

ITEM	07
MANAGER'S REPORT #	53
COUNCIL MEETING	95/11/20

TO : CITY MANAGER DATE: 1995 NOVEMBER 16

FROM : DIRECTOR RECREATION AND CULTURAL SERVICES

SUBJECT : YOUTH SERVICES MODEL

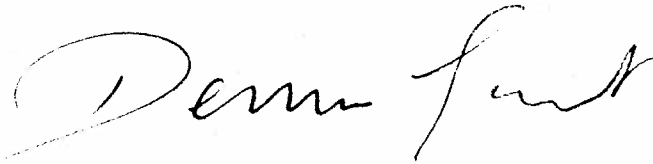
PURPOSE : To inform Council of the Youth Services Model.

RECOMMENDATION:

1. THAT this report be received for information purposes.

REPORT

At its meeting of 1995 November 15, the Parks and Recreation Commission received the attached staff report on the above subject and adopted the three recommendations contained therein.



DENNIS GAUNT
DIRECTOR RECREATION AND
CULTURAL SERVICES

tc
Attachment
A/4032

SUBJECT: YOUTH SERVICES MODEL

RECOMMENDATIONS:

1. THAT the Commission approve the proposed Youth Services Model.
2. THAT a copy of this report be sent to the Community Issues & Social Planning Committee.
3. THAT a copy of this report be sent to City Council.

REPORT

BACKGROUND:

At its meeting of 1994 May 18, the Commission received the attached report on "Youth Services Initiatives" (Attachment #1). In the report, three phases were identified for the purpose of determining appropriate and increased recreation opportunities for youth. The Commission have received reports on Phase 1 and 2. Copies have been included in the Commission package as background information. Phase 3 is the development of a strategy for the provision of needed youth services that requires resources beyond current levels, e.g. new facilities and new operating budgets.

This report provides the Commission with a proposed Youth Services Model designed to better meet the increasing demands placed upon the department and the community as a whole with reference to services for youth, particularly for those ages 13-18.

If the model is adopted, subsequent reports will outline specific priorities for facility development and expansion of services.

PROPOSED MODEL:

The proposed model (Attachment #2) has undergone several phases of development including: examining programs and models from different cities around North America, consultation with youth through the Youth Forums conducted last November, involving Parks and Recreation staff in focus group exercises, and receiving feedback from several external resources well known for their knowledge and contributions in youth and community services. In addition, many research articles and reports were referenced during the process of developing this model.

The proposed model provides a foundation from which the Parks and Recreation Commission can become a leader in the provision and facilitation of recreational services for all youth ages 13-18. The Vision Statement of the model reflects a commitment to work in partnership with citizens in the community as well as other civic committees, agencies, organizations and businesses towards effectively meeting youth needs.

YOUTH SERVICES MODEL

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Addressing youth recreation needs from neighbourhood, regional, and district-wide perspectives, maximizes the Burnaby Parks and Recreation Department's ability to enhance recreational opportunity for youth throughout the City. Utilizing principles such as partnership and fun in the program planning process will maximize benefits to young people in the community.

YOUTH CENTRES/DEDICATED SOCIAL SPACE:

The proposed model calls for the establishment of dedicated youth space or youth centres. The report recommends that the cost of capital construction or renovation as well as the costs of furnishing and operating such space be a partnership between the community as a whole (youth, businesses, service clubs) and the City of Burnaby. For example, where there is community sponsorship for capital costs, the City would provide for the operating costs; or when there is a community group providing services, the City would provide for the capital costs of youth dedicated space.

STAFFING:

The key to success under this model besides community partnership and meaningful youth involvement, is a committed and well-trained staff group dedicated to working with youth and the community at large. This staff group will require extensive support as this new direction is implemented.

To date and into the near future, training related to working with youth will continue to be offered to Recreation staff, and where applicable, community initiated project staff would also be invited. However, there will need to be staff with specific responsibilities to attend to the high demands of youth and the community relative to youth recreation services.

CONCLUSION:

It is felt this model will provide a focus in attending to recreation needs of youth in our community. Work plans outlining the specific steps to be taken to operationalize the model will be presented to the Commission prior to implementation.

The first step will involve working with the various communities to determine possible sites/locations for further youth services as well as potential areas for dedicated youth space.

GM:ps:seo

Attachments

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ITEM 4
DIRECTOR'S REPORT NO. 20
COMMISSION MEETING 95/11/15

COMMITTEE REPORT
ITEM: #8
DATE: 1994 MAY 18

ATTACHMENT #1

TO: Chair and Members
Parks and Recreation Commission as a Committee of the Whole

FROM: Director Recreation and Cultural Services

SUBJECT: YOUTH SERVICES INITIATIVES

RECOMMENDATION:

1. THAT the Youth Recreation Program Action plan be endorsed.
2. THAT the implementation of Phase One, Two and Three as described in the report be approved.

REPORT

The Commission, following a discussion with the Community Issues and Social Planning Committee, requested that a youth program action plan be prepared. The objective of the action plan is to determine appropriate opportunities for increased activities for youth. Following the identification of program options, recommendations will be made for the implementation of the programs.

There are two critical steps to developing successful and effective programs for youth:

1. Develop an effective communication link with youth, and
2. Identify what kind of recreation programs the youth want.

The process and actions that will be followed to determine the appropriate program for youth have been divided into three phases and will be carried out over the next ten months.

- Phase One will be a process to collect and analyze information from youth and existing programs and services, and will determine where declared needs can be met within existing facilities and resources.
- Phase Two will include opportunities for the Commission to meet with youth and help clarify youth priorities.
- Phase Three will be a process to determine opportunities for extensive youth recreation services development.

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PHASE ONE

1. Review and summarize the findings of recent youth needs surveys. Many communities have carried out extensive surveys of youth to determine their needs. The findings are consistent. Completed by 1994 July 15.
2. Identify and assess existing successful youth programs. This review would include Burnaby's successful programs, the Seattle Parks and Recreation programs, the Detroit Inner City Program, and other known effective programs. Completed by 1994 July 15.
3. Develop strategies for communicating with and involving youth in the development of youth services. This would take the form of our current trend towards Centre-based youth advisory groups. Completed strategy by 1994 October 01.
4. Develop 1994 Recast and 1995 Provisional Budget proposals that reflect youth priority initiatives for possible implementation in September 1994 and June 1995. (The recast initiatives would be of a minor program nature allowed within normal Recast Budget shifts.) Completed by 1994 August 01.
5. Review all Burnaby recreation facility schedules and identify opportunities and options for facilitating youth programs. Each option would be assessed from the perspective of impact on current users and costs. Completed by 1994 July 15.
6. Implement a training program for staff on how better to serve and communicate with youth (currently being planned for September). Completed by 1994 October 01.

PHASE TWO

1. Develop two youth forums specifically for youth recreation services. This is the key component of this Phase and allows the Commission face to face discussion with youth on recreation issues. Completed by 1994 November 15.
2. Participate in the planning and implementation of youth forums through the School District (currently being planned). This is a School Board initiative and we are a small part of it. The forums are anticipated to begin in the fall. Completion date not determined yet.
3. Identify opportunities for establishing outdoor park facilities that serve youth. Completed by 1994 December 01.

PHASE THREE

1. Develop a strategy for provision of needed youth services that require resources beyond the current levels, e.g. new building spaces, and new budgets. Completed by 1995 February 28.
2. Research and assess youth programs that have been developed through corporate sponsorship. Completed by 1994 December 31.
3. Identify opportunities for contracting with youth agencies. Completed by 1995 February 28.

The information gathered from this review and through further input from youth will form the basis of a program action plan. It is anticipated that this review and assessment process will be carried out over the next eight months. Much of the existing information will be reviewed over the next two months.

The successful development of youth services will be dependent on active involvement of the youth and the broader community. The cost of servicing youth can be met through repriorizing existing financial and human resources, and/or new resources.

Regular progress reports would be made to the Commission throughout the process and the Commission in turn will be able to consult with the Community Issues & Social Planning Committee through whatever pre-arrangement has been made between the Commission and the Committee.

ND/KF:seo/ps
COMMITTEE/0042

MOVED BY COMMISSIONER VOLKOW, SECONDED BY COMMISSIONER REIMER:
"THAT the two recommendations be approved."

CARRIED UNANIMOUSLY

MOVED BY COMMISSIONER JOHNSTON, SECONDED BY COMMISSIONER YOUNG:
"THAT an ad hoc committee of a six-month term to focus on youth recreational services and programming be struck to work in conjunction with the Community Issues and Social Planning Committee and THAT a report be provided by staff to the Commission on 1994 November 30 upon conclusion of the term of the ad hoc committee,"

CARRIED UNANIMOUSLY

DRAFT

BURNABY PARKS AND RECREATION DEPARTMENT

YOUTH SERVICES MODEL

October 1995

~~ITEM 4
DIRECTOR'S REPORT NO. 20
COMMISSION MEETING 95/11/15~~

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BURNABY PARKS AND RECREATION DEPARTMENT PREPARING YOUTH FOR THE FUTURE

VISION STATEMENT

Recreation services are an essential component of community health and well-being. The Burnaby Parks and Recreation Department is charged with the mandate of facilitating an array of recreational and cultural opportunities for the citizens of Burnaby. The Department recognizes the special challenges of effectively serving youth and therefore strives to establish and maintain a position of leadership through innovative approaches to the provision of youth services.

The Parks and Recreation Department will approach its responsibilities in the youth services area by adhering to the following principles:

- youth have the **right** and **responsibility** to be involved in the decision-making process in a **meaningful** way on any matter that may or will affect them;
- youth will be treated with **fairness, dignity, and respect** regardless of social, economic, cultural or religious standing or belief;
- youth are an **invaluable resource**;
- **preventative** services for youth, like recreation, are much better investments than intervention strategies; and
- **trained, knowledgeable, and dedicated** staff who keep the best interests of the community in mind are most effective in meeting the challenges of youth.

The Burnaby Parks and Recreation Department will meet youth recreation needs by supporting and participating in a community network and partnership of services designed for this age group. For its part, the Department will continue to work towards ensuring that youth throughout Burnaby have access to positive, constructive and unique leisure opportunities that are safe, fun, age appropriate, and "character developing".

BURNABY PARKS AND RECREATION DEPARTMENT

INTRODUCTION TO YOUTH SERVICES MODEL

Cities and towns everywhere are struggling to develop and provide positive opportunities for youth, specifically teenagers, as an alternative to less desirable activities. Many of these same places point out the need for a plan to pursue such a goal. The following model is designed to address these issues as they exist in Burnaby. It is a foundation from which to work towards more effectively meeting youth recreation needs.

The Parks and Recreation Commission is recognized as the City's largest provider of recreation facilities and services for citizens of Burnaby. People of all ages have participated in a wide variety of parks and recreation opportunities in the city. Today however, the department is facing an increasingly difficult challenge related to meeting the recreational needs of teenagers, including those deemed high-risk. A teenager at high-risk is someone who usually experiences a combination of risk factors including: family conflict/violence, poor school performance, health concerns such as substance abuse or pregnancy, poverty, and chronic anti-social behaviors.

In an effort to better address the recreational needs of youth today, the Department is proposing a **Youth Services Model**. This model takes into account the complexity of working with and serving this age group. It also addresses the need to better support Parks and Recreation staff efforts to meet the needs of this age group.

The model being proposed has been designed after reviewing numerous models that have been tried in other areas throughout North America. Burnaby's proposal focusses on its existing strengths of recreational service delivery and builds upon those methods which have proven effective in the past.

Today, Burnaby Parks and Recreation provides a wide range of recreation services for teenagers including outdoor programs, gymnasium activities, fine and performing arts, and a variety of instructional classes. The community however feels that Parks and Recreation should provide greater leadership in program development for youth, including high-risk youth, giving them challenges and responsibilities to develop into productive and contributing citizens.

Within the current structure, staff are normally responsible for numerous areas such as facility management, community development, and program planning and evaluation. Within each of these are many tasks including for example, personnel management, budget, program promotion, and direct leadership and supervision. Staff are often asked to manage youth programs as part of their responsibilities but may not be equipped to do so in an effective manner. One of the biggest concerns of

staff in a position like this, is the lack of time required to build and maintain a successful youth program. Adults who work with youth must be energetic, creative, resourceful, and highly focussed if they are going to be effective with this age group.

Under the proposed model which targets all youth ages 13-18, the department will continue to offer its traditional scope of programs but will begin to focus more on neighbourhood and community-based youth recreation services with an emphasis on partnership and collaboration. The combination of neighbourhood, regional, and district-wide services for youth will have a significant impact upon this age group and will result in more young people being able to participate in a wider variety of recreational alternatives. Youth will more than ever, participate and take pride and ownership in their recreation experiences. Through recreation activity, they will learn the importance of developing and maintaining a healthy lifestyle. Caring adult role models will work in cooperation with youth to help guide them towards life-long leisure pursuits. Young people who take advantage of this new level of service will have the opportunity to have fun, learn new activities, be healthy, and contribute to the well-being of the community.

As a Department, Burnaby Parks and Recreation will focus its efforts relative to youth services by addressing this area in a long-term manner. It will continue to offer its traditional range of services for this age group which remain popular and in demand. The department will also begin to build on these foundations by exploring non-traditional approaches to contemporary youth needs. As a result of this planned approach, young people in Burnaby will have more rewarding recreational opportunities.

***Many things we need can wait, the child cannot.
Now is the time his bones are being formed,
his blood is being made, his mind is being developed.
To him we cannot say tomorrow, his name is today.***

Gabriela Mistral
Chilean Poet

NOTES ON YOUTH SERVICES
MODEL DEVELOPMENT

A. PARKS & RECREATION EXISTING FACILITIES & SERVICES

1. Neighbourhood-Based Services

Rationale

Neighbourhoods are the best sources and suppliers within a city for recreation services. It is often at this level where most meaningful play and recreation experiences occur for young people. An initiative is considered better if it is planned and organized by the neighbourhood itself rather than being agency-driven. The Parks and Recreation Department will continue to build upon this foundation by supporting and participating in neighbourhood-based youth initiatives and will encourage youth participation in all aspects of planning, implementation, and evaluation of services. Staff will first respond to those issues identified by neighbourhood residents as important and deemed a priority. If needs are identified within a neighbourhood and are not and cannot be actively addressed by the neighbourhood, Parks and Recreation may assume responsibility along with others to create a plan of action.

Departmental Role

- Consult with neighbourhood-based initiatives on an ongoing basis.
- Assist with planning and organizing of neighbourhood programs, activities, and special events designed for youth.
- Direct leadership of some programs.
- Provision of limited transportation for some activities.

Examples

- satellite programs being run out of community rooms in housing complexes
- parks and recreation personnel visit neighbourhood sites and become directly involved in programs
- participants are picked-up in their neighbourhood to attend programs elsewhere
- neighbourhood-based services also occur out of non-recreational community spaces such as churches, community schools, and storefronts
- play court/basketball areas

2. Regional-Based Services

Rationale

Recreation facilities such as Cameron, Burnaby South High School, and Willingdon, are seen as focal points from which residents in a community come to participate in a variety of programs. Youth surveys indicate that recreation centres like these, are good providers of structured opportunities. Like a high school, a community centre may express its area of geographic responsibility based upon several elementary school catchment areas.

Although community recreation opportunities are available throughout the city, there has been increasing demands for youth-dedicated space to supplement these services. A "youth centre" is an option towards more adequately providing for youth social recreation needs. Such space can be allocated within existing facilities (e.g. recreation centres, vacant buildings) or can be constructed new but there should be sufficient space to accommodate a large group of youth. Facilities for this purpose should also be flexible and designed for youth as the primary user. A youth centre can be an attractive alternative to those young people who are less inclined to frequent other types of recreation facilities and services.

The city is divided into five regions for the purpose of this model: Northeast, Northwest, Southeast, Southwest, and Central. Each of these regions will develop and maintain a "youth centre".

Departmental Role

- Community recreation centres will concentrate on, but not be limited to, structured programs in an effort to utilize recreation space as effectively as possible.
- Ensure information pertaining to community resources is provided at all recreation centres in order that program participants are aware of available services.
- Support a youth committee whose primary responsibilities will include assisting staff in determining youth recreation needs as well as advising on youth-related issues at the regional level, designing a relevant youth leadership development program, and ongoing evaluation of activities and services.
- Develop and maintain a "youth centre" operation in each of the five regions.
- Ensure that youth are active partners in the development and maintenance of a youth centre program.
- Develop services in partnership and cooperation with other community agencies dedicated to assisting youth and their families.
- Attempt where possible, to integrate services in an effort to better meet youth needs in a place they can call their own.

Examples

- evening programs
- structured programs (i.e. instructional classes)
- non-structured programs (e.g. teen room)
- open gyms
- lacrosse box/ball diamonds
- youth committee
- "youth centre"
- other related regional youth initiatives
- integrated services (e.g. alcohol and drug, health, etc.)
- resource/fund raising activities

3. District-Wide Services

Rationale

From a departmental perspective, coordination of youth recreation services city-wide has been a concern. The number of youth coupled with the size of the city and the ongoing demands of citizens in Burnaby for more youth programs, is burdening an already stretched system. A coordination function is critical to the success of the proposed model. It will enhance the department's position in meeting youth recreation needs. The position currently mandated to provide a coordination function in this regards is the Coordinator Youth Recreation Services.

Departmental Role

- Develop a teamwork approach to the coordination of youth recreation services throughout the city involving Parks and Recreation staff, citizens, and participating community agencies, organizations, and businesses.
- Support a city-wide youth committee comprised of youth from the various committees at the regional level concentrating on exchange of information and sharing of experiences at the community and neighbourhood levels.
- Participate and support efforts related to city-wide youth initiatives, particularly those involving recreation.
- Policy development relevant to youth services.

Examples

- community consultation related to youth initiatives
- Burnaby Youth Week
- networking with community organizations
- networking with provincial, federal, and national youth initiatives appropriate to work being done in Burnaby
- staff training and support

- facility development (e.g. skateboard facility, youth centres)
- input into community development projects (e.g. town centre plans)

EXPECTATIONS OF MODEL

This model addresses Burnaby Parks and Recreation Department's goal to more effectively meet the recreational needs of city youth, particularly those young people ages 13-18 and including those deemed to be high-risk. Challenges to the department related to this area are not insurmountable, but will be difficult.

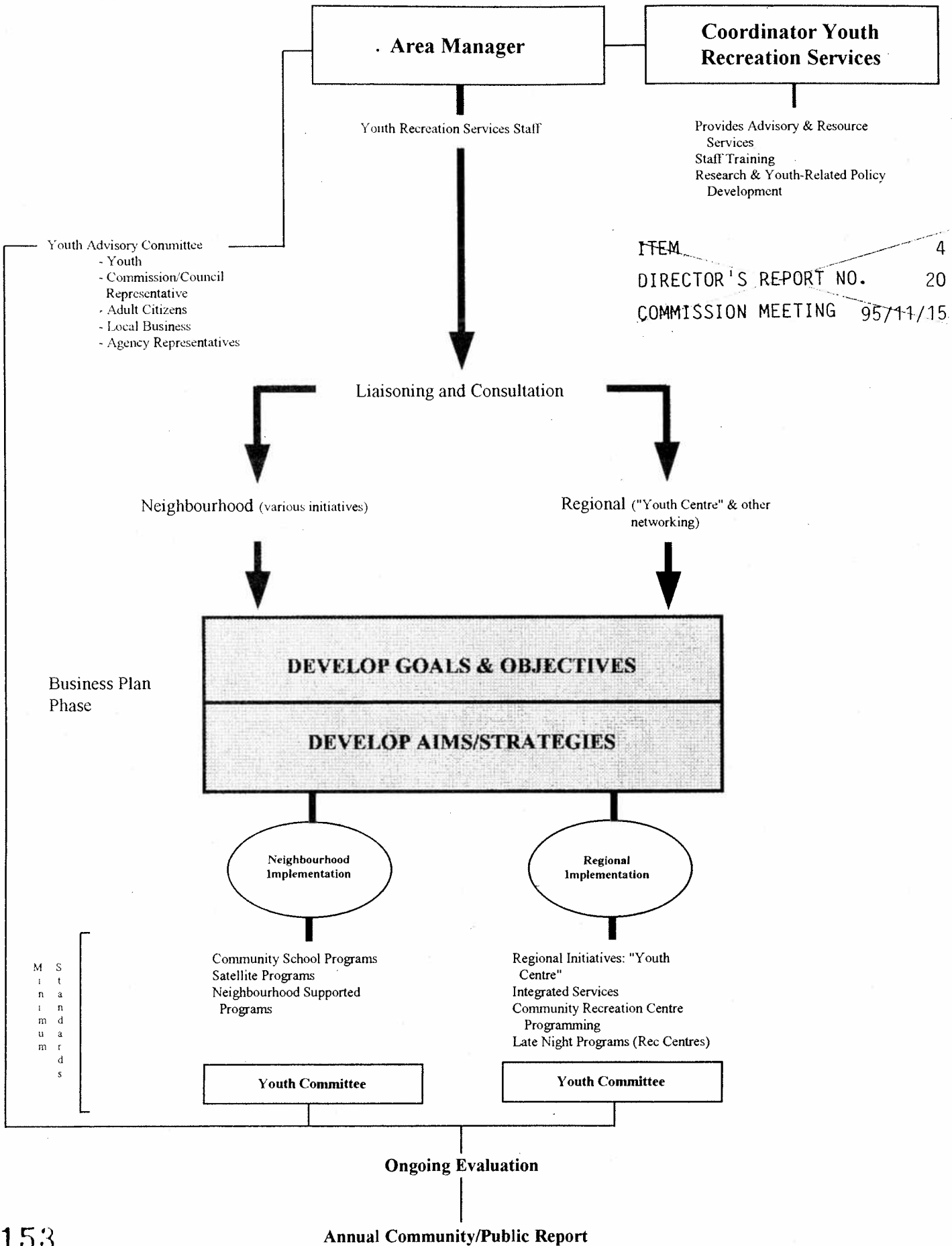
Both adult and youth citizens have looked to the Parks and Recreation Department for resources and guidance with reference to youth. Many point to recreation's preventative and proactive nature as its inherent strength in providing youth with positive and constructive options. Recreation is also viewed as a vehicle to creating and maintaining a community network of resources designed to meet an array of community needs. This is of particular importance if services to young people are going to be effective. The Parks and Recreation Department by adopting this model, indicates that it is prepared and committed to better serving youth and that it will do so in cooperation and partnership with community agencies, businesses, service groups, and adult and youth citizens. This approach also reinforces the City's Healthy Community Policy as well as the Recreation Division's guidelines on Community Involvement and Participation. Both of these documents highlight the importance of meaningful citizen involvement and ownership.

Burnaby will become a more credible community for its young especially with an invitation from adult-driven institutions like Parks and Recreation, to have youth as partners in program and policy development.

"Today's youth do not need more parades of adult passivity. Adults who waffle about what they think and believe may be well meaning, but they are not the friends of modern youth. Evasiveness about convictions only exasperates the already muddled mind-sets of the young. Opinions disguised in ambiguity are not gifts. They only add to the existing complexity and confusion.

*"In today's world, talk really is cheap. Words are dwarfed by deeds. Doing silences the noise of talking. And adults who hope to serve the best interests of the young will **lead the way** with their living. They will model what matters. They will understand that young people are monitoring their attitudes and actions. They will consciously be aware that youth are looking for images of what they want to become. Adults who have high aspirations for the younger generation will give their young eyes something worth watching."*¹

¹Reginald W. Bibby and Donald C. Posterski, *Teen Trends: A Nation In Motion*, Toronto, 1992, pp. 319-320.



OVERVIEW OF A REGION

BRIEF BACKGROUND

Currently in Burnaby there are many agencies offering a wide variety of services for young people. For its part, the Burnaby Parks and Recreation Department has long been recognized in the community as a provider of quality parks and recreation services for this age group. From providing park and field space for community sport groups to instructional classes, there has always been numerous recreation opportunities for youth in the community. Over the last several years however, there has been a growing desire for the department to more effectively serve those young people deemed to be *high risk* or *at risk*.

At this point in its history, the department endeavors to update, improve, and expand its services to the adolescent population in particular, letting all within this age group regardless of their standing, know that it is "*open for business*" and encourages their participation. The following overview provides a glimpse into what the department envisions its role to be in a specific region of the city related to service provision for the adolescent population.

A COMMUNITY PARTNERSHIP APPROACH

It has been clearly identified that the best approach to providing a constructive and worthwhile program of activities for young people is achieved through community collaboration. Not only do scholarly articles and reports support this approach but so do citizens in Burnaby, especially the youths themselves. During the development of the Youth Services Model, extensive consultation took place with young people from the community to ensure that the population most affected feel that the direction being taken is appropriate.

Citizens in Burnaby have been adamant about the need for dedicated youth social space. The Youth Services Model incorporates this need by recommending the establishment of dedicated youth social space or a youth centre in each of the five regions identified in the main body of the report (northeast, northwest, southwest - currently Club Metro Youth Centre, southeast, and central). Several alternatives are available in terms of how such a space might be run and operated - from community-based to government managed programs (e.g. Parks and Recreation). Construction or renovation and furnishing of a potential site could be the responsibility of a consortium of partners including youth, businesses, senior levels of government, service clubs, and community agencies. As a minimum standard, each recreation centre should maintain appropriate space and program activities designed to meet a broad spectrum of youth needs (i.e. not just structured sport and instructional activities). Examples include late night programs, outtrips, teen committees, and drop-in activities.

DEDICATED SPACE

The only existing dedicated youth space operated by the Parks and Recreation Department, is the Club Metro Youth Centre located in the Metrotown area in southwest Burnaby. This facility is approximately 3000 square feet and consists of a gamesroom, multi-purpose room (used for movie watching, committee meetings, and table games), computer room, washrooms, and staff office space. Staff at Club Metro recommend that future development of dedicated youth space, especially if the proposed concept is similar to Club Metro, be a minimum of four to five thousand square feet in size. At present, staff at Club Metro feel that they could easily accommodate youth at their facility more effectively if they had this much space by having a few other amenities like a kitchen facility, exercise room and an arts and crafts area. The needs for dedicated youth space are further impacted by the proximity of transportation systems (as is the case in the Metrotown area and will be in the Brentwood and Lougheed areas under the proposed transit expansions).

Ideally, a "youth centre" would be large enough to include: a gamesroom, a meeting room, kitchen, arts and crafts area, media room, computer room, exercise area, and indoor and/or outdoor playing space such as a gym and field or at least close access to either or both. The facility and all of its contents should be durable in consideration of the age group that will utilize such a facility.

This facility can be viewed as a resource centre as well as a recreation site for teenagers acting as a hub of a wheel of community activities for this age group. Although recreation would be the primary focus of this type of facility, other services would be encouraged to participate, for example, community health and alcohol and drug counselling and support.

NEIGHBOURHOOD-BASED SERVICES

Through a series of youth forums held throughout Burnaby, participants voiced their preference for neighbourhood-based recreation services versus always having to travel to a recreation centre to attend programs. The Youth Services Model takes this into account by allowing maneuverability in services provided to a given region. Depending upon needs identified, neighbourhood-based services could be extended from the youth centre - a satellite service from the main hub. Both satellite and community centre-based youth programs could link with other existing community services. In addition to activities being run out of the youth centre, staff might also organize programs out of neighbourhood "A" on Tuesday evenings, neighbourhood "B" on Thursday evenings, and an outtrip program out of neighbourhood "C" on Saturday evenings. In this way, staff operating day-to-day within the larger community would have a closer relationship with local neighbourhoods, thereby being able to respond more effectively to neighbourhood-based recreation needs.

For example, there may be a housing complex that has a community room but the young people from that area do not attend the nearest community centre. With support and technical expertise from the local youth centre, staff can meet with people from the housing complex and discuss programs that might better meet the needs of youth in that particular area. The result may be a parks and recreation program or it might be an employment project provided by another agency. Either way, the parks and recreation department can facilitate such matters depending upon resources available.

CONCLUSION

The combination of recreation centre, "youth centre", and neighbourhood-based youth recreation programs along with other services and programs that may be provided by other agencies and organizations outside of the Parks and Recreation Department, should create maximum benefit to young people throughout the city. The Parks and Recreation Department will ensure that young people are given meaningful opportunities to participate in the development of services the department may provide, thus giving them ownership. The department will not concentrate on "end products" such as participation rates as the sole measurements of program success.

