling	Pd. to Date
(1) 90-91 Ceiling Base Yr. x 1.05	160,611.07	160,611.07
(2) 91-92 Ceiling (1) x 1.05	168,641.62	168,641.62
(3) 92-93 Ceiling (2) x 1.05	177,073.70	159,340.09
(4) 93-94 Ceiling (3) x 1.05	185,927.39	172,267.82
(5) 94-95 Ceiling (4) x 1.05	195,223.75	0.00
(6) 95-96 Ceiling same as 94-95	195,223.75	0.00

JF/gl

b:ythserv1.ap2