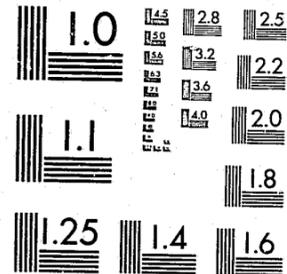


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A SYSTEMS EVALUATION OF BURNABY YOUTH SERVICES:
A POLICE-BASED YOUTH AND FAMILY COUNSELLING PROGRAM

by

Wendy E. Rowe
Sandra Edelman

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RESEARCH TEAM

Principal Investigator: Wendy Rowe
Research Supervisor: Sandra Edelman
Research Assistant: Anne Crozier
Research Assistant: Heather Haggis

Research and Evaluation Division
Policy Planning Branch
Ministry of Attorney General
#207 - 815 Hornby Street
Vancouver, B.C.
V6Z 2E6

For further information or copies of the report contact:

Special Projects Division
Policy Planning Branch
Ministry of Attorney General
534 Broughton Street
Victoria, B. C.
V8W 1X4

The points of view or opinion expressed herein are the views of the authors and do not represent necessarily the official opinion or policy of the B.C. Ministry of Attorney General or the Solicitor General of Canada.

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Wendy Rowe
Principal Investigator

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EXECUTIVE SUMMARY

As part of the B.C. Ministry of Attorney General's Juvenile Crime Prevention Project (administered by the Special Projects Branch and co-funded with the Solicitor General of Canada) a process and impact evaluation study of the Burnaby Youth Services Program was conducted. The Burnaby Youth Services Program (BYS) is a youth and family counselling service attached to the Burnaby detachment of the RCM Police and located in the community of Burnaby, B.C. (pop=142,000). Burnaby is a neighboring suburb of the metropolitan center of Vancouver, B.C.

The purpose of the program is to accept referrals of minor delinquent and potentially delinquent youths under the age of fourteen and, through early intervention short-term family counselling techniques, to promote better family relations, improve youth behaviour, and prevent or reduce involvement by the youths in delinquent activities. The program was operationalized in January 1980 with two staff counsellors and a clerical worker.

To evaluate properly and to promote the efficiency and effectiveness of the Burnaby Youth Services program, an interactive systems evaluation model was adopted. Within this model four research questions were formulated: (1) To what extent does Burnaby Youth Services provide services and operate according to the conceptual model initially outlined? (2) To what extent are process objectives, as specified in the conceptual model, being met? (3) To what extent does Burnaby Youth Services meet program impact objectives for clients? (4) To what extent does the environment and

the organizational structure of Burnaby Youth Services facilitate effective delivery of services to clients?

To address these questions, the evaluator interacted continually with program staff in the data collection and analysis stages. As information was gathered, it was fed back to program staff to facilitate increased program efficiency and effectiveness.

Extensive interviews were conducted with program staff to identify measurable program outcome and process objectives, the characteristics of the target population, the services to be provided to clients, the service delivery mechanisms, and elements of the socio-political and administrative environment in which the program operates that either facilitates or impedes efficient service delivery.

On the basis of this information, an evaluable BYS program model was formulated and a data collection strategy was designed. To address the first two evaluation research questions, data were collected over a six month period from August 1st, 1980 to January 31st, 1981 on the sex and age of all youths referred to the program, the reason for referral, the source of referral, the length of time between referral and contact with the youth or family, what kind of action was taken with each referral (if any), number of contacts with each youth or family, which family individuals participated in counselling sessions, and the delinquency and social services history of the youth.

In order to determine the impact of the service on youths and families receiving assistance from BYS (Research Question 3): (1) clinical judgements by counsellors on family progress were obtained

at BYS termination, (2) a telephone follow-up assessment was conducted three months following BYS termination to determine family self-report of quality of family functioning and youth behaviour, and (3) a check of police files was conducted three to four months following BYS termination to determine whether BYS youths had repeat contact with the police for delinquent or behavioural problems. In addition, assessment of family interaction and youth behaviour, before and after BYS intervention, was conducted on a small group of youths and their families (N=10) who received more intensive counselling. Finally, in order to provide a more reliable analysis and valid interpretation of whether the client outcomes are a result of BYS intervention and not other extraneous factors, a comparison group (N=23) of youths, under 16 years of age and apprehended for a first time delinquent offence, was selected from a neighboring community. Assessments of family functioning and youth behaviour were conducted at the time of police apprehension of these youths and three months later. A check of police files for previous youth contact with police and for repeat contact with police three to four months later also was conducted.

To address the fourth evaluation research question, questionnaires were sent to the directors or supervisors of all Burnaby social service agencies or programs and to the principals of all elementary and junior secondary schools in Burnaby. In addition, extensive interviews were conducted with twenty general duty police constables of the Burnaby RCMP detachment and with all corporals and sergeants in charge of general investigation. The purpose of these questionnaires and interviews was to determine the degree of

police and community satisfaction (or lack of satisfaction) with the
BYS program and to determine their level of interaction, support,
knowledge and client referral use of the services for youths and
families. (Even the best of social service programs or therapeutic
intervention strategies cannot operate successfully without a
supportive social services community network.)

During the six month evaluation period, 118 referrals (115
youths and three adults) were made to Burnaby Youth Services, 72% for
delinquent offences and 28% for potentially delinquent problem
behaviour. Of these referrals, 27% were considered inappropriate
because of age, a multiple delinquency history, non-resident of
Burnaby status, or severe emotional disturbance requiring extensive
mental health treatment. In conformance with the program's
specification on the appropriate client population approximately half
of these referrals were returned to the referring source and the
others were referred elsewhere for more intensive services. Of the
remaining 86 referrals, 37% (N=32) received information/consultation,
25% (N=22) received brief counselling services of one or two
sessions, 12% (N=10) received short-term counselling (more than 2 and
less than 12 sessions), 6% (N=5) were assessed and referred elsewhere
for more intensive services, and 20% (N=17) received no services or
assistance due to failure to establish contact with the referred
youth and family. (Feedback of this information to program staff
resulted in a reduction over the next four months of the number of
failures to contact families appropriately referred to the program.)

Through analysis of biographic data on clients referred to BYS,
the services delivered to these youths and families, and the case

management procedures for dealing with these referrals, it was
determined that, for the most part, the program was operating as it
was initially planned.

Other data analysis indicated that initially the BYS program was
meeting in part, or completely, all of its process objectives. Some
process objectives needed changing. One of these was an objective
to make contact with all families within two days of the referral.
Program staff were not able to achieve this 'time' objective with
many families because both parents worked and were difficult to
contact by telephone. It was not an objective of BYS to provide an
emergency crisis intervention service but they did wish to address
delinquent problems while parents were still concerned. Thus it was
decided that it would be acceptable in terms of the program
goals and more realistic to modify this objective and instead aim for
establishing contact with families within one week. This process
objective was met in 77% of the referral cases.

A second process objective only partially met was to establish
and maintain a strong community referral and information network by
attending monthly meetings with community social services to share
information and by conferring with community groups about youths and
families that had come to the attention of other agencies. During
the six month evaluation period, although BYS staff attended all
interagency meetings and initiated contact with community service
agencies regarding youths, these agencies did not reciprocate contact
and they made few referrals to the program. Following feedback of
this information to program staff (including a new program
supervisor) renewed effort was made to strengthen relations with

other Burnaby Service agencies and community groups. In the six months following the evaluation, the new program supervisor met regularly with all community service workers to explain the purpose and function of BYS. In addition, efforts were taken to publicize the program to other sectors of the community in order to promote family self-referrals and referrals from physicians.

Through analysis of data collected on family functioning and youth behaviour following BYS intervention it was apparent that more than half of the youths and families had benefitted substantially from assistance provided by BYS counsellors. In 16 out of 28 (57%) counselled cases (4 cases were missing) services were terminated because the counsellor felt that problems had been fully or partly resolved or the family had acquired new or better coping methods to deal with their problems.

Three months following BYS intervention a follow up assessment of 38 families also was conducted. (This included counselled families and some of those provided with consultation or referred elsewhere.) Nineteen of these families (50%) reported that family relations and youth behaviour were good or excellent, and another 6 families (16%) reported that everything was "O.K." or fair.

Three to four months following BYS intervention a check of police files was conducted on 38 delinquent and 19 behaviour problem youths, all of whom were appropriately referred by the police and provided with BYS assistance (another 38 delinquent referrals were made by police but because they were inappropriate they were not provided with BYS assistance.)

It was found that only 8 (21%) delinquent youths and 6 (32%)

behaviour problem referrals had had repeat contact with police. This 21% recidivism rate for BYS delinquent youths was substantially better than the 45% (N=9) recidivism rate among the comparison group of 20 delinquent youths who were assessed and monitored but not provided with social service assistance or counselling. These comparison figures must be treated with caution, however, because of the possibility that these groups represent different populations of problematic youths. Since it was not possible to match these groups of youths perfectly it is possible that the delinquent youth referred to BYS and who received assistance would have had less repeat contact with police regardless of BYS intervention.

Finally, evaluation results indicated that the community environment and administrative structure of the program had a tremendous impact on the efficiency and effectiveness with which Burnaby Youth Services could operate. While most community service groups and Burnaby schools said they supported the concept of a police-based youth and family counselling service, very few of them made referrals to the program. In addition, while general investigative police (N=28) also said they thought the BYS program was a good idea and thought police could play a valuable role in identifying potentially delinquent youths, they made few appropriate referrals to BYS and many indicated they did not know much about the program's objectives or services. It was apparent that the level of trust and communication between Burnaby police and the BYS counsellors was low. Feedback of this information to both program staff and senior police led to increased efforts by program staff and police to increase police knowledge, acceptance and referral use of

Burnaby Youth Services. This included reexamining program objectives and instituting a practice of program staff riding along on police patrols and attending watch or zone meetings on a regular basis. These activities were met with some immediate success (i.e., more appropriate referrals). However, it is recommended that ongoing attention be paid by police management and BYS counsellors to establishing practices that will promote a closer working and trusting relationship between general duty police and social services. Without police support and referral by police of potentially delinquent youths, the program cannot possibly intervene early to prevent or to reduce involvement of youths in delinquent activities.

In summary, the evaluation results clearly indicate that the Burnaby Youth Services program has gone through considerable growing pains in the first two years of operation, but despite this it has provided substantial assistance to some families and youths and has been instrumental in preventing repeat involvement by some youths in delinquent activities. Although program benefits have been hampered in part by a less than totally supportive police and community services environment, program staff and Burnaby RCMP senior management are aware of the problems and have taken steps to remove the barriers between police and social service programs and to increase community utilization of the program. Evaluations of other police-based youth and family counselling services have shown that these problems reflect the normal growth of this type of program and that they can be overcome -- that police and social workers can work together cooperatively to reduce juvenile crime.

Other recommendations made (and action has already proceeded on some) include: 1) locate the program in the police building to increase the opportunity for police and social worker interaction, 2) consider retaining the program and staff on contract so that inappropriate union regulations do not restrict program delivery and, 3) present seminars or workshops for police (by BYS staff or outside consultants) on the philosophy and theoretical basis of social service early intervention programs and on how the program can directly benefit police in their work as well as benefit youths and families.

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CHAPTER 1

INTRODUCTION

In an effort to develop policy and support the implementation of programs for the prevention of juvenile crime, the B.C. Ministry of Attorney General undertook a study in the summer of 1980 to evaluate the effectiveness of one approach to early intervention and prevention of juvenile delinquency: a youth and family counselling service. This social service program was different from most social service treatment or intervention programs for problem and delinquent youths because it was attached to a local RCMP detachment. Although the program also was expected to seek and receive referrals of minor-delinquent and potentially-delinquent children from other sources such as schools, human resources, and health departments, it was designed specifically to receive referrals from the police.

Police have been frustrated by the fact that many young children, under the age of twelve, come to their attention repeatedly. These children continue to commit minor offences or disturbances until they reach the age of fourteen or fifteen and have committed a serious enough offence that they can be charged and sentenced. It is the belief of many police and social service workers that the child's negative or delinquent behaviour gradually becomes firmly entrenched as he or she learns that neither parents nor society will control their behaviour or punish them. The child's belief that his or her deviant or negative behaviour will continue to be tolerated becomes established even more firmly when the youth is charged and courts take no action except to place the youth on supervisory probation. Not only are the youth's problems and

acting-out behaviour not treated but the youth learns that there will not be any punitive consequences. Knowledge that punitive court action may be taken if the youth commits another offence may do little to deter his or her immediate behaviour.

With the awareness that the juvenile justice system is doing little to deter or reduce continued juvenile involvement in delinquent activities, many social workers and police have turned to a corrective, early intervention or prevention approach to juvenile crime control.

It is the assumption of many social workers that there are a number of underlying youth and family problems precipitating or influencing the young child's involvement in delinquent activities. They, therefore, take the position that by providing short-term counselling to these youths and their families to resolve the underlying problems when the youths are in the early stages of involvement in delinquent activities, it might be possible to deter further delinquent involvement. It is felt also that many youths can be identified as "at-risk" for later delinquent involvement by their problem behaviour at home, in the schools, or in the community. By referring these youths and their families for short-term counselling, it is believed also that it may be possible to resolve underlying problems and thereby prevent further delinquent behaviour.

In an attempt to evaluate this theoretical model - that is, whether short-term family counselling effectively addresses youth and family problems and, thus, effectively prevents or reduces the youth's involvement in delinquent activities - Ministry of Attorney General researchers chose to examine a model program operating in the

city of Langley, B.C. (population = 50,000).

Initially, it was intended that the evaluation study determine the effect of the program on clients, and to test the causal assumption that family counselling would resolve youth and family problems and thereby prevent or reduce involvement in delinquent activities. However, it was apparent that this type of impact evaluation study would not be possible. The program had been operating for over three years and it was decided that not only was the existing information system for client data inadequate for evaluation purposes but that imposing procedures for a quasi-experimental evaluation would be intrusive and non-productive. In light of these issues, the resultant study was a process analysis of program objectives, procedures and clients to determine whether the program was operating as conceptually planned. Before one can determine whether a program has effectively achieved its objectives, such as behavioural changes in clients, it is important to determine first that the program activities and services provided to clients to affect these changes have in fact been delivered and that the program is operating in the manner planned to achieve specific objectives. ¹

It was the conclusion of the evaluation researcher that the program was operating as conceptually planned. Additional data collected from a sample of clients and from communities, agencies,

¹ A discussion of issues affecting the evaluation of operational programs, particularly juvenile delinquency prevention programs, is available in a B.C. Ministry of Attorney General report, "Evaluation of Operational Social Service Programs: Major Issues and Implications for the Evaluation of Juvenile Delinquency Prevention Programs." (Rowe, 1981)

schools, and police who refer youths to the program indicated there was considerable client and community satisfaction with the program (although not necessarily all juvenile and family problems were resolved). No conclusive evidence was available to determine whether the program effectively reduced or prevented continued youth involvement in delinquent activities. In addition there was no empirical evidence available to indicate whether other program objectives, such as resolution of family-youth communication problems, had been achieved.

A literature review of juvenile delinquency prevention and intervention strategies also yielded little conclusive evidence for determining the effectiveness of this type of program. Many researchers and reviewers (Romig, 1978; Alexander and Parsons, 1973) have argued that family counselling which stresses improved communication between parent and child has promise of success for at-risk and minor-delinquent youths. These researchers have rejected categorically other approaches to treatment or rehabilitation such as social casework, probationary supervision, academic educational programs, recreational programs, individual counselling, and behaviour modification. Some of these conclusions, however, are challenged by Ted Palmer in a recent review of California youth diversion and treatment programs (Palmer and Lewis, 1980). Unlike many other researchers Palmer and Lewis found evidence that youths who participate in family counselling performed worse than clients who did not participate. Like other researchers though, they also concluded that the academic education programs and the recreational programs had little effect on a youth's likeliness to

continue involvement in delinquent activities. In their examination of three projects that had successfully deterred continued involvement by youth in delinquent activities, Palmer and Lewis isolated three factors seen by the youth workers as having the largest positive impact on youths:

...informality (e.g. worker minimizes the social or personal distance between himself and the youth), personal concern for and acceptance of the youth (e.g. worker helps the youth feel that his concern for the youth is more than a formal, "it's my job," concern) and frequency of contact (e.g. worker makes sure that he and the youth meet often). (pg. 220)

Romig (1978) also isolated similar type program elements necessary for program success in rehabilitating delinquent offenders or preventing at-risk youths from later involvement in juvenile crime. These are as follows:

1. Get the youth's attention
2. Obtain input using staff who have empathy
3. Objectively diagnose
4. Set behavioural goals
5. Teach youths new behaviours using effective teaching methods
 - a. Individualized diagnosis
 - b. Specific learning goals
 - c. Individualized program based upon personally relevant material
 - d. Teach basic academic skills
 - e. Multisensory techniques
 - f. Sequential presentation, breaking complex skills into simple steps
 - g. Initially rewarding youths' attention and persistence
 - h. Differential reinforcement of learning performance
6. Teach skills in the following areas
 - a. Communication skills
 - b. Daily living and survival skills
 - c. Educational advancement and study that result in a diploma or certificate that

- supports career goals
 - d. Career skills, such as career decision making and career advancement
 - 7. Practice skills in problem settings
 - 8. Differentially reinforce
 - 9. Family training in communication, problem-solving, and disciplining skills
 - 10. Follow-up skill training and reinforcement
- (pg. 109)

It is apparent that one cannot determine program success in reducing juvenile crime in terms of some categorically defined intervention or treatment approach, such as family counselling, vocational training or one-on-one individual counselling. The factors or program elements necessary for program success are much more subtle and idiosyncratic to specific programs. Thus, one should be very careful about generalizing findings from the evaluation of one program to another program. Programs may have a similar intervention or treatment approach on the surface but in fact may have many very dissimilar treatment or intervention elements.

The inconclusiveness of these previous evaluation research efforts in establishing what works in the area of juvenile crime prevention and the limitations inherent in the process evaluation of the Langley Youth and Family Services Program prompted the Ministry of Attorney General to initiate an evaluation study of a second police-based, juvenile crime prevention youth and family counselling program - the 'Burnaby Youth Services' program.

This evaluation study was initiated not only to address more directly the issue of program impact on youth behaviour and repeat youth contact with police but also to examine more closely some of

the socio-political and environment factors affecting the efficiency and effectiveness of program delivery.

This type of evaluation model is often referred to as 'systems evaluation'. This model places its emphasis on measuring the degree to which an organization realizes its goals under a given set of environmental, delivery and resource conditions. It is thus a means-oriented model. The systems model for evaluation recognizes that a program must fulfil four important functions for continued survival: (1) achieving its goals and objectives, (2) coordinating all of its program components, (3) acquiring and maintaining necessary resources, and (4) continually evolving and adapting the organization to the environment and to its own internal demands. Information gathered in a systems evaluation can be fed back to program managers and funders to facilitate fulfillment of these four program functions.

Time constraints, limited funds, and a dominating concern that the study not interfere with the operational integrity and flexibility of program staff to provide services to clients dictated the specific design of this systems evaluation study. In light of these constraints and limited information available in the literature on the effectiveness of this type of delinquency prevention social service, the evaluation of Burnaby Youth Services was undertaken for the following broadly described purposes:

- (1) to determine whether the program is operating according to its conceptual model;
- (2) to determine whether the program is achieving its specified objectives for dysfunctional families and for youths with behaviour problems;

- (3) to test the theoretical causal assumptions underlying the program - that provision of short-term counselling to families to resolve immediate family disturbances will prevent or reduce continued or future involvement of the youth in delinquent activities;
- (4) to determine to what degree the environment and organizational structure of the program (including its physical and accountability relation to the police and the social service community) may be influencing program efficiency.

CHAPTER II
DESIGN OF THE BURNABY YOUTH
SERVICES EVALUATION STUDY

A. Evaluation Goals and Research Questions

A systems approach to evaluation takes into consideration that a program must operate and achieve its objectives under a specific set of conditions. These conditions include sociological, political and physical environmental constraints, a finite set of resources, and philosophical or theoretical parameters of the program model. These conditions affect the program's survival in terms of it being an effective prevention or treatment strategy and, also, in terms of satisfying the socio-political concerns of potential funders. Thus, in order to survive, programs must be concerned with fulfilling objectives, coordinating program components and acquiring and maintaining adequate resources. To do this they must be continually adapting and evolving to the demands and constraints of the socio-political environment in which they operate.

Thus a systems evaluation of social service or public sector programs must not only explore and examine the entire dynamics of program delivery as critical to the achievement of program objectives, but must feed this information back to the program in an interactive fashion to promote continued adaptation of the program to changing environmental and operational conditions--conditions that can affect program efficiency and effectiveness.

B. The BYS Evaluation Goals and Research Questions

One of the first steps in conducting a systems evaluation of a social service program is to consider the different reasons for

evaluation as expressed by funders, administrators, program staff, and sometimes even the concerned citizens of the community in which the program operates. These groups may also want to place certain constraints upon the evaluation process, such as restricting access to confidential case files, not interfering or hampering with maximum delivery of program services, setting financial or time limitations on the study, and specifying a specific process for distributing the results and reports.

Negotiations between the evaluator, representatives of the Ministry of Attorney General, representatives of the Burnaby RCMP and the program staff of Burnaby Youth Services resulted in a "terms of research" contract. (Appendix A). The "terms of research" agreement specified the purposes for evaluation, identified general evaluation questions, described some of the research tasks to be conducted, and specified conditions for reporting and disseminating the results of the study.

The program funders, the B.C. Ministry of Attorney General, specified the purpose for evaluation of BYS was to:

- (1) document the process for operating a preventive program for juvenile delinquency;
- (2) assess whether a short-term family counselling program prevents or reduces delinquent behavior in youths;
- (3) identify critical aspects about the BYS program that are necessary for program effectiveness;
- (4) determine whether BYS is operating according to its conceptual model;
- (5) determine whether BYS is achieving its specified objectives for BYS dysfunctional families and

for youths with behaviour problems; and

- (6) determine to what degree the environment and organizational structure of the program may be influencing the efficiency and effectiveness of the program.

The program administrators, the Burnaby RCMP, and the program counselling staff had only limited interest in evaluation goals 1 (i.e., process documentation) and 2 (i.e., assessment of delinquency prevention) but they specifically endorsed evaluation goals 3, 4, 5, and 6.

In response to these six evaluation goals, the following evaluation research questions were formulated (for clarity the wording has been slightly modified from wording in the original 'terms of research agreement' contract):

- (1) To what extent does Burnaby Youth Services provide services and operate according to the conceptual model initially outlined? (Conceptual Analysis)
- (2) To what extent are process objectives, as specified in the conceptual model, being met? (Process Analysis)
- (3) To what extent does Burnaby Youth Services meet program impact objectives for clients? (Impact Analysis)
- (4) To what extent does the environment and the organizational structure of Burnaby Youth Services facilitate effective delivery of services to clients? (Environmental Impact Analysis)

C. Design and Implementation Plan

Given the evaluation goals (and the more specific research questions), a design for the evaluation of BYS was developed based on a set of procedures (with some modifications) formulated by Joseph

Wholey (1979). Very briefly, Wholey's evaluation approach which he calls 'Sequential Purchase of Information' involves four stages:

- "(1) Evaluability assessment: This process tests the extent to which managers and policy-makers have defined measurable program objectives and defined specific uses for information on program performance; documents ongoing program activities including resource and information flows; assesses the plausibility of program objectives; and identifies opportunities to change program activities, objectives, and uses of information in ways likely to improve program performance.
- (2) Given the results of evaluability assessment, rapid feedback evaluation summarizes what is known and what is readily knowable about program performance in terms of performance indicators identified in evaluability assessment; documents the cost and value of obtaining additional information on program performance; and presents designs for feasible, useful evaluations.
- (3) Given the results of evaluability assessment or rapid feedback evaluation, performance monitoring measures program performance and compares actual program performance with prior or expected performance.
- (4) Given the results of evaluability assessment or rapid feedback evaluation, intensive evaluation uses comparison or control groups to estimate the extent to which program results were caused by program activities. (p.13)"

A systems evaluation application of Wholey's stages to the BYS evaluation study required that six general stages of action be formulated:

- (1) conducting an assessment of the 'evaluability' of the program;
- (2) designing and implementing a program monitoring system (to address maintenance of process objectives);
- (3) designing and implementing an impact evaluation

strategy (to address achievement of program impact objectives);

- (4) designing and implementing an assessment of the environment and of community resources and support;
- (5) analyzing the process and impact evaluation data and reporting the evaluation results;
- (6) feeding back data to program managers to highlight specific areas for program modification or future development.

Evaluation research questions 1 (Conceptual Analysis) and 2 (Process Analysis) were addressed during the evaluability assessment of BYS. This involved first defining the program for evaluation. Defining the program required (1) understanding the communities' perceived need for the service, (2) understanding the philosophical foundations and theoretical causal assumptions underlying the program, (3) determining the program goals, (4) identifying specific operational and impact objectives of the program, (5) describing the type and range of program services available to clients, (6) describing the program case management procedures, (7) describing the organizational and administrative structure, (8) identifying all available program resources such as number of staff and amount of funds available, and (9) identifying and understanding the historical and current socio-political characteristics of the environment in which the program operates.

The next step in the evaluability assessment of BYS was determining the evaluable program model or, as Wholey calls it, formulating the equivalency model. This involved (1) identifying which of the planned, theoretical operational and impact program objectives were 'evaluable', that is, which objectives or program

analysis) specifically, of BYS community resources and support (or lack of), required a broad questionnaire survey of community referral agencies and in-depth interviews with police and some community professionals. Questionnaires were sent to:

- a) the principals of all elementary and junior secondary schools in the Burnaby School district;
- b) the district supervisor and one or two social workers in each Ministry of Human Resources Office in Burnaby;
- c) the district supervisor and one or two probation officers of all corrections offices in Burnaby;
- d) the director of Health in Burnaby;
- e) the director or supervisor of all youth and family oriented social service programs operating in Burnaby (Big Brothers; YMCA; Burnaby Parks and Recreation).

These individuals were questioned about their perception of the need for short-term counselling services for delinquent youths and their families in Burnaby, their level of involvement with the program, their knowledge of program objectives and the type of youths appropriate for referral to BYS, and their awareness of any problems affecting the efficiency or effectiveness of the program. Additional questions were directed to specific problem areas, as identified in the 'evaluability assessment' stage of the evaluation study.

In-depth interviews were conducted with a group of 10 police constables making referrals to the program, a group of 10 not making referrals, and all officers at the corporal or sergeant level (N=8), of the Burnaby RCMP. These interviews consisted of all questions contained in the structured questionnaire sent to community professionals, as well as questions concerning each individual

officer's perception of the role of the police and specifically his or her role in supporting and implementing juvenile crime prevention strategies. The police were also questioned about the direct benefits of the program to themselves, to youths and families, and to the community. The police were encouraged to identify problem areas with the program and to make recommendations for improvement. (A discussion of the specific questions is available in Chapter IV.)

The analysis and reporting of data from the monitoring, impact, and environmental assessment stages of the study was conducted over a period of 6 months. During this period, any information received indicating that the program was not operating as conceptually planned or that it was not operating efficiently or effectively with full community support was communicated immediately back to program staff and the program administrators to assist in the process of program modification and stabilization.

CHAPTER III

BURNABY YOUTH SERVICES: EVALUABILITY ASSESSMENT

A. The Planned Conceptual Model

1. Historical Background : Need for Service and Negotiation for Funding

For a number of years, police, social workers, educators, business owners and householders in Burnaby had been extremely concerned about the high incidence of shoplifting and vandalism in Burnaby by youths under 19 years of age. It was felt that courts had exacerbated this problem by declining to prosecute these youths for their offences. For these reasons a youth services program was implemented in 1975 funded by the Ministry of Human Resources but working in concert with the schools and police. This program operated a shoplifting program as one attempt to deal with youth problems in the community. Funding problems led to the decline of this program in the spring of 1977.

For a time, following the decline of the old program, probation workers with the Burnaby Corrections Office attempted to provide counselling to youths under 13 years who had been apprehended for a shoplifting offence or who had run away from home. In addition, the Burnaby Office of the Ministry of Human Resources (MHR) was encouraged to accept referrals from the police, corrections and other community agencies of older children apprehended for delinquent activities. Within 6 months, however, the Burnaby municipal manager and the Detachment Commander of the Burnaby RCMP felt that Probation and MHR were overloaded and not dealing adequately with the problem of delinquent offenders. It was the opinion of the Detachment

Commander of the Burnaby RCMP that Probation and Human Resources were taking little or no action in regards to the juveniles referred to them for shoplifting offences. He commented that:

"a substantial number of serious juvenile offences for decision regarding prosecution had been waiting for 4 to 6 months for a decision. This delay appeared to be the result of insufficient staff and heavy caseload." [In addition, the Detachment Commander emphasized] police have a responsibility to investigate and follow up all complaints of shoplifting involving both adult and juvenile offenders. Unless we have an agency to which we may refer the young first offender, then we must follow through with a full investigation only to learn that in the majority of instances no prosecution action is taken and the offending juvenile and parents do not receive the benefit of counselling by child care workers or probation workers."

The Detachment Commander also expressed concern that store security officers were dissatisfied with the current services received from child care workers and probation services and thus were referring all shoplifting cases to the police for investigation. At a meeting on November 8, 1978 with store owners, security officers, probation, and police, concern was expressed that the old Youth Services' Shoplifting Program assumed by Probation had now "become fragmented and some confusion (existed) as to the process and purpose of the program". At his meeting, a proposal was made that the "Burnaby Youth Service program be re-established to operate the shoplifting program as part of their function".

The Burnaby municipal manager also expressed the opinion that there was need for an individual or organization to co-ordinate and liaise with various community groups in order to assess youths and families and assign them to proper services. While this manager felt that existing resources in the community could be expanded to perform this role, the Superintendent of the Burnaby RCMP detachment was

convinced that a new youth services program was needed - one that would be supervised by the police. A decision was made by the council to begin negotiations immediately with various agencies to reestablish a youth and family service for delinquent and problem youths.

Negotiations with the B.C. Ministry of Attorney General for funding continued for a year and a half, leading to a final agreement in July 1979. On July 27, 1979 an agreement was signed between the Justice Development Commission of British Columbia, Ministry of Attorney General and the Burnaby Municipal Manager, approving an estimated budget of \$36,361.00 for the first six-month start-up period from October 1, 1979 to March 31, 1980. Sources of funds for the six-month period were as follows: Justice Development Fund - \$26,231.00; Canada Assistance Plan - \$5,130.00; and Municipality of Burnaby - \$5,000.00. The annual operating budget was estimated at \$57,000.00. Beginning in April 1980 funding for the next four years was arranged on a cost-sharing basis between the Municipality of Burnaby, the B.C. Ministry of Attorney General and grant funds from the Canada Assistance Plan (C.A.P.). Government funds would be reduced proportionally from 82% the first year to zero by the fourth year.

The Agreement signed July 27 specified that the Commanding Officer of the Burnaby RCMP detachment would accept responsibility for the supervision and control of the Youth Services Program for the Municipality. It was also specified that once the program became operational it would be responsible for the following types of activities:

1. To intervene with pre-delinquent and first time offenders from the age of 6 years and up who have been identified by the schools, police, and agencies. To provide short term counselling and referral services to youth and their families at an earlier stage in order to try to break forming juvenile crime patterns.
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 Juvenile Crime Prevention at a preventive stage.
4. To encourage citizens' awareness of problems in the neighbourhoods in which they live and promote their participation in community programs through meetings, advisory boards, etc.
5. To arrange for community meetings as needed in relationship to Juvenile Crime Prevention information and programs.
6. To assist in increasing community resources pertaining to prevention. These may be recreational, employment, educational, etc.
7. To carry out research into methods of preventing crisis situations.
8. To evaluate effectiveness of actions taken by the Division." (taken from Manager's Report No. 59, Council meeting 1979 09 04)

Two social workers (a Youth Services Supervisor and a Youth Services Worker) and a receptionist/secretary were hired and located in the municipal buildings next door to the Burnaby RCMP detachment. Burnaby Youth Services (BYS) became operational January 1, 1980.

2. Philosophical Foundations and Theoretical Model

Increasing numbers of young first and second offence youths were being charged and processed through the judicial system because community social service agencies and probation officers had insufficient or inefficient resources to divert these youth from the

judicial system. Burnaby Youth Services was created for the purpose of preventing or reducing further delinquent involvement by these minor-delinquent youths, particularly those with shoplifting offences. In addition, Burnaby Youth Services were created to deal with potentially delinquent youth like runaways.

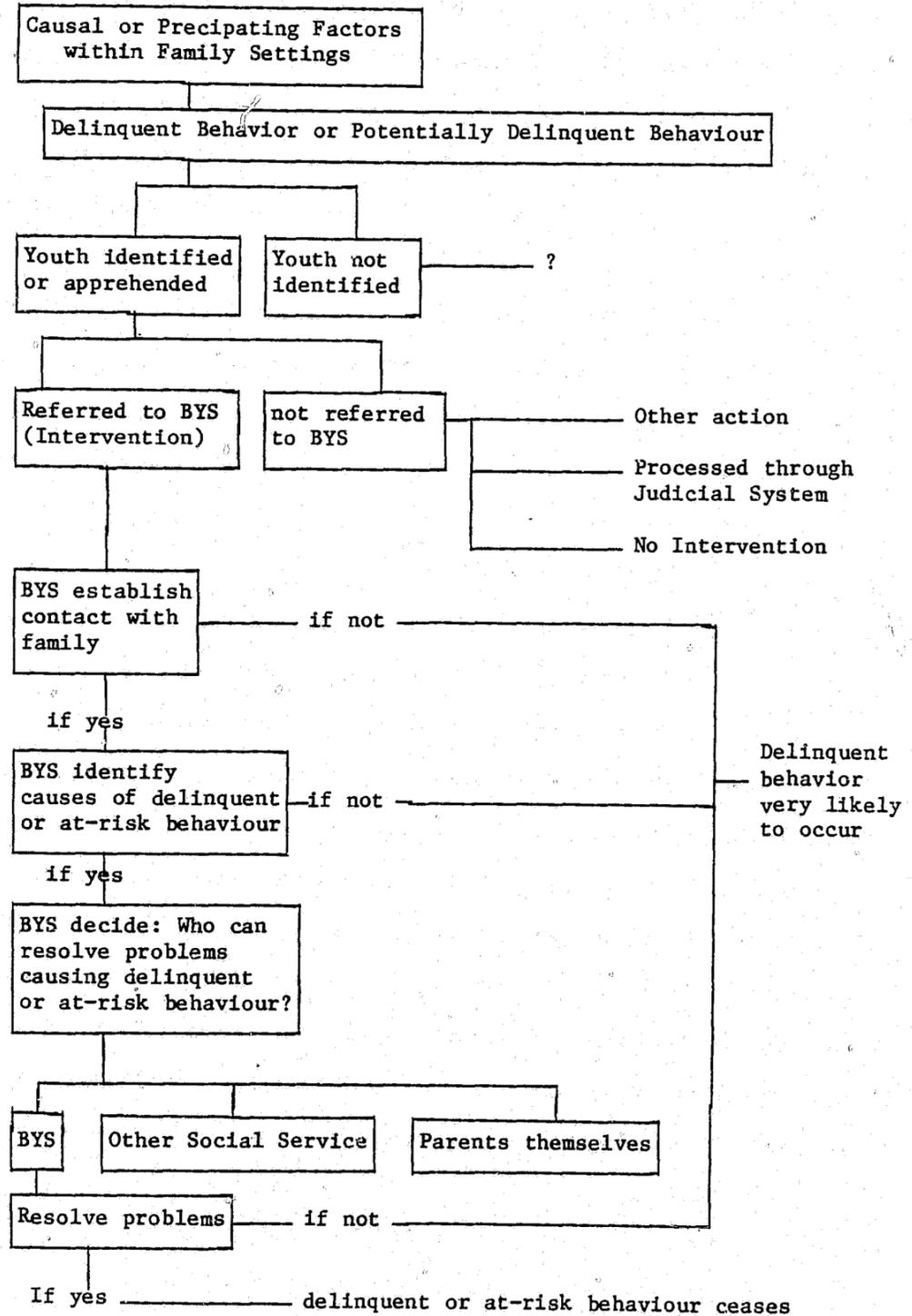
The prevention or intervention model adopted by the program is based philosophically on the corrective, early intervention approach to prevention. This type of prevention or intervention approach is often referred to as 'primary' and 'secondary' prevention (Brantingham & Faust, 1976) or Level II and III intervention strategy in Edelman and Rowe (1982) since young children are identified prior to any involvement or only minor involvement in delinquent activities. Action is taken at this point to prevent further entry of the youth into the criminal justice system and to prevent further involvement in delinquent activities. The particular type of action taken is 'corrective' as it presupposes that there are underlying factors causing or precipitating the youth's delinquent activities. Intervention is directed at 'correcting' or 'remediating' these underlying causal or precipitating factors.

Many theories exist concerning the determinants of these underlying causal or precipitating factors of delinquency. Sociologists assume that the causes of delinquency and crime can be attributed to deleterious social conditions such as poverty, inadequate educational opportunities, overcrowdedness, lack of job skills and/or employment opportunities, and lack of recreational outlets. Psychologists look to psychological factors such as poor self-worth, poor parent child communication, peer influence,

'inadequate' interpersonal relations, and learning disabilities as the determinants of anti-social and criminal behaviour in youths. In truth, most intervention and treatment strategies assume an eclectic theoretical model borrowing from both traditions but with each program placing their own particular emphasis on addressing or resolving specific condition(s) believed to be the primary determinant of delinquent behaviour.

Borrowing from both these theoretical traditions, Burnaby Youth Services is based theoretically on the assumption that breakdown in communication in the family (particularly between parent and child) and lack of parental and legal accountability for the consequences of problem behaviour in youth is a primary factor influencing or precipitating the young child's involvement in anti-social, aggressive and delinquent activities. Treatment or intervention is directed at the identification and resolution (or referral for resolution) of parent-child problems. If no action is taken to address underlying causal problems, BYS takes the position that the child's delinquent activities will probably continue. Police apprehension and prosecution is assumed to have limited effect on deterring continued involvement in delinquent activities because the legal system in B.C. does not hold persons under 17 years of age responsible for their behaviour. (This will change with the new Young Offenders Act soon to be implemented.) This theoretical treatment model adopted by the Burnaby Youth Services program is represented in Figure 1.

Figure 1: Theoretical Model Treatment/Intervention Model Assumed by Burnaby Youth Services



As can be seen from the program model in Figure 1, there are a number of key elements or assumptions that are critical links in this process of resolving underlying causes of delinquent behaviour and preventing further delinquent behaviour. These are as follows:

- 1) First, the youth must be identified or recognized, either by police apprehension for committing a delinquent act, or by social services staff, the educational system or parents themselves for exhibiting potentially delinquent behaviour. If not identified, then referral and intervention is irrelevant.
- 2) The next step is referral of the identified youth to Burnaby Youth Services. If not referred to BYS, three options are possible. One is that there will be no intervention at all. It is assumed that if this is the case, the youth's delinquent behavior will likely continue or the potential delinquent youth will start delinquent activities. The second option is that the youth will be processed through the judicial system. This usually results in diversion or probation and this process takes many months by which time the impact of the offence is forgotten. Thus it is assumed that there will be little or no deterrent effect on the youth's delinquent behavior. The third option is that some other action is taken. The result of this is unknown.
- 3) Upon referral to BYS, the next step is for BYS to establish contact with the youth and family. If no contact is established, it is assumed that the delinquent behavior will likely continue or, in the case of the potentially delinquent, start.
- 4) If contact is established, the next task for BYS is to determine the underlying causes of the youth's delinquent or potentially delinquent behavior. If BYS fails in this assessment, it is assumed that the youth will continue his or her delinquent behavior or start exhibiting delinquent behaviour.
- 5) If BYS accurately determines to their satisfaction the underlying causes of the youth's behavior, the next step is to decide who best can address these problems. BYS considers three alternatives: to address the problems themselves, refer the youth to other more appropriate social services or to leave the problems with the family to resolve themselves. In the case of youths referred elsewhere for another social service to address the problems and delinquent behavior, it is assumed that BYS cannot realistically hope to resolve the problems through short-term counselling. Where parents are left to resolve problems "themselves", it is on the mutual

judgement of the parent and counsellor that no underlying causative factors exist and that the behaviour has been dealt with effectively by the parents and perhaps by another professional whose help the parents immediately sought (e.g. family doctor or clergy). It is not assumed necessarily that parents or the other social service will resolve problems or prevent further delinquent behavior.

- 6) If it is decided that BYS can appropriately intervene and the family accepts assistance from BYS, counselling is expected to resolve the family problems which in turn is assumed to prevent further involvement by the youth in delinquent activities. If problems are not resolved or the family refused continued assistance, it is expected that delinquent behavior will likely continue.

The assumptions underlying this theoretical treatment model are reflected in program goals, objectives, operational procedures and services. They have important implications for how one determines program success (or lack of) in attaining program objectives. Program staff were able to formulate program goals and objectives through a process of interactive probing and feedback provided by the evaluator.

3. The Program Mission

Program staff describe the overall mission of Burnaby Youth Services (in line with police and municipal guidelines) is to identify (or assist in the identification of) early delinquent offenders and to prevent or reduce new or continued delinquency among 6 to 14 year old first-offender delinquent youths, and 6 to 14 year old youths at risk for delinquency (15 and 16 year olds are accepted occasionally) by accepting referrals of such youths from police and community members, by providing assessment and short-term family counselling services, and by coordinating community and police resources to prevent juvenile crime.

In order to address this mission, BYS staff have identified a

hierarchy of goals and objectives. These are delineated further into outcome and process objectives.

In most programs, the goals are generally unmeasurable and unattainable as they are meant to represent an ideal, often abstract condition or state of events. A program can have several goals which may refer to change or modification of different events or systems such as the treatment of individuals or the modification of the justice system. Program objectives are more realistic and measurable. They are generally the results that programs hope to achieve as a measure of program effectiveness and success.

Process objectives are program services or program procedures that are perceived as necessary, or as instrumental to the attainment of outcome objectives. Success in meeting process objectives can generally be measured directly and quantitatively in terms of yes, the action was carried out or, no, it was not. Outcome objectives are the effects one desires to achieve as a result of program activities or services. These can involve changes in a client's or a group of clients' attitudes, behaviours, or knowledge.

Most programs have several outcome and process objectives that are hierarchically related to each other in terms of their priority, their interdependency, their relative probabilities of being achieved, and their immediacy. The attainment of the higher order outcome objectives or goals (eg. reduction of juvenile crime) then is seen to be dependent on the attainment of more immediate objectives such as resolving underlying causes of youth's delinquent behaviour; a theoretical assumption of the BYS early intervention philosophy.

4. Program Goals and Objectives

A. Program Goals

In order to achieve the program mission to prevent juvenile crime through early identification and intervention, program staff have identified two broad but distinctly separate goals. The highest priority goal is to promote healthy intrapersonal and interpersonal functioning in the families of young minor delinquents or potentially delinquent youths, by identifying and resolving problems that may be contributing to the youth's delinquent or anti-social behaviour. BYS's second goal is to promote, increase, or maintain effective early identification of delinquent youths and coordination and delivery of services in the community of Burnaby to minor delinquent and potentially delinquent youths.

B. Impact Objectives

1. Program Goal No. 1: Promoting healthy intrapersonal and interpersonal functioning in families of minor delinquent and delinquent youths.

Particular to the achievement of this program goal are a number of important and interrelated impact or outcome objectives. These are as follows:

- (i) Increase harmonious and healthy interaction among family members.
- (ii) Teach a family and/or referred delinquent or at-risk delinquent youth to utilize or acquire new methods to deal with any problems they encounter.
- (iii) Promote awareness in the apprehended delinquent youth of the personal consequences of anti-social and negative behaviour and of the legal ramifications of delinquent behaviour.
- (iv) Reduce or eliminate repeat incidences of negative

or delinquent behaviour exhibited by referred youth.

Subordinate and more immediate to these broad higher-order objectives are 1) improvement of parent-to-child and parent-to-parent communication, 2) increase in youth and family self-worth, 3) increase the receptiveness of families and youths to seek and use social services when they are unable to deal with family crises, 4) improvement in parents' ability to feel positive, sensitive and supportive of appropriate behaviour and to control displays of inappropriate behaviour in their child.

2. Program Goal No. 2: Ensure effective identification, coordination and delivery of services in Burnaby to minor and potentially delinquent youths and their families .

Particular to the achievement of this goal are four objectives. These are as follows:

- (i) Implement a referral system with police whereby police identify and divert all first-time juvenile offenders under 14 years of age from the justice system to Burnaby Youth Services for assessment and intervention.
- (ii) Accept referral from other agencies and parents of youths under 14 years of age who have committed a first-offence, are at-risk for delinquency, are exhibiting problem behaviour in school, at home, or in the community, or have run away from home.
- (iii) Assist police, schools and community agencies on how to identify at-risk or minor delinquent youth.
- (iv) Increase and maintain effective utilization and cooperation of social services in the community of Burnaby for problematic at-risk or minor delinquent youths and their families.

C. Operational (Process) Objectives

Several operational (process) objectives have been specified as critical to overall program success. Particular to the achievement

of Goal No. 1 (i.e., to promote healthy intrapersonal and interpersonal functioning in families of minor delinquent and delinquent youths) are several process objectives. These are as follows:

- (i) Provide an immediate response (within 2 days) to each referral, regardless of its appropriateness.
- (ii) Accept as an appropriate referral to the program for assessment or assessment and counselling, the following types of youth or families:
 - (a) residents of Burnaby, have committed a delinquent offence and have no more than one known previous offence, between 6 and 14 years of age and referred by the police,
 - (b) residents of Burnaby, exhibiting potentially delinquent problem behaviour in the home, school, or community, between 6 - 14 years of age (although 15 - 16 year olds accepted occasionally if behaviour is occurring for the first time) and have been referred by the parent or by a professional agency (eg. school, human resources, fire or police department) with the consent of the parent. If the referral is not appropriate by these criteria, the referral party must be immediately notified depending on the circumstances. Action is taken to refer the youth or family elsewhere, if the referral has come from police. All other sources of inappropriate referrals will simply be refused.
- (iii) Establish contact with all appropriate referrals within two weeks of the referral date.
- (iv) For all appropriate referrals, conduct an assessment of the underlying antecedents of the youth's problem behaviour, and of family dynamics that may be affecting the youth's behaviour.
- (v) Following problem assessment, determine what type of service would be accepted by and beneficial to the family.
- (vi) Based on this clinical assessment provide one of the following services:
 - short-term family counselling (more than 2

sessions and less than 12) for a period of time less than three months,

- brief counselling service to family (one or two counselling or advice sessions),
- information/consultation to family on some specific matter,
- referral elsewhere if none of the above services are delivered.

Particular to the achievement of Goal No. 2 (i.e., to promote effective identification of and coordination and delivery of services in Burnaby to minor and potentially delinquent youths and their families) are several process objectives. These are as follows:

- (1) Ensure that clients not counselled by BYS staff but assessed as needing assistance are referred elsewhere to the appropriate agency or institution.
- (2) Provide non-confidential information and consultation service upon request to any parent, school or community agency and participate in conferring with concerned social service agencies when requested on matters concerning delinquency youths and their families in general and BYS clients in particular.
- (3) Liaise between police and other community or professional groups concerning delinquent youths and families in general and BYS clients in particular.
- (4) Initiate and/or attend monthly meetings with community social service agencies to share information, establish and maintain a referral and information network and to confer together on youths and families that have come to the attention of BYS and other agencies.

5. Program Services

Burnaby Youth Services provide the following services to youths and families appropriately referred to the program:

- (i) information/consultation,

- (ii) assessment of problems and brief counselling (one or two sessions),
- (iii) family short-term counselling involving youth (less than 3 months),
- (iv) individual youth short-term counselling (less than 3 months),
- (v) home and office visits,
- (vi) informal parent effectiveness training,
- (vii) referral service for families requiring long-term or specialized social services,
- (viii) liaison with other agencies and police regarding potentially delinquent or delinquent youth.

6. Case Management Procedures

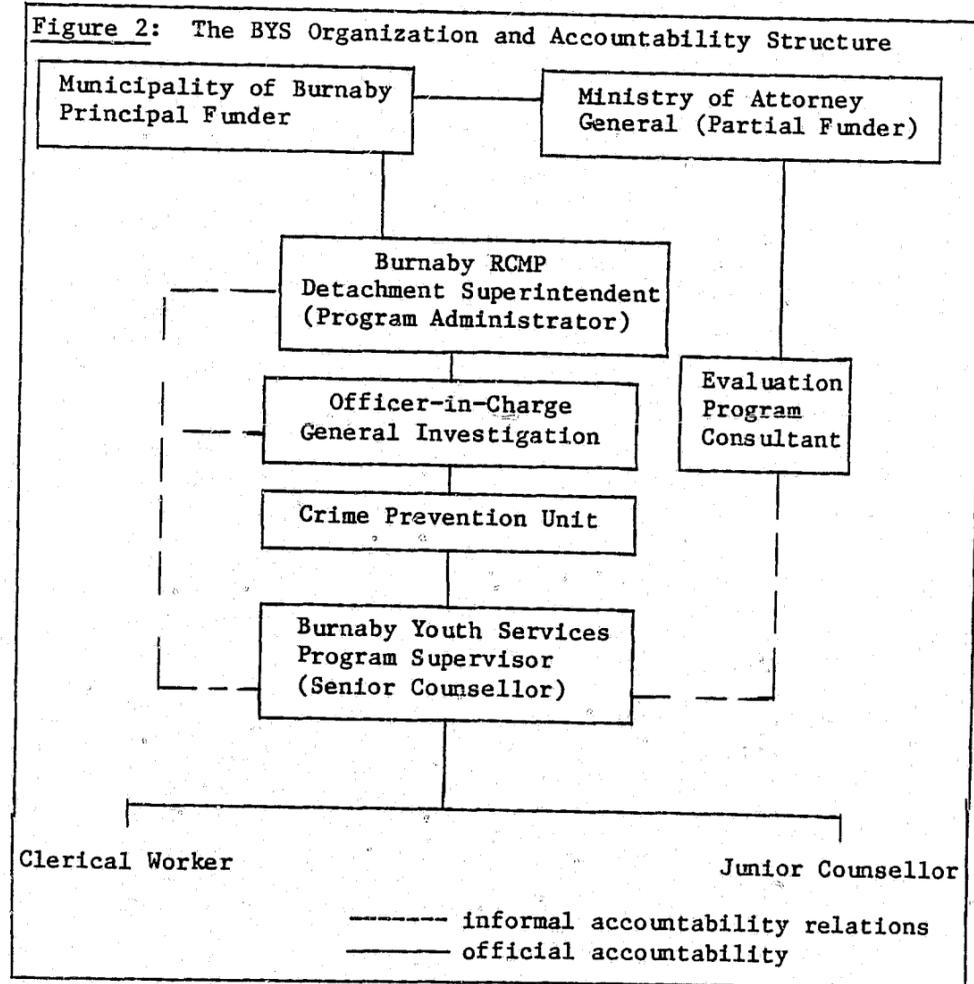
Referrals to Burnaby Youth Services are made in one of two ways. The Burnaby RCMP make referral to BYS by recommending on the police incidence/occurrence report form 1622 that the apprehended youth or youth identified as involved in a delinquent offence is suitable for referral to Youth Services. This report goes to the Sergeant in charge of the Watch and finally onto the Readers for recording in detachment police files. The Reader sends one carbon copy of the report to Youth Services. However, the referring Officer also can make a photocopy of this report and place it personally in the Youth Services box at the police detachment. All other referring parties, a professional agency, the school, a parent, etc. make referral directly to BYS over the telephone. Upon receipt of the referral, specific case management procedures are followed. These procedures are followed for the purpose of providing assessment, counselling, information, and referral services to clients, as well as for management monitoring and evaluation of the program. These procedures include:

- (i) Upon receipt of an appropriate referral, a file number is assigned and any information on name, sex, age, reason for referral and referral source is recorded. No file is established for inappropriate referrals or for information/consultation requests, although the incidence is recorded in BYS statistics. The referral information is received and recorded by the clerical staff member. Inappropriate referrals from the community or agencies are not accepted at all. Inappropriate referrals from the RCMP are referred to an appropriate resource and the referring office is notified of this action.
- (ii) For all youths referred to BYS for a delinquent offence, the letter 'YS' is stamped on the youth's police file index card indicating that BYS should be notified immediately in the event there are repeat offences or police-youth contacts.
- (iii) Following termination of services to any appropriate client referred to BYS, notification is given to the referral source as to the disposition of the case.
- (iv) Three months following termination of brief services or counselling for problem youths, a follow-up telephone call is made to each family to determine overall quality of family functioning and appropriateness of the youths behaviour and to offer additional assistance if needed.
- (v) Three months following the last date of contact with youth referred for delinquency, a check of the RCMP local files is made to determine if further police contacts and/or offences have occurred. This is usually undertaken prior to contacting the family for follow-up assessment so that the interviewer can probe for specific youth problems.
- (vi) For all clients referred and assessed during the evaluation phase, August 1st, 1980 - January 31st, 1981 additional information on family and youth biographical characteristics was taken. For clients receiving additional counselling sessions, the program staff conducted a youth behaviour assessment and a family relations assessment. Specific measurable counselling

objectives for each youth and family were also identified. Following termination of counselling to these clients, the behaviour and the family relations assessments were completed again, a note was made of improvement or movement on the individual client counselling objectives, and a client satisfaction questionnaire was given to each parent to complete at their leisure.

7. The BYS Organization and Accountability Structure

Figure 2 is an organizational chart depicting the administrative funding, staffing, and accountability structure of Burnaby Youth Services.



8. Program Resources

a) Funds

The Burnaby Youth Services Program has operated for the past two years (and will continue to do so for at least one more year) with funds provided on a cost-sharing basis by the B.C. Ministry of Attorney General (with help from a grant by the Solicitor General of Canada), by the Canada Assistance Plan and by the Municipality of Burnaby. Table 1 provides a breakdown of the approximate amount of funds provided or to be provided each year by each contributor for the years 1980, 1981, and 1982 (estimates for 1981 and 1982 were calculated November 1981). Funding in 1983 is to be provided solely by the Municipality of Burnaby.

TABLE 1

Funds Provided or Committed to the Burnaby Youth Services Program for the Years 1980, 1981 and 1982. (These figures have been calculated on a calendar year)

	Actual 1980	Actual 1981	Projected 1982
B.C. Min. of Attorney General	45,090	33,558	22,770
Canada Assistance Plan	18,700	18,850	26,456
Municipality of Burnaby	1,369	8,484	47,541
TOTALS	65,159	60,872(*)	96,767

(*) This figure is based on approximately 9 months, thirteen weeks of staff salaries were not paid due to a civic employees strike (\$15,705)

Table 2 provides a breakdown of how these funds were

expended (or expect to be spent) by each cost category for the three years of operation in which there will be some B.C. Government funding.

TABLE 2

Actual and Projected Costs of the BYS Program for the Years 1980-1982

	Actual Costs 1980	Actual Costs 1981	Projected Costs 1982
Salaries and Benefits	52,575	52,249(*)	87,087
Telephone	2,074	1,812	1,980
Equipment Rental	603	1,149	1,100
Building Rental	3,064	3,702	4,000
Transportation	500	311	1,100
Office Supplies	1,962	1,561	800
Training and Traveling	250	108	500
Furnishings	4,131	-	200
TOTAL	65,159	60,892(*)	96,767

(*) Due to a civic employees strike 13 weeks of salary for 3 staff was not paid in 1981, this amount was approximately \$15,705.

(b) Staff

Burnaby Youth Services operates with two counselling staff (one who also acts as the program supervisor) and a clerical worker. The program supervisor (senior counsellor) as of December 1981 has a degree in psychiatric nursing and approximately seven years counselling experience in mental health and social services while the junior counsellor has a degree in psychology and has had approximately seven years counselling experience in social services.

c) Facilities

At present, Burnaby Youth Services operates in offices located in the municipal health department building, adjacent to the Burnaby RCMP detachment, City Hall and Municipal Courts. The office space is ample as it provides for two offices for conducting counselling, a reception/waiting room and an office for the receptionist/officer manager. It is expected, however, that by the summer of 1982 Burnaby Youth Services will be moving into the main floor of the RCMP building.

9. Community Socio-Political Environment: Influences and Resources

Burnaby (pop. 142,000) is a residential community adjacent to the City of Vancouver and the City of New Westminster. In addition to the excellent facilities and resources available within the community, numerous resources are available in the adjacent communities. Some of the facilities and resources available to Burnaby residents as well as to the Burnaby Youth Services staff include:

- (i) a large RCMP detachment located in the community with 113 members on general duty and 86 members on specialized duties;
- (ii) eight probation officers dispersed among three separate offices specifically responsible for supervision and counselling of youths on probation;
- (iii) school counsellors situated in every elementary, junior secondary and secondary school in Burnaby;
- (iv) approximately twenty-two human resources social workers;

- (v) two staff psychologists with the Municipality of Burnaby Department of Health;
- (vi) mental health assessment, diagnosis and counselling services available at Burnaby Psychiatric Services which includes the Children's Team for emotionally disturbed children under the age of 17.
- (vii) numerous recreational services for youth and families provided by the YMCA and Burnaby Parks and Recreation;
- (viii) Burnaby Big Brothers Association;
- (ix) child care services provided by Human Resources;
- (x) youth drop-in facilities provided by community schools and Parks and Recreation centers;
- (xi) family crisis intervention services provided by Human Resources Workers and located in the community of Coquitlam (a neighboring community to Burnaby);
- (xiii) family court counsellors with the Attorney General Corrections Branch.

10. Summary of Model of Burnaby Youth Services

A summary model of the Burnaby Youth Services program is presented in Figure 3 (See page 43).

B. The Evaluable Burnaby Youth Services Program Model

1. Program Objectives

The evaluable program model was formulated keeping in mind the purpose for program evaluation and the four research objectives (see Chapter III) and considering the difficulties or expense of measuring each program impact and operational objective.

Program staff and the evaluator concluded that the following program impact objectives were not evaluable because of the limited duration of the study, difficulties with measuring the event, or because of limited staff time available to collect data.

- (1) The extent to which all juvenile offenders under 14 years of age have been identified and diverted from the justice system for assessment and intervention;
- (2) Extent to which police, schools and social service agencies were assisted in learning to identify potentially delinquent youth;
- (3) Extent to which the youths referred to the program are now aware of the consequences of their negative (or delinquent) behaviour;
- (4) Extent to which parents and/or youth have acquired or utilized new methods to deal with problems they encounter;
- (5) Extent to which youth and family self-worth has improved;
- (6) Extent to which parents are positive and supportive of appropriate child behaviour and are able to control inappropriate child behaviour;
- (7) Extent to which parent-child communication has improved.

Program impact objectives selected as evaluable within the constraints of staff time and the duration of the study are:

- (1) The extent to which there has been an increase in harmonious and healthy interpersonal relations in the family (quality of family interaction) as measured by standardized instruments, family self-report and counsellor observation.
- (2) The extent to which youth's anti-social, negative or delinquent behaviour has been eliminated or has improved as measured by

counsellor clinical observation, police records, and parent self-report.

- (3) The extent to which individual family problems have been resolved as measured by the goal attainment scaling procedure.
- (4) The extent to which families and youth are willing to seek social service assistance if unable to deal with family and youth problems as measured by their self-report of problems and assistance seeking behaviour at follow-up.

The following operational objectives were selected as evaluable:

- (1) The extent to which only appropriate referrals are being referred to the program, that is, youths 6-14 years of age referred for a delinquent offence, who had no more than one previous offence, or behaviour problem youths, 6-14 years of age who have had no previous offences.
- (2) Extent to which a response is made quickly (within 2 days) to each referral regardless of its appropriateness.
- (3) Extent to which all inappropriate referrals are referred elsewhere or returned to the referring source for more action.
- (4) Extent to which all appropriate referrals are assessed and given information/consultation, referred elsewhere, provided with brief services or short-term counselling.
- (5) Extent to which all appropriate referrals are contacted and assessed within two weeks.
- (6) Extent to which other members of the family participate in counselling with youth.

2. Program Services

It was judged possible to determine whether all services specified in the planned conceptual model were being provided to clients referred to the program. This includes assessment and referral services, brief counselling to families and youths (1-2

sessions), and short-term family counselling (less than 3 months of counselling).

These services were evaluated in terms of the extent to which they were provided to clients, the frequency of counsellor-client contact, duration of counselling, whether the youth or both the youth and family were the focus of counselling and whether counselling focused on marital problems, personal youth problems, the delinquency problem, or family interaction problems. Program services were not considered evaluable in terms of the quality of the counselling sessions.

3. Socio-Political Environmental Factors

The community climate and other socio-political environment factors evaluated in terms of their effect on program efficiency and effectiveness were as follows:

- (1) The extent to which police are knowledgeable about program services, program objectives and the appropriate client population for referral.
- (2) The extent to which there is close cooperation and interaction between the program staff and the police.
- (3) The extent to which police are satisfied with services provided to youths by BYS, satisfied with the deterrent effect of the program on delinquent youths, and satisfied with services or benefits they directly received.
- (4) The extent to which the non-police referral agencies, (specifically human resources, the schools, probation and youth-oriented community programs) were knowledgeable about program services, objectives and the appropriate population for referrals.
- (5) The extent to which the non-police referral agencies are satisfied with the services youths have received and satisfied with the perceived

effect of the program on delinquent and potentially delinquent youths.

- (6) The extent to which there is good cooperation, interaction and communication between BYS program staff and the non-police referral agencies.

4. Summary of the Evaluable Model

A summary of the objectives and services of Burnaby Youth Services selected for evaluation are shown in Figure 4 (See page 45).

Figure 3: Summary Model of the Burnaby Youth Services Program
(Goals, Objectives and Services)

GOAL NO.1

Promote healthy intrapersonal and personal functioning in families of at-risk and minor delinquent youths.

IMPACT OBJECTIVES

1. Increase harmonious and healthy interaction among family members.
2. Teach family of at-risk and minor delinquent youth to utilize or acquire new methods to deal with family and life problems.
3. Promote awareness in the apprehended delinquent youth of the consequences and/or legal ramifications of anti-social or delinquent behaviour.
4. Reduce or eliminate repeat incidences of anti-social negative or delinquent behaviour exhibited by referred youths.

SUBORDINATE IMPACT OBJECTIVES

1. Improve parent-to-child and parent-to-parent communication.
2. Increase youth and family self-esteem.
3. Increase receptiveness of family to identify need for counselling and to utilize available services.
4. Improve ability of parents to reward appropriate behaviour and control inappropriate behaviour.

GOAL NO.2

Promote effective identification of and coordination and delivery of services in Burnaby to at-risk and minor delinquent youths and their families.

IMPACT OBJECTIVES

1. Develop a referral system with police whereby police identify and refer all first-time juvenile offenders under 14 years of age who are not being prosecuted to Burnaby Youth Services for assessment and intervention.
2. Increase and maintain effective utilization and cooperation of social services in the community of Burnaby for at-risk or minor delinquent youths and their families.
3. Assist police, schools and community agencies how to identify at-risk and minor delinquent youths.

Figure 3: Summary Model of the Burnaby Youth Services Program (Cont'd)

GOAL NO.1

PROCESS OBJECTIVES

1. Provide immediate response within 2 days (later changed to one week) to each referral, regardless of appropriateness.
2. Accept appropriate referrals for assessment and counselling as defined by the following criteria:
 - (i) resident of Burnaby;
 - (ii) first time delinquent offender, 6-14 years of age or at-risk delinquent problem behaviour youth, 6-14 years of age;
 - (iii) referred by RCMP, schools, probation, Human Resources, other community agencies or parents;
 - (iv) not emotionally disturbed, mentally or physically handicapped.
3. Establish contact with all appropriate referrals within 2 weeks of referral date.
4. For all appropriate referrals, conduct an assessment of underlying antecedent of youth and family problems.
5. Following assessment, determine and deliver appropriate service (listed below).

SERVICES

1. Referral elsewhere if intensive service is required.
2. Information/consultation on youth or family problem.
3. Brief counselling service (1-2 sessions) to family.
4. Family short-term counselling (less than 3 months).
5. Individual youth short-term counselling (less than 3 months).
6. Informal parent effectiveness training.

GOAL NO.2

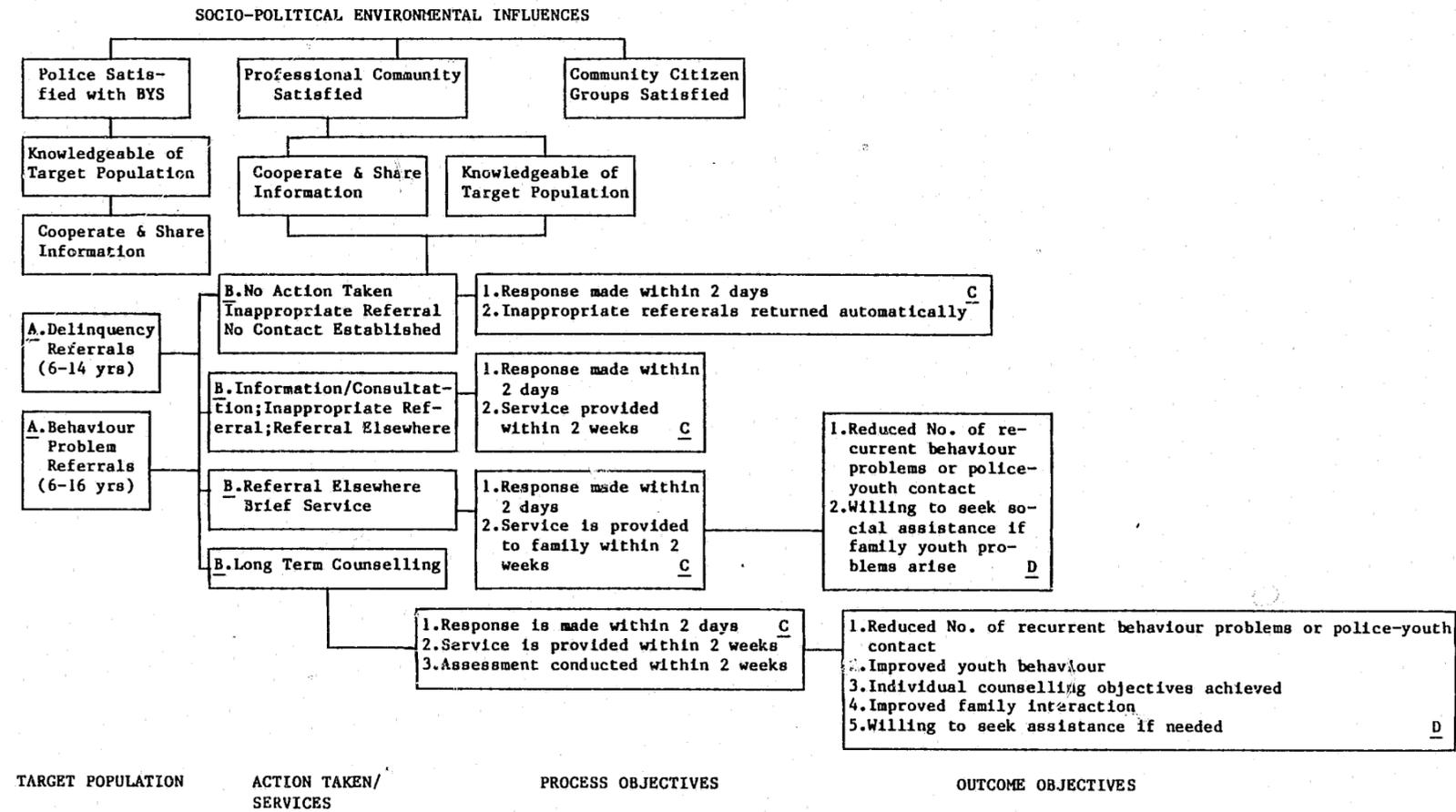
PROCESS OBJECTIVES

1. Ensure that clients not counselled by BYS staff but assessed as needing assistance are referred elsewhere to the appropriate agency or institution.
2. Meet with officials from schools, human resources, probation and police at least once a month to share information, establish and maintain communication network and confer on particular youth who have come to the attention of more than one agency.
3. Provide services to agency or institution (listed below).

SERVICES

1. Information/consultation to any agency or police on delinquency matter.
2. Referral and liaison service for police with social service agencies.
3. Confer on a regular monthly basis with other social service agencies, school officials and police on at-risk or minor delinquent youth and on community service issues.

Figure 4: THE EVALUABLE PROGRAM MODEL OF BURNABY YOUTH SERVICES*(Summary)



CHAPTER IV

DATA COLLECTION PROCEDURES AND INSTRUMENTS

A. Measurement of Program Impact Objectives

1. Quality of Family Relations and Interaction

This dimension was measured by three techniques; 1) a standardized observation schedule called the Ittelson Family Interaction Scales administered by the program counsellor 2) a clinical judgement made by the counsellor and 3) parent self-report of their family well-being.

The Ittelson Family Interaction Scale (Behrens, Meyers, Goldfarb and Fieldsteel, 1969) is an observation schedule that can be administered by a therapist, counsellor or a trained observer (See Appendix B).

The seven scales of the instrument are constructed to include not only interactions between pairs of individual family members but also those which characterize the family as a unit and occur when the entire family is together. The scales are 1) Family Investment of Selves in Home; 2) Family Group Patterns of Interactions; 3) Interaction of Husband and Wife as Marital Partners; 4) Interaction of Husband and Wife as Parents; 5) Parent-Child Interaction; 6) Child-Parent Interaction; 7) Child-Child Interaction. Each scale is scored on a seven point dimension, each point anchored in terms of consecutively ascending degrees of quality or adjustment. Scales of this schedule are designed to address three primary questions on family relations:

"(1) Does the family structure and organization enable the child to perceive and attend to family and cultural expectancies accurately?

(2) Does the family provide a setting and atmosphere in which the child can experience, differentiate, and communicate emotions of pleasure and displeasure? (3) Is the family's approach to reality such that the child is prepared to adjust in a competent and culturally appropriate fashion outside the confines of his family group?" (Pg 209)

Measurement of the quality of family interaction on these scales was taken on all clients and their families receiving short-term counselling (more than two sessions and less than three months). Both pre and post measurements were taken, that is, at the beginning of the counselling program following an initial period of familiarity and assessment and at the termination of the counselling program.

Clinical assessment of family functioning and family problem resolution was made by the counsellor at the termination of counselling services, using the following rating scale:

No Change No Awareness	Awareness of Problem	Acquire New Means to Deal with Problem	Demonstrate Partial resolution	Complete Problem Resolution
1	2	3	4	5

Parent self-report of family functioning was obtained from clients receiving short-term counselling at the close of counselling and from all clients who received referral, brief or short-term counselling three to six months following termination of services from BYS.

Open-ended statements from the referred youth or the parents were elicited by telephoning the family to ask how everything was going, to ask whether there were new or recurrent youth or family

problems and to ask whether they required any assistance from the counsellors at Burnaby Youth Services. The following rating scale was used to categorize comments made by family members regarding family and youth well-being.

Follow-Up Family Assessment Rating Scale

- (1) Excellent: Family expresses some statement to the effect that the home situation is very good or excellent and that the youth's behaviour and his or her relations with the family, the peer groups, and with the school is non-problematic and healthy.
- (2) Good: The family expresses some sentiment to the effect that everything is functioning well in the family, that the youth's behaviour has improved and is non-problematic.
- (3) Fair/O.K.: The family has commented that everything is "o.k" in the family and with their son or daughter, but one is left with the impression (by their comments) that there are occasional or minor problems.
- (4) Poor: The family has commented that there are family problems and/or that their son's or daughter's behaviour is unacceptable and problematic.
- (5) Extremely Poor: This category was reserved only for those families where there have been recent and severe crises in the family involving the youth. The youth is acting out in an explosive or overt manner, such as running away or committing delinquencies.

2. Improvement of Youth Behaviour

Improvement of youth behaviour was measured in terms of five indicators; (1) the type of problem behaviour that led to their referral to the BYS, (2) the problem or delinquent history of the youth, (3) a standardized behaviour checklist of the youth's behaviour as observed by the counsellor and parents, (4) police

records of recurrent or new delinquent or problem behaviour following termination of services from Burnaby Youth Services, and (5) parental self-report of the youth's behaviour, three to six months following termination of services from Burnaby Youth Services.

Youth behaviour precipitating his or her referral to BYS was rated in terms of severity and categorized as to whether it was a non-delinquent behaviour problem or a delinquent behaviour. Non-delinquent behaviour problems were defined here as school problems that could not be handled by school counsellors, running away from home (sometimes classified as a delinquency or status offence), family-related behaviour problems, aggressive behaviours exhibited by youths and non-aggressive behaviour problems exhibited by the youth. Delinquent behaviours were categorized into the following delinquent offence groups: shoplifting, theft under \$200.00 (other than shoplifting), breaking and entering (B&E), drug and alcohol offences, arson and vandalism offences and general miscellaneous delinquent acts.

Information pertaining to the type of problem behaviour precipitating a referral was obtained from the referral source and police files. Self-report statements from the youth and family were elicited to obtain information on the youth's problem or delinquency history. This information included: number and type of previous delinquent offences, the youth's grade, status, and academic performance in school, and whether and what kind of social services the youth may have received prior to the presenting problem(s) that precipitated referral to BYS. Information on the youth's and family's use of other social services was obtained prior to

counselling at BYS and three-to-six months following termination of services from BYS.

Pre and post program assessment of the youth's behaviour for all clients receiving full counselling services was conducted by means of the Jesness Behaviour Observer Checklist (Jesness, 1971), (See Appendix C).

The Jesness Behaviour Checklist was designed as a standardized observation instrument to measure the social behaviour of delinquent and problem behaviour youth. The Behaviour Checklist consists of 80 items measuring 14 bipolar behavioural scales. The 14 Behaviour Checklist scales are as follows:

1. Unobtrusiveness vs. Obtrusiveness (8 items). Unobtrusiveness is characterized by agreeable, inconspicuous, nonmeddlesome behaviour. A low score is characteristic of loud, aggressive individuals who agitate, quarrel, and thrust their opinions upon others.
2. Friendliness vs. Hostility (5 items). Friendliness is defined as a disposition toward amiable cooperativeness, and noncritical acceptance of others. A low score is indicative of faultfinding, and disdainful, antagonistic behaviour toward others, especially persons in authority.
3. Responsibility vs. Irresponsibility (9 items). Responsibility is indicated by adequate work habits, including promptness, initiative, and good care of equipment. Low scores suggest poor quality and low quantity of work performance.
4. Considerateness vs. Inconsiderateness (7 items). Considerateness refers to a tendency to behave with politeness and tact, and to show kindness toward others. A low score is indicative of callousness, tactlessness, and/or a lack of social skills.
5. Independence vs. Dependence (5 items). Independence characterizes persons who attempt to cope with tasks and make decisions without undue

reliance on others. Low scores characterize those who are not decisive or assertive, and who are easily influenced by others.

6. Rapport vs. Alienation (5 items). Rapport is shown by those who interact easily with and have harmonious relations with persons in authority, such as teachers, counselors, therapists, etc. A low score is characteristic of those who avoid authority figures and do not appear to trust them.
7. Enthusiasm vs. Depression (5 items). Enthusiasm is characteristic of those who are cheerful, active, and involved with others. A low score indicates lack of interest, withdrawal from participation, and unhappiness.
8. Sociability vs. Poor Peer Relations (4 items). Sociability refers to the capacity for getting along well with others in groups. A low score characterizes those whose do not cooperate well in group activities, and are not well liked.
9. Conformity vs. Non-Conformity (7 items). Conformity refers to the tendency to comply with accepted social conventions, laws, or established rules. Those who obtain low scores are prone to lie, steal, or otherwise disregard social or legal standards.
10. Calmness vs. Anxiousness (6 items). Calmness is defined by the presence of self-confidence, composure, personal security, and high self-esteem. Low scores characterize persons who lack confidence and appear anxious and nervous, especially under stress.
11. Effective Communication vs. Inarticulateness (5 items). Effective communication refers to the capacity for clear expressions, and the tendency to listen attentively to others. The person scoring low tends to avoid direct communication, does not express himself clearly, and/or does not attend to what others say.
12. Insight vs. Unawareness and Indecisiveness (6 items). Insight refers to accurate self-understanding and active engagement in efforts to cope with and solve personal problems. A low score is indicative of indecisiveness, little effort toward resolving personal problems, and inaccurate self-knowledge.
13. Social Control vs. Attention-Seeking (4 items). Social control is demonstrated by the absence of

loud, attention demanding behaviour. Those who are rated low tend to "horseplay", and display other loud, attention-seeking behaviours.

- 14. Anger Control vs. Hypersensitivity (4 items). Anger control is defined as the tendency to remain calm when frustrated. Low scores indicate a tendency to react to frustration or criticism with anger and aggression. (Jesness, 1971, pp. 9-10).

The other post-measures of youth behaviour included a check of police files, six to ten months following termination of services at BYS to determine type, frequency and severity of recurrent or new problems that have brought them into contact with police. This check was conducted on all youths who were appropriately referred to BYS and received some type of service: either referral elsewhere, assessment and brief service, or assessment and counselling. The police files on youths referred to BYS but who could not be contacted or who refused assistance were not checked.

A final post-measure indicator of youth behaviour involved follow-up telephone calls to all families who received some services at BYS, three to six months following termination of services. Parents were simply asked whether they were having any recurrent or new problems with their child and whether they required further BYS assistance.

3. Resolution of Individual Case Problems

Definition and measurement of individual youth and/or family problems was obtained by means of (1) the "Goal Attainment Scaling" technique (Kiresuk and Lund, 1978,) (Appendix D) and (2) through self-report.

The goal attainment scaling technique for evaluating individual case outcomes employs a 5-point scale of individualized potential

outcomes in contrast with the traditional dichotomous measurement of goal attainment (or non-attainment). Goal attainment scaling places the target goal for each client in the centre of a range of possible outcomes from 'most unfavourable' and 'less than expected' on one end, the 'expected outcome' in the middle, and the 'more than expected' and 'best anticipated' on the other end. Briefly, the goal attainment scaling evaluation technique involves seven steps:

1. selecting scale headings (1-5) that identify high priority goal areas;
2. assignment of a numerical weight to each goal area;
3. determining the time period for which the scale will be scored;
4. stating the outcome that is expected in each goal area, taking into account the time interval until follow-up and the type and amount of service to be delivered;
5. using the 'expected outcome' as a benchmark, completing the four remaining client or program levels on the scale;
6. in the follow-up, determining which outcome level best describes a client or program at the time of follow-up, and putting an X or an asterisk in the corresponding cell; and
7. calculating a goal attainment score, thought of as an average of the outcome scores for various goal dimensions adjusting for the relative weight assigned to the goal, the number of goals and the typical intercorrelation among goal scales -- a global index of the degree to which outcome expectations have been realized (Kiresuk and Lund, 1978, p. 341 - 346).

During case follow-up conducted three to six months following termination of BYS assistance, parents provided self-report statements on their well-being and on their willingness to recognize they are having problems and to seek help from an agency or program, such as Burnaby Youth Services.

B. Measurement of Process Objectives and Services

In brief the BYS process objectives refer to: 1) immediacy of a

response to a referral; 2) acceptance of appropriate referrals (as defined by specific age and offence history characteristics); 3) establishing contact with all appropriate referrals; 4) assessment of the problem; 5) providing service to these youths and their families (information/consultation, referral and other resources, brief counselling or short-term counselling); 6) where one of these services would not be useful or cannot be delivered an appropriate referral of the youth and family elsewhere to another program or service that can provide assistance and; 7) meeting regularly with police, schools, human resources and probation workers to establish a cooperative referral network.

To measure these process objectives, that is, whether the program was operating as conceptually planned, it was necessary to collect the following type of information on all individuals referred to Burnaby Youth Services:

- (1) sex of referred youth;
- (2) age of referred youth;
- (3) the reason for referral, whether a behaviour problem or a delinquent act;
- (4) the number of previous delinquent activities or contact with police;
- (5) the source of the referral (e.g. RCMP, school, probation, MHR, etc.);
- (6) the date of the referral;
- (7) the date of the occurrence of the problem (or latest event);
- (8) whether and how contact was established with the youth and family;
- (9) the date of first contact with the family;
- (10) the date of first in-person visit (if appropriate);

- (11) the type of service provided (information/consultation referral elsewhere with or without assessment, brief service, short-term counselling);
- (12) in cases where brief service or short-term counselling was provided, whether certain procedures of case management were followed:
 - (i) assessment;
 - (ii) description taken on family characteristics, the nature of the problem or delinquent offence, the number of counselling sessions, and reasons for termination;
 - (iii) youth and family testing completed;
 - (iv) follow-up check of family functioning and of police files for repeat problems or delinquencies.

This information was collected on all referrals to the program on a program monitoring form (Appendix E) by the program secretary.

For all youths and families provided with brief service consultation or short-term counselling, additional information was collected on a client description form (see Appendix F) completed by the counsellor taking the case. This included:

- (1) age and sex of referred youth;
- (2) school status and level of performance;
- (3) the specific reason for referral;
- (4) previous use of community services;
- (5) family structure;
- (6) members of family working;
- (7) number of children in family;
- (8) stability of family;
- (9) type and seriousness of previous offences;
- (10) specific type of action taken/service provided to client;
- (11) family individual involved in counselling sessions;

- (12) type of counselling;
- (13) number of counselling sessions;
- (14) duration of counselling;
- (15) primary reason for terminating counselling; and
- (16) who terminated counselling.

C. Measurement of Socio-Political Factors

Sensitive observation and measurement of elements particular to the socio-political environment in which Burnaby Youth Services operated was not an easy task. The socio-political environment, including the social service and professional community, Burnaby citizens, and the police administration, can have a tremendous impact on program delivery and program success. To uncover first what were the critical elements of the socio-political environment affecting program operations, unstructured interviews were conducted with both program counsellors, several senior Burnaby RCMP and an official of the Burnaby School Board. The primary issues raised concerning program relations with police administration, police members and other community agencies who could make referral to BYS were as follows:

- (1) Did workers or staff in these agencies or institutions perceive they had a problem with delinquent and potentially delinquent youths in their community?
- (2) What course of action did they normally take to deal with these problem youth?
- (3) Did they perceive a need in the community for additional resources to deal with young offenders under 13 years of age or for potentially delinquent youth?
- (4) Were they aware of the existence of Burnaby Youth Services?
- (5) Had they made any referrals to Burnaby Youth Services?

- (6) If they were aware of BYS, how had they obtained this knowledge?
- (7) What is the degree of cooperation, information sharing and feedback between BYS staff and staff of other agencies or institutions dealing with problem or delinquent youths?
- (8) Had community agency staff been involved with the planning and development of BYS and had they supported its creation?
- (9) What kind of youths did the staff and workers of community agencies and institutions think were to be referred to BYS? Did their understanding of this coincide with BYS's criteria for selecting appropriate referrals?
- (10) What did the staff and workers of community agencies and institutions think were the goals and objectives of BYS? Do these objectives coincide with BYS's statement of program objectives?
- (11) What kind of elements of BYS operation did the staff and workers of community agencies and institutions feel were problems for themselves, for clients, or for the community affecting program efficiency and effectiveness?
- (12) What did they perceive to be the particular strengths and weaknesses of the BYS program and how did the program benefit them?

In addition to these questions, police officers were questioned on their attitudes toward police involvement in the identification of potentially delinquent and delinquent youths. They also were asked whether they thought they should provide social services themselves or refer to social workers hired by the police or refer to social workers with an independent social service agency. Police were also questioned on their general attitudes toward crime prevention.

To address these questions, a structured questionnaire was constructed for agency and school personnel (See Appendix G). The agency and school questionnaires were basically identical except for use of reference pronouns. These questionnaires were mailed (with self-addressed, stamped return envelopes) to 15 social workers, including the director or supervisor, at the following statutory

agencies:

- (1) Burnaby Health Department,
- (2) Psychological Education Clinic, B.C. Youth Development Centre,
- (3) Ministry of Human Resources: Burnaby East Office,
- (4) Ministry of Human Resources: Burnaby North Office,
- (5) Ministry of Human Resources: Burnaby South Office,
- (6) Probation and Family Services: Burnaby North Office,
- (7) Probation and Family Services: Burnaby South Office,
- (8) Burnaby Park and Recreation Department,
- (9) Provincial Family Court.

to the directors (N=10) of the following private agencies or programs operating in Burnaby:

- (1) Big Brothers of Burnaby,
- (2) Browndale Care Society,
- (3) Project Back Door,
- (4) Burnaby Family Life Institute,
- (5) PURPOSE - Fraser Correctional Resources Society,
- (6) Robert's House - Lower Mainland St. Leonard's Society,
- (7) Burnaby Volunteer Centre,
- (8) Burnaby Parks and Recreation Department,
- (9) North Burnaby Single Parents Club,
- (10) Family court,

and to the principals of the following elementary and junior secondary schools in Burnaby:

- (1) Cariboo Hill Junior Secondary,
- (2) Edmonds Junior Secondary,
- (3) Kensington Junior Secondary,
- (4) McPherson Junior Secondary,
- (5) Moscrop Junior Secondary,
- (6) Alpha Secondary,
- (7) Burnaby Heights Junior Secondary,
- (8) Marlborough Royal Oak Junior Secondary,
- (9) Armstrong Elementary,
- (10) Aubrey Elementary,
- (11) Brantford Elementary,
- (12) Brentwood Park Elementary,
- (13) Buckingham Elementary,
- (14) Cameron Road Elementary,
- (15) Capitol Hill Elementary,
- (16) Cascade Heights Elementary,

- (17) Chaffey-Burke Elementary,
- (18) Clinton Elementary,
- (19) Confederation Park Elementary,
- (20) Douglas Elementary,
- (21) Duthie Union School,
- (22) Edmonds Elementary,
- (23) Gilmore Avenue Elementary,
- (24) Gilpin School,
- (25) Glenwood Elementary,
- (26) Inman Elementary,
- (27) Kitchener Elementary,
- (28) Lakeview Elementary,
- (29) Lyndhurst Elementary,
- (30) Marlborough-Royal Oak Elementary,
- (31) Maywood Elementary,
- (32) Montecito School,
- (33) Morley St. Elementary,
- (34) Nelson Elementary,
- (35) Parkcrest Elementary,
- (36) Riverside Elementary,
- (37) Riverway West Elementary,
- (38) Rosser Elementary,
- (39) Seaforth Elementary,
- (40) Second St. Elementary,
- (41) Sperling Avenue Elementary,
- (42) Suncrest Elementary,
- (43) Sussex Elementary,
- (44) Twelfth Avenue Elementary,
- (45) Westridge Elementary,
- (46) Windsor Elementary,

To explore the attitudes of Burnaby RCMP issues, an interview guide was constructed containing both structured and open-ended questions (See Appendix H). Variables considered important for interpreting police attitudes were 1) whether they had previously made referrals to BYS or not, 2) their rank - constable, corporal or sergeant (general duty NCO's), and 3) their number of years experience as police officers. Also, general duty police at the Burnaby detachment were organized (at the time of this evaluation study) into 5 groups or zones that work together in a specified area of the community. Taking into consideration these four variables, two constables who had made referrals to BYS and two constables who had not were chosen randomly from each zone. Since there were only

two corporals and one sergeant in charge of each zone, all three from each of the five zones were interviewed.

CHAPTER V
CLIENT RESULTS

A. Characteristics of Client Population

1. Age and Sex

One hundred and fifteen youths and three adults were referred to Burnaby Youth Services over the 6 month evaluation period. The youths ranged in age from 5 years to 17 years. The mean age of juveniles was 13.2 years. Seventy-one percent of the referrals were boys. Table 3 gives a breakdown of age groups by sex of client.

TABLE 3

Age Groups by Sex of Clients Referred to BYS

	Male	Female	Totals
5-11 yrs.	19	3	22 (19%)
12-14 "	33	20	53 (45%)
15-17 "	28	8	36 (30%)
Unknown or Adult	4	3	7 (6%)
TOTALS	84 (71%)	34 (29%)	118 (100%)

The proportions of boys in each of the known age groups, i.e., 5-11, 12-14 and 15-17 years of age are 24, 41 and 35 percent respectively, while for girls the proportions are 09, 65, and 26% respectively. (The age groups are groupings used by most social service program staff. They reflect different periods of maturational growth and also different police responses to youth when investigating the delinquent offence.) Thus, boys were reasonably well distributed in age across the three age categories while most girls referred to the program were between 12 and 14 years of age.

2. Referral Sources

As can be seen in Table 4, the vast majority of referrals (79%)

were made by the RCMP. The next largest group of referrals (14%) came from parents themselves. Schools made only 5% of the referrals and Burnaby social service groups made no referrals. Possible reasons for the lack of community referrals will be discussed later.

TABLE 4

Sources of Referral of Burnaby Youth Services

Sources	Frequencies (percentages)
RCMP.....	93 (79%)
Schools.....	6 (5%)
Parent.....	16 (14%)
Youth (Self).....	1 (1%)
Unknown.....	2 (1%)
TOTAL	118

3. Reason for Referral

From a total population of 118 referrals in 6 months, 85 cases (72%) involved a juvenile committing a delinquent offence and 33 cases (28%) involved juveniles displaying non-delinquent behaviour problems. Information on the specific delinquent offence was available for 36 of the 85 delinquent clients. The specific behavioural problem was available for 26 of the 33 clients. (Information on the specific delinquent offence was missing for the remaining 49 clients. Information on the specific behaviour problem leading to referral was missing on 7 of the 33 behavioural problem cases.)

Table 5 lists additional information on the type of problem precipitating referral for 62 clients.

Referral for behaviour problems was focused, primarily, on the youth, rather than the family as a whole. Identified youth problems

TABLE 5

Reasons for Referral to Burnaby Youth Services

	Total	Male(b)	Female(b)
A. Behaviour Problem Referrals			
School Problems	3	-	-
Runaway	8	-	-
Child Abuse	1	-	-
Family Focused Problems	7	-	-
Child Focused-Aggressive Behaviour	5	-	-
Child Focused-Non-Aggressive Behaviour	2	-	-
Behaviour Problems Unknown (a)	7	-	-
TOTAL	33 (28%)	18	15
B. Delinquent Problem Referrals			
Shoplifting	17	-	-
Other Theft Under \$200.00	3	-	-
Breaking and Entering	9	-	-
Drugs and Alcohol	2	-	-
Arson and Vandalism	3	-	-
Other Delinquency	2	-	-
Delinquency Unknown (a)	49	-	-
TOTAL	85 (72%)	66	19
TOTAL REFERRALS	118	84	34

(a) The specific type of delinquency or behaviour problem was not recorded for 56 youth because the referral was inappropriate or no action was taken with the youth or family.

(b) Data specifying the sex of youth by each specific type of delinquency or behaviour problem was not collected.

included school problems, aggressive behaviour, running away from home or unmanageability in the home. In only 7 cases, were problems identified at referral as involving both the youth and the family. Twenty-nine (88%) of the behaviour problems referrals involved older youth, twelve to fifteen years of age. Mean age of non-delinquent behaviour problem referrals was 13.5 years. They ranged in age from 9 to 17 years.

The primary cause of most delinquency referrals was shoplifting offences. While the mean age of the delinquency referrals was 12.9 years, only slightly lower than the behaviour problem referrals, delinquency referrals ranged from as young as 5 years to 17 years of age. Only 4 (12%) of the behaviour problem referrals were under twelve years of age, while 21 (25%) of the delinquency referrals were under 12 years of age.

Most (78%) of the delinquency referrals were boys while behaviour problem referrals were about equally split between boys and girls (55% vs 45%).

TABLE 6

Reasons for Referral by Source of Referral

	Behaviour Problems	Delinquency	Totals
RCMP	17 (52%)	76 (89%)	93
Other	16 (48%)	9 (11%)	25
Totals	33 (100%)	85 (100%)	118

As expected, 89 percent of delinquency referrals were made by police. However, police also contributed to 52 percent of the behaviour problem referrals. This includes problems like running

away from home and aggressive behaviour in the community. This finding suggests that police were attempting to identify and refer behaviour problem youths at-risk for later involvement in delinquent activities.

4. Family Characteristics

Information on some family characteristics of youths referred to Burnaby Youth Services was available for 54 families (all of the 26 appropriate behaviour problem referrals, all of the 27 appropriate delinquency referrals requiring counselling or referral elsewhere and one other family.) Of these families, twenty-eight youths (52%) lived with both their natural mother and father and three youths (5%) lived with a stepparent and a natural parent. Fourteen youths (26%) lived with a single parent (all mothers). For the remaining cases, 9 youths (17%) lived with foster parents, in a group home, or with relatives.

Information on whether both parents were working was available on 44 families (out of 69 appropriate and serviced clients). Whether in a single parent or two parent family arrangement, 24 mothers out of 44 (55%) were working full-time. Only 17 of 44 families (39%) conformed to the traditional roles of a nuclear family with father working and mother remaining at home.

Nine families out of 60 (of the 69 appropriate and serviced clients) cases (15%), however, were on social assistance. No information was available on the specific family socio-economic status of the remaining 51 clients not on family assistance.

Out of 43 families in which information was available on other children in the family, 8 (19%) had only one child, 18 (42%) had two

children and the remaining 17 (39%) had three to six children. In the majority of cases, the children in each family were all under 17 years of age and living at home.

Clinical judgements by BYS counsellors on family stability was available on 51 families. Eleven families (22%) were rated as extremely stable, 16 (31%) as reasonably stable, and 19 (37%) as only slightly unstable. Only 5 families (10%) were rated as very unstable because of severe marital conflicts, alcoholism or a criminal family background.

5. Delinquent/Problem History of Referred Youth

Of the 115 youths referred to Burnaby Youth Services from July 1980 to February 1981, 39 (34%) had previous police contact or delinquencies. Seventeen youth (15% of total) had only one previous offence, usually within the last year. Five youths had two previous offences. Seventeen youths (15% of total) however, had three or more previous contacts with the Burnaby RCMP. In fact, 3 boys referred to BYS had 14 previous delinquencies and one boy had 24 previous offences.

Irrespective of the four boys with an extensive delinquency history, in most cases (21 out of 34) the reasons why youths had previous contact with police were not serious-usually misdemeanors such as causing mischief, running away from home, or causing a public disturbance or minor delinquencies such as shoplifting, and willful damage.

Of the 39 youths with previous delinquent problems, 32 (82%) were referred for a new delinquent problem and 7 (18%) were referred for non-delinquent behaviour problems.

B. Delivery of Services to Referred Clients

1. Time between problem occurrence and referral

Based on 94 cases in which information was available on the date of the occurrence of the problem or delinquency precipitating referral, the average number of days between occurrence of the problem and the date BYS received the referral was 10.9 days. In 66 cases (70%), the referral was made within a week. For the remaining 23 cases (30%), the referral period ranged from 2 weeks to 2 1/2 months.

2. Time between Referral and Contact with Client

First contact with a family after referral was usually made (68% of the time) by telephone. Twenty-five percent of the time contact with a family was attempted by sending a letter. In 6 cases (5%) first contact with a family was made in person. Of the 83 referred clients that BYS attempted to contact, the average time between referral and first contact was 7.0 days. Contact was made with 40 families (48%) within 2 days of the referral. Another 24 families (29%) were contacted within 3 to 7 days. However, contact with the remaining families was not established for periods of time varying from 10 days to 3 months. (The extended contact time for some families was primarily caused by a civic employees strike.)

Although first contact with a family was established fairly quickly in most cases, the first in-person contact with a family was considerably more delayed. Of the 37 cases (out of 83 attempted contacts) in which program staff saw the youth or family in person, the average number of days from referral to personal contact was 11.8 days. Seventeen (46%) of these families (N=37) saw a counsellor

CONTINUED

1 OF 3

in-person within 7 days of the referral and another 9 (24%) within 2 weeks of the referral. The remaining 11 families (30%) did not establish personal contact with BYS staff for periods of time varying from 17 days to 1 1/2 months. (Again, some of this delayed contact was caused by a civic employees stike.)

For a few families, the length of time between the problem occurrence and establishment of personal contact with a family counsellor was so delayed (in most cases for reasons beyond program staff control, but nevertheless important to examine) that one could seriously question whether services were being provided soon enough that families would still be receptive to counselling intervention.

3. Action Taken on Referral

Table 7 lists the type of action taken on clients referred to Burnaby Youth Services and the percentages within each category. Eighteen referrals (15%) were inappropriate and automatically returned to the referral source (or refused at the time of contact). These were youths older than 14 years and who had more than three previous delinquent offences. Another 14 referrals (12%) were inappropriate but were referred elsewhere to a more appropriate agency or service. These were youths considered too old (14-17) for BYS intervention but who had severe behaviour problems that required more intensive social service intervention. Over the six month evaluation period 86 appropriate clients were referred to BYS for assistance. Of this group, contact was established with 72 families of which 3 refused service. Thus service was provided to 69 clients (80%) of the 86 appropriate referrals during the six month period under investigation. Thirty-two clients (37% of all appropriate

TABLE 7

Type of Action Taken by Reason for Referral

Type of Referral	Type of Action	Behaviour Problem Referral	Delinquency Referral	Total Referrals
Inappropriate	No Action - Inappropriate Family Referred Elsewhere Without Assessment	3 (43%)	15 (0%)	18 (56%)
		4 (57%)	10 (40%)	14 (44%)
Subtotals		7(100%)	25(100%)	32(100%)
Appropriate + Services Delivered	Family Referred Elsewhere After Assessment	3 (12%)	2 (3%)	5 (6%)
	Information/Consultation	12 (46%)	20 (33%)	32 (37%)
	Brief Services	4 (15%)	18 (30%)	22 (25%)
	Short-Term Counselling	3 (12%)	7 (12%)	10 (12%)
Appropriate but no Services Delivered	Letter sent-Family did not respond	3 (12%)	11 (19%)	14 (16%)
	After 1st contact-Family did not respond	1 (3%)	2 (3%)	3 (4%)
Subtotals		26(100%)	60(100%)	86(100%)
TOTALS		33	85	118

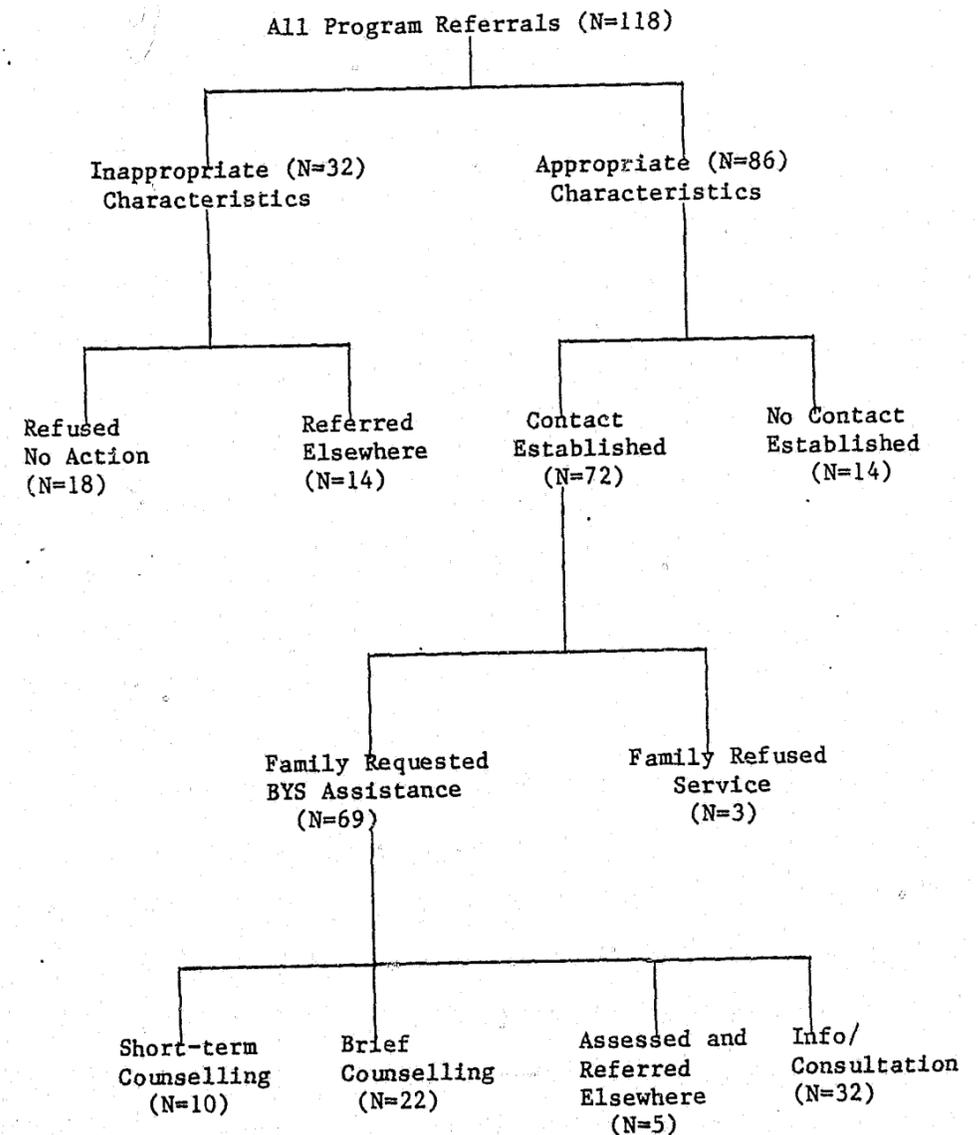
serviced clients) requested only information or consultation from BYS staff. Of the remaining appropriate clients, 22 youths (25%) were assessed and required only brief counselling of one or two sessions, 5(6%) were assessed and referred elsewhere and 10 (12%) families were engaged in short-term counselling (defined as more than 2 sessions and less than 12 sessions within three months.)

These different groups of youth and families and their respective numbers are graphically displayed in Figure 5.

On the basis of this information, at this point in time, the Burnaby Youth Services was providing primarily information/consultation and brief counselling. Only a few families required counselling over a longer period. In keeping with their guidelines for the type of appropriate youths and families that can be assisted by a short-term counselling program, inappropriate referrals (e.g. severe marital conflict, emotionally disturbed youths or child abuse cases) were refused or referred elsewhere to other community social service agencies for more intensive treatment. The Burnaby community has ample resources to deal with these severely disturbed or multiple-offence youth. But there are few services like BYS available in Burnaby to provide assistance to families and youths when problems are first emerging and more manageable, but identified as non-crisis and a low priority by existing resources. Nevertheless, even receiving and referring elsewhere an inappropriate referral is a time consuming task. (Hopefully, the referral sources will learn through experience and feedback to refer these inappropriate clients elsewhere themselves and refer only appropriate youths and families to Burnaby Youth Services.)

Figure 5

Classification of BYS Program Referrals by Type of Action Taken



It should be noted that a large proportion of families (20%), although appropriate, were not provided with any service. Three families were contacted but refused any assistance from BYS. In 14 cases, no contact was established with the referred family. In 11 of these cases no contact was established with the family because of a practice adopted by one program counsellor of sending out letters to families and asking them to contact Burnaby Youth Services. Of thirteen letters sent to families, not surprisingly, only two families responded. Feedback of this information to the program counsellor in question led to a discontinuance of the practice. Thereafter, BYS counsellors persisted with telephoning families until contact was established or BYS received some indication that the family had moved or was unreachable.

4. Focus of Counselling

The BYS program counsellors have adopted an eclectic counselling approach, selecting the most appropriate technique to deal with each particular youth and family. It is likely that the counselling style and strategies employed by each counsellor are idiosyncratic to each youth and family. Therefore, it was decided that the type of counselling provided would be monitored only in terms of which family members were involved in counselling and whether it was focused primarily on the youth's delinquency problem, the youth's problem in the school or the community, the youth's problem in the family setting, a parental problem, or a general family problem without specific focus on either the parents or youth.

Information on which family individuals were involved in counselling and the focus of the counselling was available for 31

(out of 32) families requiring brief or short-term counselling. Table 8 provides a breakdown of this information.

As can be seen in Table 8, in 21 cases (68%) counselling was focused on the youth's problem behaviour. Most commonly, in 11 out of 21 cases (52%) the focus was on the youth's delinquent behaviour. Counselling focused on the youth's behaviour in the family and the school in 6 cases (28%) and 4 cases (19%) respectively. Counselling was focused on a parental problem in 4 cases (13%) and on an entire family problem in 6 cases (19%). It can also be seen in Table 8 that 19% of the cases involved individual counselling with the youth referred to the program. In the majority of cases, 22 out of 31 (71%), counselling involved the youth and his or her parents. It is clear that BYS was primarily a family counselling service, using the youth referral as an entry point to deal with the family dynamics underlying the youth's problem behaviour.

5. Duration of Counselling

Information on the number of counselling sessions per family and the total number of weeks of involvement with each family was available on 29 out of 32 families requiring brief services or short-term counselling. The number of counselling sessions ranged from 1 to 12. The average number of contacts per family was 3.9. In most cases the counsellors had 2 contacts per family. The average number of weeks that a file was kept open on these families was 3.9 (range 1-13 weeks). In most cases, a file was kept open 1 week and families received one assessment and one counselling session. Only four families and youth were counselled on a more frequent basis and over a longer period of time.

TABLE 8

The Family Individuals Involved in Counselling by the Focus of Counselling

Focus of the Counselling	Individuals Involved in Counselling Sessions						TOTALS
	Entire Family (Including Parents Youth & Other Siblings)	Youth & both parents	Youth and Mother	Youth and Father	Youth Only	Par-ents Only	
Youth Delinquency Problem	0	0	5	2	4	0	11 (36%)
Youth problem in school or community	0	0	2	0	2	0	4 (13%)
Youth problem in family setting	0	1	4	1	0	0	6 (19%)
Parental problem	0	0	1	1	0	2	4 (13%)
Total Family Problem	1	2	2	0	0	1	6 (19%)
TOTALS	1(3%)	3(10%)	14(45%)	4(13%)	6(19%)	3(10%)	31(100%) (a)

(a) These 31 families were families requiring brief or short-term counselling at BYS. (Data was missing on one other family)

6. Termination of BYS Services

Based on information about 28 of 32 families requiring brief services or counselling at Burnaby Youth Services, most cases (N=18, 64%) were terminated with the mutual consent of the family and the counsellor. In 8 cases (28%) the counsellor made the decision to terminate. In only 2 cases (7%) did a family unilaterally decide to terminate against the wishes of the counsellor.

In approximately half the 28 known cases (N=13, 46%), services were terminated because problems had been fully resolved (as judged by the counsellor). In another three cases (11%) the problems were not fully resolved but the family was coping better. Seven cases (25%) were terminated when the family was referred to some other agency for specialized services. In the remaining cases, 5 (18%), the problems were not resolved but services were terminated anyway. (In one case the relationship between the family and the counsellor was very poor and, in the other four cases, the counsellor judged that the counselling was not being useful to the youth or family.) Thus, BYS counsellors felt they had helped 23 (of 28 short-term and brief counselled families; 4 missing cases) families (80%) in some way by helping to resolve family and youth problems, or increasing their ability to cope with them or by assessing the problem and referring the family to an appropriate agency for help.

C. Impact of BYS Program on Clients

1. Repeat Youth Contact with Police

A check of police files was conducted on all youths referred to BYS by the police (N=93) and by the fire department (N=2) within four to six months following BYS intervention (regardless of the

appropriateness of the referral). Of these 95 youths, 76 were youths referred to BYS by police for committing a delinquent offence and 19 were youths who had come to the attention of the police or the fire department for some behaviour problem such as running away from home, mischievous behaviour, or suspected delinquent activities. Repeat involvement with the police following BYS intervention was scored in terms of whether the youth had committed a delinquent offence or had come to the attention of the police for a non-delinquent problem behaviour, e.g., missing from home, or suspected delinquent activities. Youth who had come to the attention of the police for both non-delinquent behaviour problems and delinquent activities were scored as repeat delinquent offenders. A distinction was made also between youth referred to BYS who received some assistance (N=57) and those who were inappropriate referrals and thus were not serviced (N=38). This latter group were all inappropriate delinquency referrals. As show in Table 9, 68% (N=13 out of 19) of the non-delinquent behaviour problem referrals who were appropriate and received some assistance at BYS had no repeat problems. Three youths (16%) had repeat contact with the police for non-delinquent problem behaviour and three youths (16%) had repeat contact with police for delinquent offences. Thus, the behaviour of 68% of the non-delinquent problem referrals improved, 16% stayed the same and 16% got worse.

Thirty (79%) of the 38 youths referred appropriately by the police for a delinquent offence and who received some assistance from BYS had no repeat problems at all, one youth (3%) had repeat non-delinquent behaviour problems, and seven youths (18%)

TABLE 9

Reason for Referral By Number Of Repeat Police Contacts for Youths who Received or did not Receive BYS Assistance.

		Repeat Police Contact For Youth Who Had						TOTALS
		Received No BYS Assistance			Received BYS Assistance			
		None	Non - Delinq. Probl'm	Delinq. Offence	None	Non-Delinq. Probl'm	Delinq. offence	
Reason for Police and Fire Dept. Referral	Non-delinquent Problem Behaviour	0	0	0	13	3	3	19(a)
	Delinquent Offence	23	8	7	30	1	7	76(b)
		23	8	7	43	4	10	95

(a) No check of police files was made on an additional 14 youths or their families because they were non-police referrals for behaviour problems or because they were inappropriate referrals. Eleven of these youths received no assistance from BYS primarily because they were inappropriate or the family could not be contacted.

(b) Through clerical error no check of police files was done on an additional nine youths referred for delinquent offences.

recidivated, i.e., were apprehended again for new delinquent activities. In summary, for all youths referred appropriately by the police for delinquent offences and who received some assistance at BYS, eight (21%) had repeat involvement with the police within three to six months following their initial referral.

Thirty-eight youth referred to BYS for committing a delinquent offence received no assistance from BYS because it was not possible to contact the family (N=13) or the referral was inappropriate by virtue of age or the severity and history of delinquency (N=25). Fifteen (39%) of these youths had repeat involvement with the police, eight for delinquent offences and seven for non-delinquent problem behaviour.

This recidivism rate (39%) for non-serviced delinquent youths is substantially higher than the recidivism rate for appropriately referred and serviced delinquent youths (21%). This difference may reflect the value of BYS intervention or it may simply and probably more accurately reflect fundamental differences between the characteristics of youths accepted for BYS counselling and those who did not receive any assistance. More than half of the youths who did not receive any BYS counselling had a multiple delinquency history in contrast with the delinquent youths who received BYS assistance and had no more than one previous offence.

Further analysis of these data indicated that there was a very strong positive relation between the number of previous delinquent offences and the probability of repeat involvement with the police. Of the 95 youths referred by the police or the fire department to BYS only 16% (N=9) of youths with no previous delinquent offences (N=55)

had later involvement with the police, 33% (N=6) of youths with one previous offence (N=18) had later involvement with police and 64% (N=14) of youth with more than one previous offence (N=22) had repeat contact with police within three to six months.

2. Counsellor's Clinical Judgement of Improvement

The BYS program counsellors provided clinical judgements of client progress for 28 of the 32 brief or short-term counselling clients (data were missing on 4). According to the program counsellors:

- (1) 6 youths and families revealed no change or improvement of the problem precipitating referral;
- (2) 6 families indicated no improvement in the problem but there was increased awareness of these problems;
- (3) 3 families had acquired new or better coping methods to deal with their problems;
- (4) 5 families had partially resolved the problems that had precipitated referral; and,
- (5) 8 families or youths, as judged by the counsellors, had fully resolved the problems that had led to a referral to BYS.

In sum, sixteen (57%) of these clients were judged to have benefitted substantively from BYS counselling. Another 6 (21%) were judged to have increased their awareness of their family problems. Only 6 (21%) families were judged to have not benefited from BYS counselling.

3. Three-Month Follow-up Self-Report Assessment of Family Functioning

A follow-up assessment check was made by telephone on 38 families. Primarily, these were families that had received brief or short-term counselling, or assessment and referral services. No

attempt was made to conduct a follow-up check on any of the inappropriate referrals or in cases where only information and consultation had been provided, primarily because insufficient information existed to establish contact with the family. Also, no follow-up checks were done on families (N=6) where it was known that another agency was presently working with the family. (In addition, three families refused to respond to the follow-up check.)

Table 10 provides the numbers (and percentages) of families and youth rated as excellent, good, fair, poor or extremely poor in terms of the absence or presence of new or recurrent family or youth problems three months following their referral to Burnaby Youth Services. In sum, it can be seen that 19 families (50% of the families) stated that family relations were good or excellent, and they were experiencing no problems with their son or daughter. Another 6 (16%) families stated that everything was "O.K." or fair. Only 13 families (34%) stated that conditions were poor or extremely poor at home, problems were still present and their son or daughter was once again in trouble with the police or at school. By these family self-report judgements, BYS counselling seems to have benefitted 25 (66%) families.

Data on both client outcome or follow-up assessment and the counsellor's clinical judgement of client outcome at program termination was available for 24 clients. As shown in Table 11 an analysis of these data revealed that three out of four clients' judged to have benefitted not at all from Burnaby Youth Services counselling at the point of termination of services reported at the three month follow-up assessment that their family and/or their youth

Table 10
Three Month Follow-up Assessment on Family Functioning

Follow-Up Family Assessment Rating Scale	# of Families	%
(1) <u>Excellent</u> : Family expresses some statement to the effect that the home situation is very good or excellent, that the youth's behaviour and his or her relations with the family, the peery groups and, with the school is non-problematic and healthy.	2	(5%)
(2) <u>Good</u> : The family expresses some sentiment to the effect that everything is functioning well in the family, that the youth's behaviour has improved and is non-problematic.	17	(45%)
(3) <u>Fair/O.K.</u> : The family has commented that everything is "o.k." in the family and with their son or daughter, one is left with the impression (by their comments) that there are occasional or minor problems.	6	(16%)
(4) <u>Poor</u> : This family has commented that there are family problems and/or that their son's or daughter's behaviour is unacceptable and problematic.	10	(26%)
(5) <u>Extremely Poor</u> : This category was reserved only for those families where there have been recent and severe crisis in the family involving the youth. The youth is acting out in an explosive or overt manner, such as running away or committing delinquencies.	3	(8%)
Total	38	(100%)

were still experiencing problems. One family reported that everything was "o.k." or just fair. Of the twenty families judged by counsellors at BYS termination to have acquired new awareness or coping methods or had partially or fully resolved their problems, sixteen (80%) reported three months later to be functioning O.K. (N=2), Good (N=12) or Excellently (N=2). The remaining four families, however, reported that family relations were poor or they were experiencing youth problems. These results indicate congruence between counsellors' judgements of success at termination and family self-reports three months later.

4. Outcome of Clients Receiving Short-Term Counselling

A small group of youths and families referred to Burnaby Youth Services over the six months evaluation period received short-term counselling (more than 2 and less than 12 sessions). Of these 10 families, six were referred because of their youth's involvement in delinquent activity and four were referred because of the youths' non-delinquent problem behaviour. Table 12 provides a description of these youths and their families, listing information on the sex and age of the referred client, the youth's performance at school, the reason for referral, the source of referral, prior use of social or mental health services, the family arrangement, number of children in family, stability of family, and the number of known previous delinquent offences committed by the referred youth.

To monitor what changes may have occurred as a result of the more extensive counselling provided to these clients, more extensive assessment of family interaction patterns (the Ittleson Family Interaction Scale) and youth behaviour (the Jesness Behaviour

Table 11

Relationship Between Counsellor Judgement of Client Progress at BYS Termination and Three-Month Follow-up Assessment of Family Functioning

		Three-Month Follow-up Assessment of Family Functioning					Totals
		Extremely Poor	Poor	Fair	Good	Excellent	
Counsellor Judgement of Client Progress at BYS Termination	No Change	1	2	1	0	0	8
	Aware of Problem	0	2	1	1	0	
	New Coping Methods	0	1	1	1	0	16
	Partial Resolution	0	0	0	4	1	
	Full Resolution	0	1	0	6	1	

Checklist) was conducted at the beginning of counselling and following termination of counselling. Movement toward client objectives on problems precipitating referral to Burnaby Youth Services was assessed also by means of the goal attainment scaling technique. Three to four months following termination of counselling at Burnaby Youth Service, additional measures of youth and family functioning were taken: (1) a check for repeat contact with police for delinquent or behaviour problems and, (2) a telephone follow-up of parent's self-report of family and youth functioning.

As described in Chapter IV, the Ittelson Family Interaction Scale rates family behaviour (using a 1 to 7 scale of increasing positiveness) on 55 items of family interaction, parental relations and parent to child relations. These items are grouped into ten factors, (I) family group pattern of interaction, (II) interaction of husband and wife as marital partners, (III) interaction of husband and wife as parenting partners, (IV) freedom of interaction between mother and child, (V) freedom of interaction between father and child, (VI) emotional interaction between father and child, (VIII) mother's parenting acts toward child, (IX) father's parenting acts toward child, and (X) the child's behaviour toward the parents. Since it was not possible to record data on the father's interaction with his children and his spouse for seven out of ten families contained in this sample, pre to post change in family interaction patterns were recorded only for items within Scale I: overall group pattern of interaction, Scale IV: freedom of interaction between mother and child, Scale VI: emotional interaction between mother and child, Scale VIII: mother's behaviour toward her child, and Scale X:

Table 12

Characteristics of the Short-Term Counselling Clients at Burnaby Youth Services (N=10)

Group Characteristics	Freq.	% of Total
1. Number of Males	8	(80%)
2. Number of Females	2	(20%)
3. Average Age of Youth	12.4	
4. Still Enrolled in School	9	(80%)
5. Average or Better School Performance	6	(60%)
6. Poor School Performance	1	(10%)
7. Referred for Delinquency	6	(60%)
8. Referred for Youth or Family Problems	6	(40%)
9. RCMP Referral Source	7	(70%)
10. Prior Use of Social or Mental Health Services	7	(70%)
11. Two-Parent Family	6	(60%)
12. Single-Parent or Foster Home	4	(40%)
13. Average Number of Children in Family	2.3	
14. Families Judged Slightly to Severely Unstable	4	(40%)
15. Number of Youth with One Previous Delinquent Offence	5	(50%)
16. Number of Youth with Two or More Previous Offences	2	(20%)
17. Number of Youth with no Previous Offences	3	(30%)

the child's behaviour toward his or her parents. The average amount of change per item was calculated for each of these scales. Where the amount of change was less than one-half point (of a seven point scale) per item on the average, quality of family interaction was judged to have remained the same. Where the amount of change was greater than one-half point per item on the average, it was judged that family relations (in terms of that dimension) had changed, either positively or negatively.

As can be seen in Table 13, most families remained the same on most scales and improved an average of one-half point on one or two of the scales. Only one family was judged to have deteriorated, specifically, in terms of overall group interaction, the mother's behaviour toward her child, and the mother's emotional interaction with her child.

A preliminary analysis of data obtained on the Jesness Youth Behaviour Checklist indicated that many scales were not valid indicators of youth behaviour. The counsellors reported that limited opportunity to observe the youth's behaviour in many environments prevented them from accurately rating the youth's behaviour on many items within each dimension. Therefore analysis of pre to post program behaviour changes was undertaken only for dimensions in which it was possible to observe all the relevant behaviour and rate all items. This involved six dimensions (Factor 2: friendliness vs. hostility, Factor 6: rapport vs. alienation, Factor 7: enthusiasm vs. depression, Factor 9: conformity vs. nonconformity, Factor 10: calmness vs. anxiousness, and Factor 12: insight vs. unawareness and indecisiveness). The average amount of change per item was

calculated for each of these dimensions. A change of one-half point or greater per item, on the average, was judged to constitute improvement or deterioration depending on the direction of the change. An overall average change of less than one-half point was judged to indicate no substantive change in the youth's behaviour. As can be seen in Table 13 six youths were judged to have remained the same on at least four of the behavioural dimensions and to have improved slightly on the other behavioural dimensions. Two youths were judged to have improved on five or more of the behavioural dimensions and remained the same on the others. One of these youths came from a family judged to have improved also, along family relations. One youth remained the same in terms of three behavioural dimensions and improved in terms of three other dimensions of behaviour. Finally one youth was judged to have remained the same on five of the dimensions but to have deteriorated in terms of his ability to be insightful, and actively engage in an effort to solve his personal problems. This youth belonged to the only family judged to have deteriorated along all dimensions of family interaction.

The behavioural dimensions most likely to improve were Factor 9: conformity vs. nonconformity and Factor 10: calmness vs. anxiousness. For each of these dimensions five youths out of the ten improved, the remaining five stayed the same. (This conclusion should be treated with caution as there were no norms for comparison.)

Assessment of movement toward client objectives on the goal attainment form was scored in terms of an average over all score of the amount of movement away from the level of functioning at intake

toward the level of functioning at program termination. Thus a goal attainment change score on these objectives of '0' would indicate no progress; +1 would indicate one level of progress; +2 would indicate two levels of progress, -1 would indicate one level of regression and -2 would indicate two levels of regression. As can be seen in Table 13, three youth and families made no progress toward their objectives, two youth and families regressed, and four youths and families made significant progress. (No goal attainment form was completed for one case.)

Table 13 also presents information on youth behaviour and family functioning at three months following termination of services at Burnaby Youth Services. By this time, three of the youth had had repeat contact with police for delinquent activities as well as some behavioural problems. All of these youths had originally been referred to Burnaby Youth Services for delinquent conduct. Three other children had been in contact with police for behavioural problems such as running away from home or suspected delinquent activities. (Two of these youths had originally been referred to BYS for behavioural problems and one youth for delinquent activity.) Thus only two of the four behaviour problem youths had no future contact with police, and only two of the six delinquent youths referred to BYS had no repeat contact with police.

On the whole, family functioning as reported by parents themselves was poor for most of the families. As can be seen in Table 13, five families judged themselves to be experiencing tremendous problems within the families and with their youth's behaviour. One family stated things were reasonably stable. Only

Table 13

Three Month Follow-Up Assessment and Judgement of Pre-to-Post Improvement on Family Interaction, Youth Behaviour and Client Objectives for all Youths and Families who Received Short-Term Counselling

		Pre-Counselling to Post-Counselling Change (I=Improved, S=Same/No Change, W=Worse, U/K- Unknown, Missing)												Three Month Follow-up				
		Family Interaction Patterns					Youth Behaviour						Overall Judgement	Goal Attained Change & Score	Police Files		Family Self-Report of Youth & Family Functioning	
		Scale I	Scale IV	Scale VI	Scale VIII	Scale X	Overall Judgement	Factor 2	Factor 6	Factor 7	Factor 9	Factor 10			Factor 12	# of Repeat Delin.		# of Behav. Probl.
Behav- iour Problem Refer- rals	01	S	S	S	S	S	S	S	S	S	S	I	I	S	0	0	1	Unknown
	02	I	S	W	S	I	S	S	S	S	I	I	S	S	+2	0	0	Poor
	03	U/K	U/K	U/K	U/K	U/K	U/K	I	I	I	I	I	I	I	U/K	0	0	Excellent
	04	U/K	I	I	I	S	I	S	S	S	S	S	S	S	+2	0	1	Fair/OK
Delin- quency Refer- rals	05	I	U/K	U/K	U/K	I	I	S	S	S	I	S	S	S	-1	3	2	Poor
	06	U/K	I	I	U/K	S	I	I	I	S	I	I	I	I	0	0	0	Extremely Poor
	07	W	W	W	W	W	W	S	S	S	S	W	S	W	-1	0	2	Extremely Poor
	08	S	S	I	S	S	S	S	S	S	I	S	I	S/I	+2	0	0	Excellent
	09	S	I	I	S	S	S	S	S	S	I	I	S	S	+2	1	0	Good
	10	S	I	I	I	S	I	S	S	S	S	S	S	S	0	2	1	Poor

three families out of the ten felt that family relations and their youth's behaviour was now good or excellent--that they were not experiencing any problems.

An overall examination of each measure of pre-to-post change in family interaction, youth behaviour, and personal client objectives and the two follow-up assessments of family and youth functioning is quite revealing. In all cases, 4 out of the 5 assessments and judgements were consistent with each other. Only one youth and family (case #3) can be said to have shown clear improvement on most measures of outcome and remain the same on the remaining. Another family (case #8) indicated some improvement in youth behaviour, considerable progress along client objectives and excellent family functioning, and no police report existed showing that their youth had had any repeat contact with police.

The remaining families (except for one case #7) seem to have remained about the same on most of the measures. The one exception, family #7, was judged at termination of counselling to have deteriorated in terms of family interaction patterns, youth behaviour and personal client objectives. Three months later, this family reported that family functioning was extremely poor and their youth had come to the attention of the police for two non-delinquent incidences of problem behaviour.

On the whole, this small group of clients, which received more intensive counselling, seemed to have benefitted little from Burnaby Youth Service. However, it very well may be that this group of youths and their families demonstrate a level of emotional problem severity that requires more intensive assistance than that which

can be provided by an information, assessment, referral, and brief service counselling program. Section D in this chapter provides a comparative analysis and discussion of these short-term counselled clients relative to other clients at Burnaby Youth Services and to a comparison group of youth and families who were assessed and monitored for repeat problems but who received no social service assistance.

D. Comparison of BYS Short-Term Counsellled Clients and all BYS Referred Clients with a Non-Counsellled Control Group

A comparison group of 23 youths and families were selected by police officers from police files of a neighboring detachment on the basis of criteria that matched them with clients generally referred to the Youth Services programs (see Chapter III). These were youth that had come to the attention of the police officer in the previous month. An assessment of family relations (Ittelson's Family Interaction Schedule) and youth behaviour (Jesness Youth Behaviour Checklist) was conducted at the time of each youth's involvement with the police for a behavioural problem or delinquent offence. Three months later a description of each youth's problem history and family characteristics were also taken. Four to five months following initial youth involvement with police, a check of police files was conducted to determine whether the youth had come to the attention of the police again for delinquent activities.

An examination of Table 14 indicates that the comparison group of youths and families had similar characteristics on the average to clients referred (primarily by police) to Burnaby Youth Services, but not particularly similar on the average to the subgroup of BYS clients receiving short-term counselling. In comparison with the

Table 14

Comparison of Short-Term Counselling BYS Clients and all BYS Referred Clients
with Non-Counselled Comparison Group on Selected Characteristics and Outcomes

(size of total sample used for calculating proportions or averages in brackets)

	Burnaby All Referrals	Burnaby Short-term Counselled Referrals	Comparison Group Not-Counselled
1. Percentage of Males	71.2 (118)	80.0 (10)	78.3 (23)
2. Percentage of Females	28.8 (118)	20.0 (10)	21.7 (23)
3. Average Age of Youth	13.2 years (113)	12.4 years (10)	13.4 years (23)
4. Percentage of Delinquency Referrals	72.0 (118)	60.0 (10)	87.0 (23)
5. Percentage of Youth/Family Problems	28.0 (118)	40.0 (10)	13.0 (23)
6. Percentage Referred by RCMP	79.0 (118)	70.0 (10)	83.0 (23)
7. Percentage of Two-Parent Families	57.0 (54)	60.0 (10)	74.0 (23)
8. Percentage of Single Parent Families	26.0 (54)	30.0 (10)	21.7 (23)
9. Percentage of Youth in Other Living Situations	17.0 (54)	10.0 (10)	4.3 (23)
10. Percentage of Prior Users of Social or Mental Services	45.0 (47)	70.0 (10)	35.0 (23)
11. Average Number of Children in Family	2.5 (43)	2.3 (10)	2.8 (23)
12. Percentage of Families Judged Slightly to Severely Unstable	47.0 (51)	40.0 (10)	61.0 (23)
13. Percentage of Youth with One Previous Delinquent Offence	15.0 (113)	50.0 (10)	22.0 (23)
14. Percentage of Youth with Two or More Previous Offences	19.5 (113)	20.0 (10)	30.0 (23)
15. Percentage of Youth with No Previous Delinquencies	65.0 (113)	30.0 (10)	48.0 (23)
16. Percentage of Youth with Repeat Police Contact 3-4 Months Later	30.0 (95)	60.0 (10)	39.0 (23)
17. Percentage of BYS Serviced Delinquent Youth with Repeat Police Contact 3-4 Months Later	21.0 (38)	67.0 (6)	45.0 (20)
18. Percentage of BYS Serviced Behaviour Problem Referrals with Police Contact 3-4 Months Later	31.5 (19)	50.0 (4)	0.0 (3)
19. Percentage of Families with Improved Relations	-	44.0 (9)	35.0 (20)
20. Percentage of Families with No Change in Family Relations	-	44.0 (9)	30.0 (20)
21. Percentage of Families with Worse Relations	-	11.0 (9)	35.0 (20)
22. Percentage of Youth with Improved Behaviour	-	30.0 (10)	13.0 (23)
23. Percentage of Youth with No Change in Behaviour	-	60.0 (10)	52.0 (23)
24. Percentage of Youth with Worse Behaviour	-	10.0 (10)	35.0 (23)

non-counselled comparison group, the BYS short-term counselled client group:

- (i) tended to have a higher proportion of boys,
- (ii) on the average had younger aged youth,
- (iii) had a lower proportion of youths referred for a delinquent offence,
- (iv) had a higher percentage of youths referred for behavioural problems,
- (v) had a higher percentage of single parent families,
- (viii) had a lower percentage of families judged by the counsellors to be slightly or severely unstable,
- (vix) had a higher percentage of youths with one or more previous delinquent offences. (Previous analysis of data indicated a high correlation between number of previous offences and number of repeat contacts with police.)

In summary, it appears that the BYS short-term counselled youth tended to be young boys with a history of delinquent activity and other behaviour problems although referral may have been made to BYS on the basis of the behavioural problems. The non-counselled comparison group youths appear to be a little older. Only a few had a history of contact with social services and prior involvement in delinquent activity. This group is more comparable, on the average, to the entire Burnaby referred client population than to the BYS short-term counselled population.

Approximately four months following initial youth involvement in a delinquent offence or referral to BYS for problem behaviour, 39% (N=9) of the comparison group youths had repeat contact with police, in contrast with 60 percent (N=6) of the short-term counselled clients and in contrast with 30 percent (N=29) of the total BYS

referred client group. Relatively more of the non-counselled comparison group youths than the total group of youths referred to Burnaby Youth Services had repeat contact with police, but relatively less of the comparison group youth compared with the group of youths who received more intensive counselling at Burnaby Youth Services had repeat police involvement. These conflicting results are further accentuated when one examines the subsample of youths referred for a delinquent offence. Forty-five percent (N=9) of the non-counselled comparison group youths had repeat conflict with police, in contrast to only 21% (N=8) of the BYS serviced delinquent youths who had repeat conflict with the law. But four out of six referrals (66%) who received more intensive counselling had repeat police contact.

Since the short-term counselled clients were younger with a more extensive social service and delinquency history, it may be these contradictory results can be explained by simply saying this group is not representative, and thus should not be compared with the non-counselled comparison group.

If the BYS short-term counselled clients are indeed more dysfunctional and cannot be compared with the comparison group, then it is difficult to determine reliably to what degree BYS counselling was of assistance to them.

The assessment results on family relations and youth behaviour, though, are encouraging. As can be seen in the bottom of Table 14, approximately half of the BYS short-term counselled clients remained stable, and a third or more improved. In the non-counselled comparison group, only a third remained stable, another third

improved on their own and the remaining third became worse. It is possible that counselling or other intervention may have enabled the Burnaby group of counselled families to have at least remained stable, if not improve. This hypothesis must be treated with caution as sample sizes are small.

CHAPTER VI

COMMUNITY IMPACT RESULTS

A. Community Satisfaction with BYS

1. Private and Statutory Burnaby Service Agencies: A Referral Source

A survey of all 17 private and statutory justice and social service agencies in Burnaby was conducted to document their knowledge, use, and satisfaction with Burnaby Youth Services. Responses were obtained from 13 professionals in private and statutory agencies or programs: five social workers with the Burnaby district offices of the Ministry of Human Resources, three Burnaby probation officers with the Ministry of Attorney General, Corrections Branch, three youth workers with community agencies (Big Brother, YWCA, Psychological Education Clinic), the director of the Burnaby Health Department, and a provincial court judge from Family Court Services. The responses from these professionals are summarized below:

- (a) Eight out of 13 (62%) stated there was a slight to severe problem with delinquent youths in the Burnaby community;
- (b) Ten out of 13 (77%) stated they were fully aware of Burnaby Youth Services, the remaining indicating they, at least, had heard of the program
 - most of these professional stated they had become aware of BYS as a result of personal contact with one or both BYS staff
 - a few professionals had become aware of BYS through other sources, a school newsletter, an interagency meeting or another social agency.
- (c) Only 1 out of 13 of these community and statutory agencies stated that they had made referrals to BYS--the health department had referred 6 to 8 problem youths, at risk for delinquency.
- (d) Half, 7 out of 13, stated that though they made no referrals

they did interact occasionally or frequently with BYS staff to share information or consult on cases.

- (e) All agency workers stated there were insufficient resources within their own agency or program and in the community to deal with young, at-risk or delinquent youth: (this statement is at odds with their lack of use of Burnaby Youth Services).
- (f) Only 1 agency worker, a probation officer, stated they were not in agreement with the development of Burnaby Youth Services. (No explanation was provided.)
- (g) At least half of the workers or agencies stated they were involved, in some way, with the planning and development of BYS. (However, there was little evidence of this involvement in original program planning documentation.)
- (h) All agency workers were clear that only first offender delinquent youths (residents of Burnaby) should be referred to BYS and most were aware that the appropriate age group for referral was a youth under the age of 14 - only two workers thought youths over the age of 16 years could be referred.
- (i) All agency workers were clear that multiple offender delinquent youth should not be referred, nor should children in abuse situations or youths with habitual alcohol problems.
- (j) There was some disagreement as to which type of offence situations should be dealt with by referring the youths to BYS or should be dealt with through the judicial system (e.g. shoplifting vs auto theft).
- (k) Several agency workers were uncertain as to whether to refer problem or at-risk delinquent youths suspected of involvement in delinquent activities, engaging in excessive fighting in school or unmanageable in school, or youths who have run away from home or are suspected of using soft drugs.
- (l) Most agency workers stated they had a reasonably clear idea of the BYS program objectives; only diversion inappropriately was listed as an objective. [Diversion is not a program objective as most of the youths referred to BYS are youths normally warned and released at police discretion (because of their age or lack of evidence) and would not have been processed through the judicial system at this point in time. Although it is expected that if the youths engaged in further delinquent activity, judicial processing would be required.]
- (m) The most common criticisms made by agency workers were as follows (As little explanation was provided, it is difficult

to determine the validity or fairness of some of these criticisms):

- schools are unclear as to the basis for referring youth to BYS;
 - BYS staff are not available on weekends--a time when most youths are the most troublesome (it should be noted that this criticism is unfounded since BYS is not intended as a crisis intervention service. MHR's emergency services would provide this resource);
 - BYS staff spend too much time dealing with socio-political matters;
 - BYS has insufficient resources to provide effective services to delinquent and at-risk delinquent youth;
 - information on BYS is not communicated well to the Burnaby council nor to community agencies and programs. This leads to lack of support and misunderstanding about program delivery and effectiveness. (Since this criticism was expressed, 2 general reports and several special reports on selected matters have been prepared by BYS staff for the R.C.M.P. to present to the municipal manager and the Burnaby council; several presentations have been made to community agency and program professionals.)
- (n) Other criticisms, made by some agency workers as only slight problems hampering program effectiveness, were as follows (Many of these criticisms are simply expressions of beliefs the respondents feel others hold or opinions which when placed in the context of existing descriptions about the program lack credence. The validity of some of these criticisms are however indeterminable):
- there is no 24 hour access to BYS staff (Again, it should be noted BYS is not intended to be a crisis intervention service);
 - BYS staff are unable to respond immediately to a youth delinquency or problem because the referral process through the police is slow;
 - BYS is accountable only to the police;
 - BYS's association with the police is too close - it will "scare" clients - BYS staff should get out into the community more;
 - activities and services are not as clearly defined as they could be;
 - police are unsure as to the basis for referral;
 - the feedback on cases is inadequate (since these agencies

have not made any referrals to the program, it is difficult to say what this criticism implies);

- the R.C.M.P. are not supportive of BYS;
 - schools are unable to refer to BYS because parents are resistant;
 - clients are not effectively being helped because the short-term involvement is unrealistic and there are too few staff to provide effective long-term counselling services (It must be noted, that BYS is not intended for long-term counselling of severe problematic or disturbed youths and families);
 - the goals of BYS are too unrealistic - they should be careful not to duplicate existing services, i.e., both BYS and probation becoming involved with the same youth.
- (o) Comments made by some community agencies and program workers regarding strengths of BYS and their level of satisfaction with the program were as follows (Again, it should be noted these are beliefs. Explanations or back-up information was not provided):
- BYS is responsive to Probation and when communication and case feedback occurs, it is clear and direct;
 - BYS is readily available and responsive to the police (This positive comment made by one social worker contradicts comments by others that BYS was too responsive to the police and police were non-supportive);
 - because of their non-authoritative approach, BYS can deal with juvenile delinquency problems more effectively than the uniformed police officer;
 - BYS has the mandate and the capacity to be a truly preventative program;
 - the BYS counsellors are very competent and have represented the program well in the community (a belief by some social workers but apparently not by others);
 - "any program is better than no program";
 - "can be a very effective program".

2. Burnaby Schools: A Referral Source

A survey of eight junior secondary schools and 37 elementary schools in Burnaby was conducted to determine their knowledge, use

and satisfaction with Burnaby Youth Services. (Note: No attempt was made by BYS to solicit referrals from junior secondary schools.) Responses were obtained from the principals of five junior secondary schools in Burnaby and 31 (82% response rate) elementary schools. Information obtained from these questionnaires was as follows:

- (a) Only two elementary schools and no junior secondary schools (6% of total school responded) felt they had a severe problem in their school with youths engaging in delinquent activity.
- (b) An additional 20 elementary schools and 4 junior secondary schools (66% of all school respondents) stated they had a slight problem.
- (c) Nine elementary schools and one junior secondary school (28% of all school respondents) stated they had no problems at all in their school with delinquent youths.
- (d) Only 6 schools (17% of all school respondents) stated they were fully knowledgeable about Burnaby Youth Services. (These were all elementary school respondents).
- (e) Two junior secondary schools and 16 other elementary schools (50% of all school respondents) stated they were aware of the existence of BYS but had very little additional knowledge.
- (f) Three other junior secondary schools and nine other elementary schools (33% of all school respondents) stated they were completely unaware of the existence of BYS.
- (g) Seven of the 20 elementary schools and two of the four junior secondary schools (38%) that had a slight problem with delinquent youths were among the group of schools completely unaware of the services and assistance that could be provided by BYS.
- (h) No junior secondary schools and most (N=24) of the elementary schools had no further comments to make on Burnaby Youth Services. Most of these schools stated they had adequate resources in their school or with the school board for dealing with any juvenile delinquency problems in their schools.
- (i) Of the seven elementary schools who provided some comment on their knowledge and relations with BYS, all but one had made one or more referrals to the program.
- (j) Six of these elementary schools had a clear idea of the appropriate age and type of youths to be referred to BYS;

the seventh principal stated that delinquent and behaviour problem youths up to the age of 16 should be referred to the program - this same principal later noted that 16 year olds were not being accepted at BYS (obviously he or she was unaware of the appropriate age for referral to BYS).

- (k) None of these seven elementary school principals had a clear idea as to goals and objectives of the BYS program.
- (l) Comments on strengths of the program were scarce possibly due to lack of use and knowledge of the program. Only the following comments were made:
 - if the need arose, they would consider referring delinquent youths to the program;
 - they liked the fact that the counsellors were willing to work with pre-delinquent and delinquent youth in the home setting;
 - "the idea of youth services" is great;
 - "obviously better than no service";
 - it is a community based service, acknowledged by the "corporation" and able to get the cooperation of other agencies--the counsellors have the skills of street workers.
- (m) Comments regarding their use or lack of use of BYS (given primarily by one principal) were as follows:
 - schools are unable to refer some youths to BYS because parents are resistant;
 - goals and objectives of the program are not clearly defined (since BYS objectives were clearly defined, this comment simply reflects the fact that either the principal did not know the BYS objectives or they had not been communicated effectively by BYS);
 - activities and services to accomplish goals are not clearly defined;
 - there are communication problems between BYS and the referral agencies;
 - BYS's association with the police might prevent people from wanting to accept counselling from BYS staff;
 - many of the police are not supportive of BYS (a belief with no back-up information, provided by one principal);
 - BYS has insufficient resources to provide effective service to delinquent and predelinquent youth;

- schools are not allowed to refer problem youth in schools to outside agencies or program like BYS (some schools indicated they had received instruction from a Burnaby school board official requesting that they not refer youth directly to BYS);
- information about BYS is not directly communicated to the Burnaby Council: BYS should be accountable to the community and the council not just the police;
- BYS should be providing a crisis intervention service to youths and families. (This is not an objective of BYS.)

3. Burnaby RCMP: A Referral Source

Interviews were obtained from 20 general duty constables (10 who have made at least one referral in the past to BYS and 10 who haven't), eight corporals, and five sergeants. At the time of the evaluation, the Burnaby RCMP detachment was organized into five highly cohesive, self-contained zones. In an attempt to get a representative sample of attitudes in the Burnaby detachment across all zones, interviews were obtained from four constables (two making referrals and two not), each two randomly selected (using a random number generator table) from each zone. In addition, both corporals in three zones, one corporal in two zones and the sergeant in charge of the zone was interviewed.

The average number of years experience in police work for the constables was 5.9 years. The average number of years experience in police work for corporals was 16.0 years. The average number of years experience in police work for the interviewed sergeants was 22.4 years.

Interview responses for the police will be summarized together, except where there is clear indication of differences in attitudes held by the different ranks of police, or those with limited experience in police work. Any differences in opinions held by

officers in the five different zones or between police making referrals to BYS versus those who have not will also be noted.

- (a) All the police interviewed expressed negative attitudes toward statutory social service agencies. Some of the complaints expressed were that the statutory agencies were too bureaucratized, too slow, too restrictive, unavailable at night and weekends and/or the staff were "incompetent".
- (b) Twelve (out of 20) of the general duty police and 9 (out of 13) of the senior police were in agreement that police should have some limited direct involvement in crime prevention activities. Reasons cited for having no police involvement in this area were that it was too time consuming, police lacked skills or training in this area, or it was appropriate only for small towns--not large cities like Burnaby (Five of the six constables with less than five years experience were the most negative about direct involvement of police in crime prevention activities).
- (c) While most police did not feel they should be involved in direct service to delinquent youths, most of them did feel they were in an ideal situation to identify delinquent and potentially delinquent youths for referral to programs like BYS. Only seven police (five senior police and two constables) stated they should not be performing this function.
- (d) While all of the police stated they were in favor of Burnaby Youth Services, it was apparent that many (N=18) of them saw it only as a diversion and deterrence program to which they could refer juvenile offenders as an alternative to processing the case through court, rather than primarily as a preventive and rehabilitative or social service assistance program. Many (N=15) police however clearly saw BYS as both a diversion and rehabilitation or social intervention service. Some police referred to the fact that BYS counsellors worked with youths or that youths and families were engaged in counselling. Three police articulated the rehabilitative/corrective elements of the program.
- (e) There was considerable variation in responses provided by police regarding the appropriate type of youths they would refer to BYS. (Youths that some police officers would refer were clearly youths that other police officers would not refer.)
 - Five police stated they would refer any and all delinquent offenders.
 - Eleven police stated they would refer only young, first-time or minor offenders.

- Four police stated they would refer only serious juvenile offenders and deal with minor offenders themselves. (This was clearly in direct conflict with BYS's target population.)
 - Eight police stated that it depended on the attitude of the youths regardless of age or seriousness of the offence.
 - Only three police made reference to the fact they would refer behaviour problem youths at risk for delinquency, not just those youth who have actually committed an offence.
- (f) All but one police officer felt that the police and BYS counsellors should work closely together, sharing information and consulting on juvenile problems - although several police cautioned that confidential information on BYS clients should not be divulged to the police.
- (g) All but five police constables felt that the BYS counsellors should "ride-along" on patrol with the uniformed officers, not for the purpose of counselling, but to understand better police work and to facilitate communication and information sharing between them and the police.
- (h) All but one police officer felt that the BYS counsellors should be operating in a location close to the police, preferably "down the hall" in order to facilitate better information sharing and referral. Although, a couple of police did comment that, while such a close working relationship was beneficial for the police, there was a possibility that the community would view the BYS counsellors in a negative light--as an "arm of the police".
- (i) At the time of the interview, all but two police officers stated that there was limited information sharing and communication between the police and the BYS counsellors. Some police not making referrals stated they had had no youths to refer; others stated they did not know where the counsellors were located. Three of the 20 police who had made referrals stated they had received little or no feedback information on the case. Several police commented that although the counsellors had made frequent contact with the detachments, many of the police paid little attention to them and were not supportive. Some of these negative comments are clearly inconsistent with other positive comments they had made about the program and their referral rate.
- (j) Almost all of the police (even those who had as yet made no referrals) stated that feedback from the BYS counsellors on what had happened to their referrals and the outcome of BYS counselling was very important. Most of the police wanted

- both informal, personal feedback and a written, brief statement to put into their case file.
- (k) Thirteen of the 24 respondents felt that having the counsellors available on a 24 hour basis would be tremendously beneficial as that would eliminate some time delays and allow the counsellors to respond to crisis situations. However, seven police pointed out that a 24 hour service was unnecessary and also "a waste of money" because the MHR emergency services workers were available on a 24 hour basis and could be called on in any case that couldn't wait until the next day. (In order to avoid duplication of services, BYS purposely choose not to make crisis intervention a program objective.)
- (l) Comments regarding the benefits or effectiveness of the BYS program were varied. One of the most important and clear findings was that many police (18 out of 33, 55%) judged the effectiveness and successfulness of the program primarily in terms of what it did for them to make their job easier. (This is clearly an unintended benefit of the program.) The remaining police interviewed evaluated the program in terms of what it did for them as well as what it could do to prevent youths from getting into further conflict with the law.
- (m) The police (N=18) who primarily had indicated (in some way) concern with what the BYS program could do for them made the following comments on program effectiveness.
- Five police would make no judgements regarding program effectiveness.
 - Eight police stated that by referring youths to the program it made their job easier, there was less paper work and it saved time.
 - Five police stated that it reduced the load on the probation and court system.
- (n) The police (N=15) who, in addition to the above concerns, were concerned about what a program like BYS could do to help youths and families made all of the above comments regarding the program's direct benefits to them and made the following comments about the program's success with youth and families.
- Six police would make no definite judgements, either way, about program effectiveness.
 - Three police commented that "it's at least something for kids who have problems at home", "if it saves one it's worth it".
 - Three police stated the program was beneficial in that it

provided an immediate response to families and it was an alternative to charging the youth.

- Two police made specific comments about the program; (1) it was underutilized and it would be better if the counsellors were on the road; and (2) BYS needed to improve the time it took them to respond to a referral.

- One police officer stated BYS had good credibility and success with police, families, and youths.

4. Summary

Most of Burnaby's community social service workers were reasonably knowledgeable about BYS program objectives and target population. Most had some personal contact with both BYS counsellors. In addition, all stated that there was a lack of resources in Burnaby to deal with at-risk and delinquent youths. Many of these programs and agencies had received referrals from BYS to deal with youths or families requiring different or more intensive services. However, oddly, only one of these agencies had referred to Burnaby Youth Services an at-risk or delinquent youth. Although it is likely Burnaby social workers encounter many at-risk youths while working with severely disturbed families or siblings why they do not make referrals to BYS is unknown. It could be that these agencies are somewhat reluctant to share their cases with another community program until it has proven itself or becomes more established in the community.

A number of concerns about BYS were expressed. A few social workers commented that the schools and community did not support or have full knowledge of BYS, that BYS staff were not available in the evenings and on weekends, and that BYS was too closely associated with the police--that the BYS should get out in the community more. One social worker felt that the RCMP were not supportive of the

program and that the referral process through the police system was too slow. In some ways, such criticisms about Burnaby Youth Services are unfair since these social workers seem to have done little themselves to facilitate a closer working and referral relationship with BYS.

At the time of the evaluation, Burnaby elementary and junior secondary schools, also, were not making many youth referrals to Burnaby Youth Services. Only six out of 40 schools (15%) had made a referral to the program and only these six elementary schools were completely knowledgeable about the objectives and target population of BYS. Another 18 schools however were aware of the existence of the program (although they stated they were not sure how or what type of youth to refer to the program). While most of the Burnaby schools stated they did not have much of a problem with delinquent youths in their schools and felt they had adequate resources within the school system to deal with isolated cases of delinquency, almost half of the schools who stated they had some delinquency problems were also ones who stated they were unaware of the existence of BYS. It is hard to say whether these schools would have turned to BYS for assistance if they had known of its existence. Possible reasons for the lack of youth referrals by schools to Burnaby Youth Services include 1) the schools have adequate in-house counselling services to deal with early youth and family problems, 2) there are adequate resources to schools through other established Burnaby services organizations and thus there is no need to refer to a new social service, 3) schools do not want to refer to BYS for fear that parents would dislike the program's close association with police, and/or 4) at the time of the survey there was inadequate time (the program had

only been in operation one year) to develop a trusting referral and information sharing relationship. Information was not available to determine which if any of these reasons was primarily responsible for the lack of school referrals, although it is likely they all operate in some degree.

Since the police are BYS's primary source of referral of young potentially delinquent and minor delinquent youths, the most serious problem that can affect BYS operations, credibility, and effectiveness is lack of support and understanding from the Burnaby RCMP. The evaluation interviews revealed that this was somewhat of a problem.

Most of the police recognized they could perform a vital function in identifying children and youths at-risk for later or continued involvement in delinquent activities. Yet, they seemed reluctant to refer these youths to social service programs in order that the program intervene and correct the problems precipitating or contributing to delinquent activities. This reluctance could be a function of 1) well-ingrained personal biases toward social services in general, 2) unawareness of how the program could reduce their workload as well as reduce repeat involvement by youths in delinquent activities, 3) lack of senior management endorsement of referral to BYS as an important activity equal to the investigation and charging of juvenile offenders, and/or 4) lack of trust and rapport with the individual social workers employed in the program.

Interviews with Burnaby police revealed that some of these factors were operating. Most police interviewed felt that what was needed with troublesome or delinquent youths was more punitive action

by the courts, this being seen as the only way to reduce juvenile crime. Generally, most of the police interviewed had a fairly negative attitude toward social services and crime prevention strategies as a means to prevent or reduce crime and delinquency. In addition to these general attitudinal biases two other factors contributed to Burnaby RCMP's lack of support for Burnaby Youth Services: (1) insufficient communication, information sharing, and day-to-day association between the BYS counsellors and the general duty police and, (2) lack of understanding and knowledge by the general duty police on the objectives, target population, and the preventive corrective philosophy of the BYS program. Most of the Burnaby police were unaware of BYS's criteria for youth referral to their program although most had formulated their own criteria for charging youths, releasing them, or referring them to BYS. In some cases, this was consistent with BYS criteria; in other cases, it was clearly in opposition (e.g. one constable would refer only multiple offenders).

Approximately half of the interviewed Burnaby police saw BYS as a diversion program - a simpler and less time-consuming alternative to processing juvenile cases through the courts - a process which tends to be perceived by these police as non-punitive and time-consuming. These police did not understand the rehabilitative, preventive function of BYS. Most of these police were ones who stated they did not really know what were the BYS objectives and target population.

Many of these police were not concerned with preventing delinquency by resolving family and youth problems. Rather they were

concerned, primarily, with reducing the police workload dealing with juvenile problems. By this standard of performance, most of the Burnaby RCMP were quite satisfied with what BYS had done for them.

The remaining half of interviewed police were highly satisfied with how the program reduced their workload, but were somewhat negative about the programs success in preventing repeat involvement by youths in delinquent activities. It is hard to say whether comments of dissatisfaction by these police were merely a reflection of their own biases against social services or the individual counsellors, a function of the poor communication between BYS staff and police, or inadequate understanding of what kind of success BYS can have with youths and families or a reflection of their own notions about the state-of-the art of delinquency prevention in general. It could be that many police expect unrealistic results (i.e., a complete elimination of delinquent behaviour) or they are wholly pessimistic about rehabilitative strategies.

Poor communication and information sharing between the BYS counsellors and the Burnaby RCMP can be attributed to several factors: (1) there was a change of RCMP detachment commanders between the time the program was planned and the time the program was put into operation. The detachment superintendent's time was occupied with the administrative concerns of the detachment and responsibility for the program was delegated to other junior officers; (2) for a time BYS counsellors reported to the OIC in charge of operations; later BYS counsellors were required to report through the commanding officer in charge of the crime prevention unit. (This had led to considerable confusion in the program's

accountability and liaison relations with the police.); and (3) the BYS counsellors are located in a building separate from the police detachment thus they lack the opportunity to interact daily in an informal manner with the general duty police in order to establish trust and facilitate information sharing and feedback. These factors affecting BYS relations with Burnaby RCMP will be discussed in greater detail in the next section.

B. Administrative Factors Affecting Program Delivery

Many administrative elements and events have influenced the planning, implementation and effective operation of the Burnaby Youth Services. While some of these factors are beneficial, many of them have adversely affected program delivery, in particular, the ability of BYS counsellors to establish a close-working, trusting and responsive referral network with general duty police. It must be emphasized that many of these events, while possibly adversely affecting the program, are normal growing pains for a social service program in the first two years of operation, and particularly for social service programs operating within the criminal justice system. Other police-based youth services programs (e.g. those operated in Langley and Richmond) have experienced similar types of problems. A listing of these events or factors is provided to illustrate what kind of situations can affect a program's operation in the first two years and to compliment both Burnaby Youth Services and the Burnaby police for attempting to address and resolve deleterious situations.

Some members of the community have criticized Burnaby Youth Services because they have perceived BYS to be closely associated

with the police, but it appears that, in the first year of its operation, BY'S association with the general duty police was anything but close and cooperative. A number of administrative factors have hampered the establishment of a close cooperative working relationship between BY'S staff and general duty police and between BY'S staff and community agencies. These are discussed below.

- 1) Funding, support and planning of the Burnaby Youth Services program was facilitated by a former detachment commander of the Burnaby RCMP. By the time the BY'S program was ready for implementation, a new detachment commander was on board. Unfamiliar with the planning of the program, the detachment commander delegated responsibility for the program to a sergeant in charge of burglary investigation. Consequently, BY'S staff's contact with senior-level police management was severed, thus making it difficult to air grievances and establish management policies regarding police relations with the BY'S staff. Without active top-level management endorsement, it was very difficult for BY'S staff to establish procedures with general duty police for referral and follow-up of delinquent and potentially delinquent youths and to resolve day-to-day operational problems impeding close working relations between police and BY'S.
- 2) By September, 1980 the official responsibility for BY'S operations was transferred to the officer in charge of the crime prevention unit. A complicated and somewhat cumbersome accountability administrative structure was adopted. While BY'S staff were required, now, to report to the sergeant in charge of the CPU for all police liaison and day-to-day operational matters, they were also permitted to deal directly with the inspector in charge of operations on administrative matters and through him to the detachment commander on special problems. While this arrangement should have facilitated better on-going access by BY'S with detachment management, in practice it has been a one-sided arrangement. BY'S staff would initiate contact with the inspector in-charge of operations and the detachment commander regarding policy decisions to be made on selected matters. However, typically, responsibility for action on these selected matters would be delegated down the ranks to the CPU or someone else. This often resulted in no or inadequate attention to the matter. At other times, the policy decision regarding BY'S operations would be taken completely out of the hands of the BY'S staff and a unilateral decision would be made by police management. Many times BY'S staff discovered that they had not been consulted at all on policy and administrative matters regarding BY'S operations.

This has led to a feeling of frustration between BY'S staff and police management hampering ongoing and open communication on all matters.

- 3) Staffing problems within Burnaby Youth Services has also contributed to problems establishing BY'S credibility and reciprocal communication in the community and with the police. The program supervisor hired the first year lacked the initiative and motivation to overcome these problems and to consolidate BY'S place in the community and in the police system. Later, under pressure to deal with this issue, the program supervisor submitted his resignation July 1981. The junior counsellor assumed the supervisor position and has proceeded to address these issues.
- 4) As members of a municipal employees union, BY'S staff were out on strike for thirteen weeks between January and March 1981. Not only were BY'S clients deprived of continued service and counselling, but BY'S relations with general duty police were harmed. Without access to BY'S counselling, general duty police who had previously made referrals to the program ceased identifying and referring problem youths. They soon reverted back to dealing with juvenile offenders in ways existing prior to the development of BY'S. It was many months following the counsellor's return to work before police again were consistently referring problem and first-offender youths to BY'S.
- 5) The Burnaby RCMP detachment receives many new police recruits for training and transfer to other detachments. This has made it difficult for BY'S staff to establish personal communication with all of the general duty police who handle juvenile problems. Unless BY'S staff speak to the constables at their zone meetings or go out on patrol with individual officers, they have a difficult time establishing and maintaining contact with all new police transferred to Burnaby. Although BY'S has requested that all new police officers transferred to Burnaby are introduced to BY'S staff as part of their orientation, at the time of this study, this generally has not been done. If BY'S staff are to spend sufficient time counselling youths and families, they do not have the time available on evenings and weekends to initiate regular, personal contact with all police constables. Each zone commander must assume some of this responsibility for the training and education of new Burnaby police recruits about the Burnaby Youth Services program.

CHAPTER VII

SUMMARY AND DISCUSSION OF RESULTS

The evaluation study of Burnaby Youth Services was designed using a goal-oriented systems approach to evaluation. An attempt was made to examine all aspects of program delivery and resources, all elements of program management and all socio-political characteristics of the community in which the program operates to determine how they affect program efficiency and effectiveness. Program efficiency and effectiveness was measured in terms of success in maintaining or achieving a pre-evaluation defined model of planned program operations and objectives. Using this approach to evaluation, four evaluation research questions were formulated (a discussion of some of the limitations of this approach to evaluation will be provided later).

Results from this evaluation study of Burnaby Youth Services can be summarized and discussed in terms of the original four evaluation research questions. The first research question was:

- (A) To what extent does Burnaby Youth Services provide services and operate according to the conceptual model initially outlined?

The evaluation results show that in terms of the defined target population of 118 clients referred to Burnaby Youth Services from August 1st, 1980 to January 31, 1981:

- (i) Seventy-three percent of referrals were appropriate as defined by the program model target population criteria;
- (ii) Sixty-six percent had no previous police record of delinquent activity (other than the offence leading to a referral);

- (iii) Twenty percent had two or more previous offences (These youth were considered inappropriate and not accepted by BYS);
- (iv) Sixty-four percent were within the age restrictions recommended for program acceptance, between six and fourteen years of age;
- (v) Twenty-eight percent were youths exhibiting potentially delinquent problem behaviour;
- (vi) Seventy-two percent of the youths were referred for committing a delinquent offence.

These results indicate that most of the Burnaby Youth Services referrals were in line with the intended target population, that is, they were young problem behaviour youth with no involvement or only minor involvement in actual delinquent activity. Most of the referrals judged inappropriate were youths with a history of multiple delinquent activity (one youth had had 24 previous offences).

The evaluation results about program service show that:

- (i) Of the twenty-seven percent (N=32) of referrals to BYS which were inappropriate (as defined by target population criteria in line with the program objectives) these referrals were rejected outright (N=18, 56%) or referred elsewhere (N=14, 44%);
- (ii) Of those appropriately referred to BYS, (N=86), 37% (N=32) received information/consultation, 25% (N=22) received brief counselling services, 6% (N=5) were referred elsewhere, 12% (N=10) received short-term counselling and 20% (N=17) were appropriate but received no assistance because the family refused assistance (4%) or the BYS counsellor was unable to make contact with the family (16%);
- (iii) Most families had one or two counselling sessions with the Burnaby Youth Services counsellors;
- (iv) In 22 out of 31 cases (71%) counselling, or consultation was with the youth and at least one parent; in 6 (19%) cases, counselling was provided to the youth alone; in 3 (10%) cases to parents alone;

In sum, these evaluation results show that for the most part

Burnaby Youth Services operated as conceptually planned. They provided brief and short-term counselling assistance to 37% of their appropriate referrals and information or consultation (37% of all appropriate referrals) to most of the remaining cases. The only problem seemed to be the high number (16%) of appropriate families referred that were not contacted. It appears that one staff counsellor was using an inappropriate method of seeking contact with families (sending out letters). Once this practice was discontinued and instead families were telephoned, the number of failures to contact referrals dropped dramatically.

Evaluation results show that Burnaby Youth Services received most of their referrals from the police (79%). The remaining referrals were made by parents (14%), schools (5%) and the fire department (1%). It was evident that they had an inadequate referral relationship with the social service professionals and in the community.

Thus, in answer to the first evaluation research question, one would have to conclude that BYS operated in a manner consistent with its conceptual model in terms of client population and services provided. But although they met regularly with community social workers in interagency meetings they were unable to establish a strong communication and referral network with Burnaby Schools and with Burnaby social service professionals.

The second evaluation research question was:

- (B) To what extent are process objectives as specified in the conceptual model being met?

The following process (operational) objectives were selected for evaluation:

- (1) The extent to which only appropriate referrals are being referred to the program, that is youth 6-14 years of age referred for a delinquent offence, who had no more than one previous offence, or behaviour problem youth 6-14 years of age who have had no previous offences;
- (2) The extent to which a response is made quickly (within 2 days) to each referral regardless of its appropriateness;
- (3) The extent to which all inappropriate referrals are referred elsewhere or returned to the referring source for more action;
- (4) The extent to which all appropriate referrals are assessed and given information/consultation, referred elsewhere, provided with brief service counselling or short-term counselling;
- (5) The extent to which all appropriate referrals are assessed and contacted within 2 weeks;
- (6) The extent to which other members of the family participate in counselling with youth.

Evaluation results indicated that BYS met most of their operational objectives pertaining to client services. As stipulated in the program model and process objectives, BYS accepted only clients that met the following defining criteria: resident of Burnaby, referred by the RCMP, schools, social service agency or parents themselves, and not emotionally disturbed or physically handicapped. They provided all appropriate referrals with direct assistance or conducted an assessment and referred them to another social service agency.

Results indicated that Burnaby Youth Service was unable to respond to all or most referrals within two days as specified in the process objectives. However, although only 48% of the referrals were

responded to within two days, a total of 77% were responded to within one week. Seventy percent of the 37 families seen in person were assessed and began counselling within 2 weeks. It appears that BYS had some difficulty contacting most of their families within 2 days but once this contact was made (usually within a week) they were able to get most of these families into the office for assessment and counselling very quickly. While BYS responded fairly quickly to the referrals it appears that in most cases (70%) the referral was not made by police or a community agency until one week after the problem or delinquent incidence. Thus for most families (N=26 out of 32 counselled families) there was a three week interval between the problem occurrence and counselling. BYS was not intended to operate as a quick response crisis intervention service, but it did want to establish contact with families while the problems were still fresh. In a few cases (N=11) the length of time between the problem occurrence and contact from BYS was so long that it is questionable whether families would be able to remember all the dynamics of the problem or be receptive to counselling.

Data also showed that in the majority of cases, (22 out of 31 families; 71%) BYS met their objective to involve parents in counselling over their youth's problem or delinquent behaviour.

The third evaluation research question was:

- (C) To what extent does Burnaby Youth Services meet program impact objectives for clients?

The following impact objectives were selected for evaluation:

- (1) The extent to which there has been an increase in harmonious and healthy interpersonal relations in the family (quality of family interactions) as measured by standardized instruments, family self-report and counsellor

observation;

- (2) The extent to which youth's anti-social negative or delinquent behaviour has been eliminated or has improved as measured by counsellor clinical observation, police records and parent self-report;
- (3) The extent to which individual family problems have been resolved as measured by goal attainment scaling techniques.

If all referrals provided with assistance from BYS are examined it can be concluded that BYS achieved its impact objectives for at least half of its clients. Evaluation results show that:

- (i) Sixty-four percent of the cases terminated assistance from the BYS counsellors with mutual consent because problems were resolved or under control;
- (ii) Of all delinquent youths who received BYS assistance, (N=38) only 8 (21%) had repeat contact with police. This is in dramatic contrast with 45% (N=9) of the non-counselled comparison group of youths (N=23) who had repeat contact with police over the same period of time;
- (iii) Of all behaviour problem referral youth who received BYS assistance, 32% had further contact with police. This number appears to be quite high but the reasons cannot be interpreted as there was no comparison group of youths who had the same problems but received no counselling or consultation services;
- (iv) At BYS termination, 16 families (57%) of BYS clients provided with assistance were judged by the counsellors to have made good improvement. Another 6 (21%) were judged to have increased their awareness of their family and/or youth problems. Six families (21%) were clinically judged to have not improved at all or to have deteriorated;
- (v) Follow-up assessment of 38 families three months later indicated that 25 families (66%) reported that family relations and youth behaviour were either okay, good or excellent. Thirteen families (34%) reported that conditions were poor;
- (vi) Sixteen (80%) out of twenty families judged by counsellors at BYS termination to have made some progress were those who reported 3 months later to be functioning well or excellently;
- (vii) For ten clients who received more intensive short-term counselling, however, there was little or no progress

towards improved family relations, youth behaviour or individual objectives. One family clearly deteriorated, two families showed some improvement and the remaining stayed about the same. Six of the youths had repeat contact with police within 3-4 months after BYS termination. A comparison of these ten families and youths with all BYS clients and a non-counselled comparison group from another community revealed that these families were not a representative sample of the total group of families helped by police-based youth and family service programs. These ten families, in isolation, represented a subgroup of families referred to police-based youth and family services with more severe problem characteristics than the remaining families. Proportionately more of the youth in this small subgroup of families in contrast with youth in the larger population had prior delinquency involvement at a younger age and had prior involvement with other social services.

Excluding this small group of youths and families, it appears that more than half of the youths and families can be said to be functioning well following their referral to BYS. Repeat incidences of youth contact with police also was lower for BYS referrals (as a whole) compared with a non-counselled comparison group. Based on this comparison (45% vs 21%) one can tentatively suggest that BYS intervention contributed to improved youth and family situations among some families and was instrumental in preventing some youth from becoming further involved in delinquent activities. The magnitude of this contribution or success is difficult to determine as many of the families and youth may have improved regardless of BYS intervention. Also, although the comparison of recidivism rates of all BYS youths with a comparison group suggests that BYS successfully prevented further delinquencies in 24% of their referrals (45% recidivism rate for the comparison group minus the 21% recidivism rate for the BYS youth), it may be that other extraneous factors (characteristic of the BYS youths and not the comparison group youths) can account for this result. However, in spite of these

reservations one must conclude that BYS has successfully assisted many of the families and youths referred.

The fourth evaluation research question was:

- (D) To what extent does the environment and the organizational structure of Burnaby Youth Services facilitate effective delivery of services to clients?

Burnaby Youth Services is highly influenced by the socio-political environment in which it operates and by its position in the police organizational structure. Since BYS is administered by police it is expected that BYS would respond primarily to youth referrals made by police but still receive referrals from the community. In fact BYS receives almost all its referrals from police. This dependency of BYS on police referrals was established by the fact that many community service agencies and the schools indicated they would not make much use of the BYS program (either because of its newness or because of its association with police).

An examination of BYS relations with police, as both administrators and a source of referral, however revealed that despite BYS's dependency on the police for referrals, they were not well supported by the police. The number of appropriate referrals from police was considered low by program counsellors - only 75 referrals over 6 months. This is an average of 12 appropriate referrals per month from police. The monthly average number of appropriate referrals from all sources is 14 referrals. (Other youth and family service programs in the province report monthly average referrals rates only slightly higher than this; Langley Youth and Family services report 17 referrals per month, but this program

receives more referrals from the community social services and school than does Burnaby Youth Services and it resides in a community one third the size of Burnaby.)

Interviews with police general duty officers revealed that while they supported the idea of a program to which they could refer their troublesome youth (a majority of their calls involve juvenile problems), they did not know much about the BYS program--what it did or how it helped youths and families. The interviews revealed also that there was considerable confusion regarding the type of youths to be referred and how to process the referrals quickly. (Many of the constables were unaware that while all recommended juvenile referrals to BYS had to be recorded on the police incidence report and processed through the police system, the investigating officer could speed up this process by making a copy of his report and sending it directly to BYS.) It was also apparent that the location of the program (separate from the police building) was a major hindrance to the development of good rapport between BYS counsellors and police. There was little opportunity for BYS counsellors to interact on a day-to-day basis with police in order to provide informal and immediate feedback to police officers regarding their referrals and to educate police on the critical role of social workers within the field of crime prevention. All of the interviewed police officers supported the BYS program because it reduced the amount of time they needed to spend investigating a case (a valuable side-benefit of the program) but only half of them seemed to have a concept of the program as an early intervention crime prevention program.

In addition to these factors, several changes in BYS's reporting

relations to the Burnaby police and staffing problems within BYS itself (a 13 week municipal employees strike and resignation of the program supervisor) absorbed a considerable amount of staff time and energy, affecting their ability to respond quickly and effectively to families and youths.

On the whole, this evaluation study has shown that Burnaby Youth Services is operating on the right track as an early intervention juvenile crime prevention program and appears to be helping many youths and families. But its efficiency of operation and overall success seems to have been attenuated by many factors, in particular (1) poor communication, acceptance and support from the Burnaby RCMP (2) poor support, in the way of referrals, from the Burnaby social service community (thus leading to a dependency by BYS on police referrals), and (3) program instability caused by a 13 week municipal employees strike, resignation of the first program supervisor and changes in administrative reporting relationships. All of these factors can be considered to be normal growing pains for these types of programs (managers of Langley Youth and Family Services and Richmond Early Intervention report similar type problems). However, they do affect program efficiency and effectiveness and thus need to be resolved in order to ensure ongoing program survival.

It should be noted that this evaluation study has deliberately examined the Burnaby Youth Services program in terms of its success in operating as conceptually planned and in attaining its stated program objectives. This is the nature of a goal-oriented approach to program evaluation. While this is a valid method for evaluating program success (one that most funders are concerned with), it often

fails to represent the total value of a program. In addition to success (in some degree) in meeting designated program objectives, most programs have other side-benefits. In some cases the side-benefits, to certain audiences, are more important than the program objectives.

Evaluation of Burnaby Youth Services reveals that this is the case for many police constables of the Burnaby RCMP. Reducing the amount of time police need to spend investigating a delinquency offence involving a young first-or second-time offender is clearly an unintended goal of the program but for many police the attainment of this goal is the most important accomplishment of the program.

While this evaluation of Burnaby Youth Services did not attempt to investigate all the unintended effects of the program, it did uncover some. A final assessment of the program's success and value should take into consideration its movement toward greater effectiveness in terms of defined objectives and also other side-benefits of the program to the police, the community, and to families.

CHAPTER VIII

EVALUATION FEEDBACK AND PROGRAM MODIFICATIONS

Data collected and analyzed during the BYS evaluation period was fed back to the program counsellors. Where it was possible to identify areas of program ineffectiveness and delivery inefficiency and to uncover underlying reasons for these problems, modifications in program operations were made. Many of these modifications were instituted by one program counsellor following her promotion to the supervisor position and the resignation of the first supervisor.

One of the primary problems affecting the program's ability to gain access to minor delinquent or potentially delinquent youths under the age of 14 years was poor relations with the Burnaby police. The general duty officers had very little understanding of the programs operation, its objectives, services and appropriate target population, and, in addition, did not know the counsellors well enough to initiate open communication about their juvenile cases. In order to address this problem, over the spring, summer and fall of 1981, BYS counsellors undertook the following measures:

- (i) They increased their frequency of riding along on patrol with police. Each ride-along generally generated a number of youth referrals during the following week and more frequent conversations in the future between the counsellors and the police members on shift during the ride-along.
- (ii) They formalized the BYS orientation procedure for new recruits to the Burnaby detachment. A requirement was made that during recruit field training, each police member must meet with the counsellors for orientation to the resources of Burnaby Youth Services.
- (iii) They formalized a request (which was officially endorsed) for BYS to move into the Police building. In light of a possible perception of stigmatization should the program be housed with the police, a poll of major community agencies and clients was conducted to determine their response to

receiving counselling services operating directly out of a police department. All were in favour or said it made no difference. A written report was submitted to the superintendent in charge of the detachment, the municipal manager and to any community citizen group concerned about the matter. It was felt that opportunity to interact on a day to day basis with general duty police would facilitate more referrals, better understanding of the program and greater understanding of the respective police and social worker roles, and more open trust and communication. Relocation of the Burnaby Youth Services office is expected to take place in the Spring of 1982 when construction of the new Burnaby police building is completed;

- (iv) A compressed work schedule for the counsellors was instituted (four 10 hour days/week) so that program counsellors could be available to police and families during evening hours as well as during the day.

Another problem area affecting BYS program effectiveness concerned the lack of community service agencies referrals to the program. BYS undertook a number of actions to promote the existence of BYS to the Burnaby community and to better inform social service professionals in the community about the type of services available for families and potentially delinquent youths:

- (i) Burnaby Cable 10 T.V. interviewed the program supervisor about the youth services program. The thirty minute interview was broadcast three times during the summer of 1981 and portions of the interview were included in a one-hour documentary "In the Name of the Law" about the juvenile justice system in Burnaby;
- (ii) A referral system was established with youth intervention programs in Coquitlam and New Westminster so that Burnaby resident youths referred to social services in Coquitlam could be referred to Burnaby Youth Services and vice versa for Coquitlam or New Westminster resident youth apprehended by Burnaby police;
- (iii) Letters were sent to fifty family physicians in Burnaby informing them of the availability of Burnaby Youth Services. BYS counsellors had found that many parents sought advice from their physician on early behavioural problems and obtained no information on where to seek early assistance;

- (iv) In September and October of 1981, the third formal presentation on the Youth Services program was made to elementary school counsellors, public health nurses, social workers at five district offices of the Ministry of Human Resources, probation officers and family court workers during meetings of Castburn, Lockdale and Stoney Creek Inter-agency Worker Groups. The purpose of these presentations was to introduce the Burnaby Youth Services staff, describe the program objectives and encourage referrals. It is intended that presentations to these groups will be made once a year to provide an informational update to the community service network.
- (v) A "Description of Service" statement on the Burnaby Youth Services program was submitted for publication in local newspapers, the Burnaby Municipal Bulletin, and Community School Newsletters during August and September, 1981 in the hope of reaching families directly for self-referral.

Some problems existed around program reporting and accountability to the Burnaby Police. During the first year of operation Youth Services staff were required to meet irregularly with a sergeant in charge of burglary investigation and had little opportunity to coordinate their program with other crime prevention activities operating within the detachment or to discuss problems of police/social work relations with senior detachment administrators.

These matters were brought to the attention of the superintendent in charge of the Burnaby detachment. Meetings were conducted with program staff, Burnaby RCMP administrators and the Ministry of the Attorney General program consultants to clarify program goals and objectives and to establish a formal accountability structure for the Burnaby Youth Services program so that program staff would be able to interface with both the Crime Prevention Unit and Senior police management.

Evaluation data collected on service delivery indicated that only a small percentage of the referrals could be responded to within two days. BYS staff found that it was unrealistic of them to expect

to make contact with all families within two days as, more often than not, several telephone calls had to be made during daytime and evening hours to make initial contact with the family. And referrals on Fridays or weekends generally could not be dealt with until Monday. BYS program counsellors thus decided to change this process objective and instead make it their objective to seek to establish contact with families within one week of the referral.

Evaluation data indicated that over 72% of Burnaby Youth Services referrals were delinquent youths. They were not receiving many referrals of potentially delinquent problem youths (only 27%). Efforts to encourage police to make more referrals of non-delinquent problem youths were rewarded. The May 1 to August 31st, 1981 statistics revealed that 42% of referrals (as opposed to 27% for the previous six month evaluation period) were non-delinquent problem behaviour youths. Half of these cases involved family problems and runaway youth behaviour.

Despite attempts to alert individual police constables about the appropriate criteria for youth referral the 1981 statistics for May 1st to August 31st indicated that BYS was still receiving a high percentage of inappropriate referrals. Of 118 referrals in these four months, 23 (20%) were inappropriate.

However it is apparent that despite these inappropriate referrals, the total number of appropriate referrals had increased dramatically (an average of 24 referrals from all sources per month), apparently most of these being from police. It appears that BYS has been quite successful in encouraging more Burnaby police to make referrals to the program (even though some of them may be inappropriate).

In response to these 95 appropriate referrals Burnaby Youth Services provided brief counselling to 23 families (24%), short-term counselling to 11 (12%), information or consultation to 34 (36%), referral to another agency for 24 families (25%) and no service to only 3 families (3%) who refused. These statistics are very similar to those during the evaluation period except that BYS was able to provide some sort of service to almost all of their appropriate referrals.

Statistics for May to August 1981 also indicated that even more of the referrals were coming from police (87%). Sex and average age of the referrals for the four month period May to August remained approximately the same as for those referred during the six month evaluation period.

On the whole, one would have to conclude that, in the six months following the evaluation period, program staff have made valuable use of the evaluation findings. Concerted efforts have been made to address some of the problems affecting program efficiency and effectiveness. Some of these efforts have been immediately successful, in particular their effort to encourage more police to make referrals to the program. This is probably a good indication that police are being much more supportive and accepting of the program.

Further comments on the Burnaby Youth Services Program for the post-evaluation 6-month period January 1 to June 30, 1982 are provided in Appendix I. The current program supervisor has continued to address the evaluator's recommendations and the BYS program is continuing to operate in line with program objectives.

CHAPTER IX
RECOMMENDATIONS

In summary, evaluation of Burnaby Youth Services revealed that the program was operating primarily as it had been planned and that it was achieving (in some degree) its objectives for more than 50% of its clients. The evaluation also revealed sources or causes of inefficient and ineffective program operation. It was obvious throughout the evaluation period and later the feedback and modification period that Burnaby Youth Services was suffering both internal and external problems. While these problems definitely affected operational efficiency and productivity, it is hard to say how much these problems affected counselling success with individual youths and families.

Immediate feedback of evaluation findings has resulted in immediate action taken by program staff to address problems affecting program efficiency and effectiveness. Some problems have been resolved, others have proved to be more intractable. A discussion of the nature of these problems is contained in Chapter VII. This chapter will merely refer to these issues and recommend appropriate remedial actions or endorsement of actions presently being taken, where staff have already begun the process of rectifying certain problems.

Recommendation One

Program Staff should continue to monitor all requests for assistance from the police and community and all youths referred to their program even if little or no action is taken. In this way, program staff can measure the volume and type of demands for service. If BYS staff cannot provide assistance to all requests for assistance, then they must consider whether it is a result of lack of program resources (staff and funds) or because the program was not designed

to address the particular problems being referred. While BYS rejected these cases as outside the parameters of their program model, they might consider why these youth are being referred--is there a lack of treatment programs in Burnaby for these youths, are police and community professionals noticing only these youths and not the potentially delinquent behaviour problem youths? Do police and community professionals understand the philosophy of the program and understand that in two years time there may be relatively fewer multiple offenders if one intervenes early with youth to halt the process?

Recommendation Two

Workshops and seminars should be conducted annually for police and school personnel on the early intervention delinquency philosophy of the Burnaby Youth Services program and on how to identify the potentially delinquent problem child from other types of problem behaviour. Some behaviour exhibited by youths entering adolescence is normal, albeit eccentric or annoying to parents. Other behaviour is symptomatic of underlying disturbance in the youth or within the family, and if not addressed may intensify and bring the youth into conflict with the law. Police need more direct training on how to make this distinction before they are capable of referring many youths to programs like BYS. These actions may lead to a decrease in the number of inappropriate referrals but, most importantly, police may come to understand better the philosophical and therapeutic model of Burnaby Youth Services.

Recommendation Three

An ongoing follow-up assessment of families following BYS intervention to monitor how satisfied families are with the service they receive and whether there has been any stable improvement in the family situation or in their youth's behaviour should be maintained. Most importantly, the follow-up assessment provides an opportunity to gain reentry to the family if the family or youth is continuing to experience troubles.

Recommendation Four

An automatic system should be instituted with police so program staff can receive immediate notification when former BYS youth referred by police come to the attention of police again. This requires marking the card or computer file of every youth referred to BYS. This is a BYS staff responsibility. Police card or computer readers must assume responsibility for checking for this information on all juveniles involved in an investigation (this must include suspected or actual accomplices as well as apprehended youth). If information on a previous referral to BYS is stored in a computer files, then procedures can be instituted for this information to be automatically printed when the youth's name is cued into the system. Finally, BYS staff must be immediately notified of a repeat incidence even if the investigating police officer chooses not to refer the youth back to BYS. Although it depends on what police action is to be taken with the youth, the BYS now have the option of refocusing attention on the

youth and family and tracking how effective they have been in reducing repeat involvement in delinquency activities.

Recommendation Five

Program staff should engage in more frequent day-to-day social interaction and case consultation with police members. Possibly staff could prepare a bi-weekly or monthly newsletter providing non-confidential information on progress made with youths and families referred by police members. This is one method of reinforcing them for making these referrals (since it is a public report), providing them with some regular feedback on the program's progress with the youth, and most importantly, providing ongoing information to police members about types of delinquency problems and the principles of social service and therapeutic intervention.

Recommendation Six

BYS staff should maintain frequent participation in some police functions such as attending patrol meetings and riding-along on patrol. This is primarily for the purpose of understanding more about the police system and the kind of work police officers are asked to perform. Before social workers can expect police to be willing to understand social work and acquire skills in social service intervention and assessment, they must be willing to understand police work and endorse their principles.

Recommendation Seven

More intensive effort needs to be made to dissolve barriers between the community (primarily the schools) and the Burnaby Youth Services Program. Efforts begun in the months following the evaluation period to publicize the program through television and print media are definitely in the right direction. Possibly personal soliciting with public health officers and school counsellors or principals would increase initial referrals until a more permanent network of communication and trust is established.

Recommendation Eight

BYS staff credibility, integrity and dedication are critical ingredients for establishing close working relations and open communication between the program and police or between the program and the social service, mental health or education sector. These types of programs do not operate within the secure structure of a bureaucratic organization. In addition they must function simultaneously within and serve the needs of two very different systems: the justice system and the social service system. Only exceptionally dedicated and perceptive individuals could work successfully in this kind of environment. The point to be made here is that when hiring any staff careful attention must be given to selecting those technically qualified with good interpersonal skills, and a willingness to devote considerable time and energy to their job for a reasonable period of time. Lack of staff motivation and/or

high staff turnover can destroy a program's credibility in the community.

Recommendation Nine

Careful consideration should be given to the issue of whether police-based youth and family services should be a contract service to police departments for a specified period of time or whether it should be a municipal program run by municipal employees. Contract services tend to be more responsive to the program funders and administrators, modifying the program as needed to reflect the needs of the community. Municipal programs operated by municipal union employees are often regulated (and sometimes restricted) by union concerns unrelated to the needs of the client population. On the other hand contract services are much more insecure financially than municipal employee services and thus have a shorter survival potential.

The nine recommendations presented above are meant to be taken as constructive statements on issues for consideration. Suggestions are given to address some of the problems affecting BYS's efficiency and effectiveness.

Many of the problems experienced by Burnaby Youth Services are typical growing pains for a social service program, particularly one trying to establish communicative and supportive relations with both police services and social services (two historically polarized systems). This is not an easy task and no prescribed course of action exists to guide the administrators and staff of such programs. This evaluation has succeeded in assisting administrators and program staff to recognize some of their problems at an early stage and to take specific actions to promote the establishment of a credible and effective service in their community.



APPENDICES

APPENDIX A

The Evaluation of Burnaby Youth Services:

Terms of Research Agreement

APPENDIX A

The Evaluation of Burnaby Youth Services:

Terms of Research Agreement

General Purpose

The Ministry of the Attorney-General, Burnaby R.C.M.P. and the supervisor of Burnaby Youth Services hereby enter into an agreement to conduct a process and effectiveness evaluation of Burnaby Youth Services. (Burnaby Youth Services is a family counselling program for pre-delinquent and first offenders).

The purpose for the evaluation from the position of the Ministry of the Attorney-General is to:

- (1) document the process for operating a preventive program for juvenile delinquency
- (2) to assess whether a short-term family counselling program prevents or reduces delinquent behaviour in youths, and
- (3) to identify critical aspects about the program that are necessary for effectiveness.

The purpose for the evaluation from the position of the Ministry of the Attorney-General, Burnaby R.C.M.P. and the BYS program supervisor is to assess:

- (1) whether the program is operating according to its conceptual model
- (2) whether it is achieving its specified objectives for dysfunctioning families and for youths with behaviour problems and,
- (3) to what degree the environment and organizational structure of the program may be influencing the efficiency and effectiveness of the program.

The specific evaluation questions and research tasks are as follows:

Evaluation Questions

- I. To what extent does Burnaby Youth Services provide services and operate according to the conceptual model that was initially outlined?
 - Task 1. Describe the theoretical basis of BYS, the goals and objectives, program activities and target population as outlined by staff during planning and development of Burnaby Youth Services.
 - Task 2. Describe actual program activities, the characteristics of the target population and actual program outcomes.
 - Task 3. Compare the actual structure and characteristics of BYS to the theoretical and conceptual model.

II. Do the environmental inputs and organizational structure of Burnaby Youth Services facilitate effective delivery of services to clients?

- Task 1. What are the attitudes of the staff, and significant representatives of police, social service agencies, probation and schools toward delinquency prevention and intervention.
- Task 2. Do these delinquency orientations correspond to the conceptual model and the type of services provided.
- Task 3. Describe the degree to which police, social service agencies, probation and schools perceived need for additional services in the community, favored development of BYS, participated in the planning and development and agree on program objectives and type of target population (degree of community support and participation in development of BYS).
- Task 4. Describe the amount of present interaction between the program and police, social service agencies, probation and school officials.
- Task 5. Describe existing and previous problems, severity of the problem, whether it was overcome, and whether these problems affect the efficiency and effectiveness of BYS.

III. To what extent are process objectives being met as specified in the conceptual model (process analysis)?

- Task 1. Is BYS providing an immediate response (within 2 days) to a referral.
- Task 2. Is BYS conducting an assessment of all families and youth appropriately referred (as defined by the conceptual model) and providing family counselling for families needing it, information/consultation or referring the family elsewhere.
- Task 3. Does Burnaby RCMP utilize discretion with all first-time offender youths under 13 years by referring them to Burnaby Youth Services.
- Task 4. Does BYS provide information and consultation to parents, schools, police, probation and social service agencies.
- Task 5. Does BYS act as a liaison between police and other community social service agencies, schools or parents.

IV. To what extent does Burnaby Youth Services meet program objectives for clients (outcome analysis)?

- Task 1. Assess degree of pre-program to post-program changes in family interaction patterns.
- Task 2. Assess degree of pre-program to post-program changes in the social behaviour of youths.
- Task 3. Assess degree to which individual client counselling objectives are reached.

- Task 4. Determine whether there is a pre-to-post program reduction in severity or frequency of problem or delinquent behaviour, immediately following counselling, three months and six months to a year following treatment.
- Task 5. Determine the degree to which clients are satisfied with the services they received immediately following counselling, and three and six months later.

The Research Design

Evaluation questions I, II, III, and IV (5) will be non-experimentally assessed through direct self-report and monitoring data-collection procedures. Evaluation question IV, Tasks 1,2,3 and 4 will be assessed by means of a quasi-experimental design in which a matched comparison group will be used to control for the possibility that youths and families may improve irrespective of the counselling intervention. This quasi-experimental design is represented by the following model:

Experimental Group	1st assessment	counselling	2nd assessment
Comparison Group	1st assessment	no counselling (same period of time)	2nd assessment

Success in meeting objectives for the experimental group is measured by calculating the amount of change from 1st to 2nd assessment, for the experimental group minus the amount of change from 1st to 2nd assessment for the comparison group that received no counselling between assessments.

Data Collection Procedures

The following categories of information will be collected on all clients who were referred to Burnaby Youth Services during the 6-month period August 1, 1980 to February 1, 1981: biographical data
delinquency history (12 months prior to referral)
type of action taken on referral
reoccurrence of delinquent/problem behaviour
counselling status
(see client description form - Burnaby Youth Services)

The following instruments or questionnaires will be used before and after counselling is provided to assess client change.

<u>Variables</u>	<u>Assessment instrument</u>
1) family interaction patterns	Ittelson Family Observation Schedule
2) social behaviour of youth	Jesness Observer Behaviour Checklist
3) individual client objectives	Goal attainment scaling
4) frequency of delinquent behaviour	police records
5) client satisfaction	self-report questionnaire

A three and six-month follow-up assessment of the status of a youth and family will be conducted by having the counsellor contact all families that received two or more sessions of counselling. The counsellor will inquire whether the family is functioning adequately. If a positive response is obtained, no further questions will be explored. If a negative response is obtained, more intensive exploration will be conducted to determine whether the problems are new or merely a continuation or resurgence of the old problems.

The staff of Burnaby Youth Services will be interviewed or given a questionnaire to obtain the following type of information:

- 1) the goals and objectives of the program
- 2) the conceptual model and theoretical basis of the program
- 3) the implementation history of the program
- 4) staff attitudes toward delinquency prevention and intervention (delinquency orientation questionnaire)
- 5) staff perception of relations with other agencies/institutions
- 6) staff perception of environmental and organizational problems influencing BYS operation (Environmental and Organizational Problem checklist)

Self-report questionnaires will be circulated to representatives of the Burnaby R.C.M.P., Ministry of Human Resources, Mental Health, elementary and secondary schools, Health Department and Probation to obtain the following type of information:

- 1) community attitudes toward delinquency prevention and intervention (delinquency orientation questionnaire)
- 2) the degree of community perceived need, support and participation in the development of BYS (community involvement questionnaire)
- 3) community's perception of the amount of communication and interaction between each agency/institution and BYS (Inter-organizational Relations Inventory)
- 4) community perceptions of the existence and severity of environmental and organizational problems affecting the BYS operation (Environmental and Organizational Problem Checklist).

Police records will be examined monthly to determine the number of previous offences, the type of offences and the disposition of the cases for all youth (referred to BYC during Aug. 1 to Feb. 1) 12 months prior to referral, while the youth and family is receiving counselling and 6 months following termination of counselling.

Police records will also be examined over a specified period (of at least three months) to determine the percentage of first-time offenders under 13 years of age that are referred to Burnaby Youth Services.

A selection of 25 families from Richmond, B.C. will serve as the matched comparison group. These families have been selected by Richmond R.C.M.P. officers according to the following criteria:

A youth in the family was referred to the Richmond R.C.M.P. This youth can be characterized in one of the following ways:

- 1) has been charged with committing a criminal offence, has no more than one prior criminal offence and is under 13 years of age
- 2) has runaway from home or is frequently in violation of curfew laws (youth is between 5 and 17 years of age)
- 3) exhibits general problematic or destructive behaviour in community, home or school and is in danger of becoming delinquent (youth is between 5 and 17 years of age)
- 4) has been contacted by police but not officially arrested (youth is between 5 and 17 years of age)
- 5) youth is not a multiple criminal offender, severely emotionally disturbed, mentally handicapped, or has been physically abused at home.

It has been previously determined that these characteristics are typical of the type of youth referred to youth services (Langley Youth & Family Services Study). The following information will be collected on the Richmond group

- 1) biographical information
- 2) delinquency history (12 months prior to 1st assessment)
- 3) reoccurrence of problem/delinquent behaviour (12 months following 1st assessment)
- 4) 1st and 2nd (3 months later) assessment of family interaction patterns
- 5) 1st and 2nd assessment (3 months later) of youth social behaviour

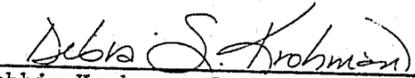
Results from the evaluation (except for the six-month follow-up data) will be available in a report by March 31, 1981.

Additional Conditions for the Collection and Disseminating of Research Findings

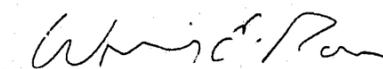
- 1) The staff of Burnaby Youth Services agree to provide all information and carry out all procedures described in the research design. All confidential information obtained will be destroyed or returned to Burnaby Youth Services.
- 2) The staff of Burnaby Youth Services will be required to proofread the evaluation report to correct factual errors and comment on possible areas of misinterpretation. Following this action the final report will be prepared and disseminated by the Ministry of the Attorney-General.
- 3) The terms of research agreement can be changed or amended upon the full agreement of the parties signing below.


Stephen Doig, Supervisor
Burnaby Youth Services

80 July 29.
Date


Debbie Krohman, Counsellor
Burnaby Youth Services

80 - July 29.
Date


Wendy Rowe,
Rowe & Associates

80 July 29.

APPENDIX B

Ittleson Centre Family Interaction Scales.

Serial No. Project No. 120-2-1
 Name Date of Visit
 Age mos. Examiner

Dur. Rx. Pre-admission
 Mos. after admission
 Mos. after discharge

ITTLESON CENTER
 FAMILY INTERACTION SCALES
 (Summary Score Sheet)

	SCORE
GROUP 1: FAMILY INVESTMENT OF SELVES IN HOME	
1.0.1, Maintenance and Furnishings	
1.0.2, Cleanliness and Orderliness	
Subtotal	—
GROUP 2: FAMILY GROUP PATTERNS OF INTERACTION	
2.0.1, Verbal and Nonverbal Interaction	
2.0.2, Family Alignments	
2.0.3, Mutual Warmth and Affection	
2.0.4, Mutual Support and Cooperation	
2.0.5, Mutual Satisfaction	
2.0.6, Common Interests and Activities	
2.0.7, Authority	
2.0.8, Role Functioning	
2.0.9, Family Group Atmosphere	
Subtotal	—
GROUP 3: INTERACTION OF HUSBAND AND WIFE AS MARITAL PARTNERS	
3.0.1, Reciprocal Warmth and Affection	
3.0.2, Balance of Dominance	
3.0.3, Mutual Support	
3.0.4, Cooperation	
3.0.5, Compatibility	
3.0.6, Verbal and Nonverbal Interaction	
3.0.7, Maturity and Interdependence	
3.0.8, Functioning of Husband and Wife in Their Roles	
Subtotal	—
GROUP 4: INTERACTION OF HUSBAND AND WIFE AS PARENTS	
4.0.1, Division of Labor in Care of Children	
4.0.2, Agreement on Rearing of Children	
4.0.3, Sharing of Pleasure in Children	
4.0.4, Mutual Support and Cooperation	
4.0.5, Conformity to Traditional Parental Roles	
Subtotal	—

ITTLESON CENTER FAMILY INTERACTION SCALES (continued)
 (Summary Score Sheet)

	Mother	Father
GROUP 5: PARENT-CHILD INTERACTION		
<i>Subgroup 5.1, Freedom of Interaction</i>		
5.1.1, Overall Interaction		
5.1.2, Verbal Interaction		
5.1.3, Physical Interaction		
5.1.4, Nonverbal Interaction		
Subtotals	—	—
<i>Subgroup 5.2, Emotional Interaction</i>		
5.2.1, Spontaneity of Interaction		
5.2.2, Warmth, Affection and Pleasure		
5.2.3, Decisiveness		
5.2.4, Consistency of Emotional Relatedness		
Subtotals	—	—
<i>Subgroup 5.3, Parents' Acts Toward Child</i>		
5.3.1, Mode of Relating to Child		
5.3.2, Control of Child		
5.3.3, Demands Made of Child		
5.3.4, Imposition of Routines		
5.3.5, Anticipation of Child's Physical Needs		
5.3.6, Meeting of Child's Demands		
5.3.7, Participation in Child's Activities		
Subtotals	—	—
Group 5 Totals of Mother and Father scores		
Average of Mother and Father scores		
GROUP 6: CHILD-PARENT INTERACTION		
6.0.1, Compliance of Child With Parental Control and Demands		
6.0.2, Demands on Parents by Child		
6.0.3, Absence of Marked Preference		
Subtotal		—
Total score*		
GROUP 7: CHILD-CHILD INTERACTION**		
7.0.1, Mutual Acceptance		
7.0.2, Sharing of Parents		

* Use average of Mother and Father subtotals of Group 5, plus sum of all other scores excluding Group 7.

** Score of Group 7 not included in Total score.



APPENDIX C
Jesness Behaviour Checklist

APPENDIX C

Jesness Behaviour Checklist

by Carl F. Jesness, Ph.D.

Sample Items

Never	Not Often	Sometimes	Fairly Often	Very Often	
<input type="checkbox"/>	1. Interrupts or distracts others.				
<input type="checkbox"/>	2. Has been seen to compliment or encourage others.				
<input type="checkbox"/>	8. Agitates, teases, laughs at, or ridicules others.				
<input type="checkbox"/>	12. Makes appropriate responses to others, speaks when spoken to, smiles when others smile at him, etc.				
<input type="checkbox"/>	16. Upset if he can't have or do something right now.				
<input type="checkbox"/>	43. Steals or takes things without permission.				
<input type="checkbox"/>	50. Can take kidding or teasing without becoming upset or anxious.				
<input type="checkbox"/>	58. Becomes depressed or withdrawn when frustrated or criticized.				
<input type="checkbox"/>	60. Is short-tempered and quick to show anger.				

Never	Not Often	Sometimes	Fairly Often	Very Often	
<input type="checkbox"/>	21. When corrected, shifts blame, makes excuses, or complains that it is unfair, etc.				
<input type="checkbox"/>	31. Complains about or expresses low opinion of counselors, police, or other authority figures.				
<input type="checkbox"/>	32. Shows initiative: goes ahead to next tasks, makes good use of free time, etc.				
<input type="checkbox"/>	35. Actively resists authority: argues with decisions and complains when told what to do.				
<input type="checkbox"/>	65. Is cheerful. Laughs and smiles.				
<input type="checkbox"/>	66. Becomes aggravated or abusive when frustrated or his will is opposed.				
<input type="checkbox"/>	74. States or demonstrates that he distrusts person in authority such as teachers, counselors, therapists, etc.				
<input type="checkbox"/>	79. Verbalizes realistic understanding of ways and means of coping with parents and/or home situations.				

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APPENDIX D

Goal Attainment Follow-up Guide

Level at intake ✓
 Level at follow-up *

Level at intake:
 Goal Attainment Score:
 (level at follow-up)
 Goal attainment change Score:

GOAL ATTAINMENT FOLLOW-UP GUIDE

Check whether or not the scale has been mutually negotiated between client and counsellor	Scale Headings and Scale Weights					
	Yes ___ No ___		Yes ___ No ___		Yes ___ No ___	
	Scale 1:	Scale 2:	Scale 3:	Scale 4:	Scale 5:	
Scale Attainment Levels	(w ₁ =)	(w ₂ =)	(w ₃ =)	(w ₄ =)	(w ₅ =)	
a. most unfavourable treatment outcome thought likely (-2)						
b. less than expected success with treatment (-1)						
c. expected level of treatment success (0)						
d. more than expected success with treatment (+1)						
e. best anticipated success with treatment (+2)						

APPENDIX E
Program Monitoring Form

CONTINUED

2 OF 3

CLIENT DESCRIPTION FORM - BURNABY YOUTH SERVICES

1. Subject Number and Card: _____

2. Group: Burnaby Youth Services

3. File Number of Client: _____

4. Sex (1) Male (2) Female

5. Age (in years) _____

6. Last Grade Completed: _____

7. School Status (1) enrolled (2) suspended
(3) expelled (4) dropped out

8. School Performance (when last attended)

- (1) superior (A's)
- (2) above average (B's)
- (3) average (C's)
- (4) fair (C's & D's)
- (5) poor (D's & F's)
- (6) don't know

9. Date of Referral: Mon. _____ Year _____

10. Reason for Referral:

- (01) school problems
- (02) runaway
- (03) child abuse or neglect
- (04) family-related problems
- (05) other youth behaviour problems - aggressive
- (06) other youth behaviour problems - non aggressive
- (07) shoplifting
- (08) other theft under \$200
- (09) breaking & entry
- (10) drugs & alcohol
- (11) theft over \$200 & stolen property
- (12) arson & vandalism
- (13) other delinquent behaviour

11. Source of Referral:

- (01) R.C.M.P.
- (02) probation
- (03) court
- (04) schools
- (05) M.H.R.
- (06) Mental Health
- (07) Family Services
- (08) Public Health

OFFICIAL USE ONLY

Col. 1-9

Col. 5

Col. 6-10

Col. 11

Col. 12-13

Col. 14-15

Col. 16

Col. 17

Col. 18-21

Col. 22

Col. 23-24

(09) other social service agency

(10) physician or psychiatrist

(11) neighbors or friend

(12) parent

(13) youth

(14) other

12. Community Services received prior to Referral. From who:

- a) (0) don't know
- (1) probation
- (2) M.H.R.
- (3) Mental Health
- (4) Family Services

(5) Public Health

(6) school counselling

(7) other social services

(8) other

(9) no services received

b) What type of service received?

- (0) don't know
- (1) brief (1 or 2 sessions)
- (2) short term (less than 3 months or no more than 10 sessions)
- (3) long term (more than 3 months or more than 10 sessions)
- (4) extensive (many years)
- (5) no services received

13. Family Arrangement:

- (1) both natural parents present
- (2) one natural parent & step parent
- (3) mother only (divorced or separated)
- (4) father only (divorced or separated)
- (5) one parent only (widowed)
- (6) foster parents
- (7) group home
- (8) other
- (9) don't know

14. Parents Working:

- (1) father only, mother home
- (2) father fulltime, mother part-time
- (3) both father and mother fulltime
- (4) single parent working full-time

15. Family receives Social Assistance (1) Yes (2) No

16. Total Number of Children in Family _____

17. Number of Children under 17 years _____

Col. 25

Col. 26

Col. 27

Col. 28

Col. 29

Col. 30-31

Col. 32-33

18. Stability of Family (counsellor judgment - check only 1 box)

- (1) extremely stable
- (2) reasonably stable
- (3) slightly unstable
- (4) severe marital conflicts
- (5) alcoholism
- (6) criminal behaviour among other family members

19. Delinquency Status of Youth referred:

- (1) module 1 - 1) youth who has been identified as in danger of becoming delinquent
 - a) behaviour problems at school
 - b) parents requesting guidance in how to control youth
 - c) youth living in high crime neighborhood
- 2) may have been contacted by police but not officially arrested
- (2) module 2 - youth who has been arrested by police but is not under formal jurisdiction of juvenile court
- (3) module 3 - youth under formal jurisdiction of juvenile court or social service agency because of a delinquency but has not been institutionalized
- (4) module 4 - youth under formal jurisdiction (above) and currently in a private or public correctional institution
- (5) module 5 - youth under formal jurisdiction (above) and is re-entering community after a period of treatment in a correctional institution

20. Total Number of Previous Offences (within 6 months prior to referral) _____

21. Total Number of Previous Offences (within 12 months prior to referral) _____

22. Seriousness of Prior Offences (if more than one offence per category, check multiple boxes)

- (0) category 0 - no offence committed
- (1) category 1 - juvenile problem only (e.g. runaway, truancy, unmanagability)
- (2) category 2 - misdemeanor
- (3) category 3 - minor felony
- (4) category 4 - major felony
- (5) don't know

OFFICIAL USE ONLY

Col. 34

Col. 35

Col. 36-37

Col. 38-39

Col. 40-42

OFFICIAL USE ONLY

23. Disposition of Prior Offence (if more than one, choose higher number)

- (1) no offence committed
- (2) warned and released to parent
- (3) arrested and referred to other social service agency or probation
- (4) arrested and processed through judicial system
- (5) don't know

Col. 43

24. Date problem/delinquency act occurred (time₁)
day ___ month ___ year ___

Col. 44-49

25. Date referral made by BYS (time₂)
day ___ month ___ year ___

Col. 50-55

26. Date of first contact with family (time₃)
day ___ month ___ year ___

Col. 56-61

27. Date of first interview/assessment session with family (time₄)
day ___ month ___ year ___

Col. 62-67

- 28. Number of days between time₁ and time₂ _____
- time₂ and time₃ _____
- time₁ and time₃ _____
- time₂ and time₃ _____
- time₃ and time₄ _____

Col. 68-69

Col. 70-71

Col. 72-73

Col. 74-75

Col. 76-77

29. Family was assessed in face to face interview
(1) yes (2) no

Col. 78

30. Type of Action taken on Referral:

- (1) no action taken, inappropriate referral
- (2) family referred elsewhere, no assessment
- (3) family assessed and referred elsewhere
- (4) information/consultation to another agency about youth/family
- (5) counselling provided to youth/family

Col. 79

31. Subject Number and Card # _____
32. Total number of offenses committed while receiving services from Burnaby Youth Services _____.
33. Total number of offenses (up to 6 months) following termination of counselling _____.
34. Seriousness of offense(s) committed while receiving services from Burnaby Youth Services (if more than one offense per category, check multiple boxes).
- (0) category 0 - no offense committed
- (1) category 1 - juvenile problem only
- (2) category 2 - misdemeanor
- (3) category 3 - minor felony
- (4) category 4 - major felony
35. Seriousness of offense(s) committed during 6 month period following termination of services from BYS (if more than one offense per category, check multiple boxes),
- (0) category 0 - no offense committed
- (1) category 1 - juvenile problem only
- (2) category 2 - misdemeanor
- (3) category 3 - minor felony
- (4) category 4 - major felony
36. Has case been reopened (1) Yes ___ (2) No ___
37. When was case reopened ___ Mon. ___ Year.
38. Length of time between when case was originally closed and when case was re-opened. (in months) ___ months (not re-opened code = 99)
39. Date case closed for 2nd time ___ Mon. ___ Year (not re-opened code = 99).

OFFICIAL USE ONLY

Col. 1-4

Col. 5-6

Col. 7-8

Col. 9-11

Col. 12-14

Col. 15

Col. 16-19

Col. 20-21

Col. 22-25

OFFICIAL USE ONLY

40. Reason for case being re-opened (not re-opened code = 99).

- (01) school problems
- (02) runaway
- (03) child abuse or neglect
- (04) family-related
- (05) other youth behaviour problems - aggressive
- (06) other youth behaviour problems - non-aggressive
- (07) shoplifting
- (08) other theft under \$200
- (09) breaking & entry
- (10) drugs & alcohol
- (11) theft over \$200 and stolen property
- (12) arson & vandalism
- (13) other delinquent behaviour

41. As of February 1, 1980 File closed or not
(1) Yes ___ (2) No ___

To be completed only on clients that received one or more counselling sessions before termination or referral elsewhere.

42. Individuals involved in counselling:

- (1) youth, parents and one or more siblings
- (2) youth and both parents
- (3) youth and mother only
- (4) youth and father only
- (5) youth only
- (6) parent only

Col. 26

Col. 27

OFFICIAL USE ONLY

Col. 28

OFFICIAL USE ONLY

43. Type of counselling provided.
- (1) parental counselling related to specific problem)
 - (2) youth counselling related to specific offense)
 - (3) youth counselling related to concerns external to family)
 - (4) youth counselling in family context)
 - (5) intra-family counselling)
-) brief
-) service
44. Who was the counsellor.
- (1) Stephen Doig
 - (2) Debbie Krohman
45. Number of contacts with youth or family. _____
46. Duration of counselling (in weeks) _____
47. Date counselling was terminated _____ Mon. _____ Year
(if not terminated by Feb.1/80 code = 99)
48. Primary reason for terminating counselling.
- (1) family was referred elsewhere because problems required more intensive or long-term counselling
 - (2) problems were not resolved and relationship between client and counsellor was unsatisfactory
 - (3) family was referred elsewhere because counselling relationship was unsatisfactory
 - (4) problems were not resolved and counselling was not being useful
 - (5) problems were not resolved but family is better equipped to cope with problems
 - (6) no more help was needed as problems were resolved

Col. 29

Col. 31-32

Col. 33-35

Col. 36-39

Col. 40

OFFICIAL USE ONLY

49. Counselling terminated by:
- (1) mother
 - (2) father
 - (3) youth
 - (4) family
 - (5) Counsellor
 - (6) mutual between counsellor and family

Col. 41

50. Counsellor judgement of problem(s) resolution. (circle rating)

No change No aware- ness	Awareness of problem	Acquire New Means to deal more effectively with prob- lems	Demonstrate partial re- solution of problem	Complete problem resolution
--------------------------------	-------------------------	---	--	-----------------------------------

Col. 42

1	2	3	4	5
---	---	---	---	---

51. Re-occurrence of problem behaviour (check with referral source 3 months after case terminated).

- (1) unknown
- (2) worse
- (3) same
- (4) better

Col. 43

52. Date of referral check _____ Month _____ Year

Col. 44-47

53. Family interaction assessment completed.

Pre-counselling (1) Yes ___ (2) No ___ Date ___ Mo. ___ Year

Post-counselling (2) Yes ___ (2) No ___ Date ___ Mo. ___ Year

54. Youth behaviour assessment completed.

Pre-counselling (1) Yes ___ (2) No ___

Post-counselling (1) Yes ___ (2) No ___

55. Goal attainment scaling.

Developed in first or second counselling session.

(1) Yes ___ (2) No ___

Scored at completion.

(1) Yes ___ (2) No ___

56. Client satisfaction survey administered immediately following termination of counselling.

(1) Yes ___ (2) No ___

OFFICIAL USE ONLY

57. 3 and 6 month follow-up by counsellor to check status of client.

3 month (1) Yes ___ (2) No ___

6 month (1) Yes ___ (2) No ___

58. Date of 3 month follow-up ___ Mon. ___ Year.

59. Date of 6 month follow-up ___ Mon. ___ Year.

APPENDIX G

Agency/School Questionnaire

SCHOOL QUESTIONNAIRE

Name of Agency/Program: _____

Position of Individual Responding: _____

Date of Completion: _____

AGENCY/PROGRAM QUESTIONNAIRE

Please fill out the following questionnaire by checking off the appropriate space, by circling the appropriate rating or by filling in the blank lines. If you have no knowledge about the Burnaby Youth Services Program you need to fill out PART A, QUESTIONS 1-5 ONLY. If, however, you have had some contact with Burnaby Youth Services Program or have made a referral, please fill out the remainder of the questionnaire. Thank you for your time.

PART A:

	yes, slight	yes, severe	no
1. Do you have problems with delinquent or 'pre-delinquent' youths in your community?	_____	_____	_____

2. What course of action do you take with a youth displaying delinquent-type behavior?

3. What course of action do you take with a youth who is generally a problem youth in school?

Please fill out the following questionnaire by checking off the appropriate space, by circling the appropriate rating or by filling in the blank lines. If you have no knowledge about the Burnaby Youth Services, you need to fill out PART A QUESTIONS 1-5 ONLY. If, however, you have had some contact with Burnaby Services Program or have made a referral, please fill out the remainder of the questionnaire. Thank-you for your time.

PART A:

	yes, slightly	yes, severly	no
1. Do you have a problem with delinquent or 'pre-delinquent' youth in your school?	_____	_____	_____

2. What course of action do you take with a youth displaying delinquent-type behavior?

3. What course of action do you take with a youth who is frequently truant from school, is a problem in the classroom, gets into frequent fights with classmates, generally a problem youth in school?

4. Is there a need for additional services in the community to deal with young offenders (under 13 years) and with a potentially delinquent youth with behavioral problems?

5. Are you aware of the existence of a program in your community called 'Burnaby Youth Services'?
yes, fully yes, slightly no

6. Have you ever made referrals to this program? yes, how many? no,

7. If you have not made referrals to this program, why not?

8. How is it that you have become aware of Burnaby Youth Services?

- school board communication or newsletter
personal contact from BYS staff
another social service agency
from teachers or counsellors
newsletter or pamphlet from BYS
other

PART B: Level of Interorganizational Relations

1. Are you acquainted with the staff in charge of Burnaby Youth Services?
2. Have you met with the staff of Burnaby Youth Services at any time during the past year to discuss problem youth?

- no
yes, once
yes, occasionally
yes frequently
if yes, who

3. Do you receive any information from Burnaby Youth Services acknowledging the course of action taken on a referral made by your school?

yes who initiates contact? school
no BYS

4. Do you receive any information on BYS's progress with a youth and their family?

yes who initiates contact? school
no BYS

5. Do you receive notification that BYS has closed a case?

yes who initiates contact? school
no BYS

6. Do you work in cooperation with Burnaby Youth Services sharing information, advise, and case planning on a problem youth?

- no
yes, occasionally
yes, frequently

7. Do you have any written or unwritten formal agreement with Burnaby Youth Service pertaining to specific programs or activities, personnel, committments, client referrals, procedures for working together or other joint activities?

yes
no

PART C: Burnaby Youth Services Need Assessment

Circle the appropriate rating that best answers the questions.

1. Prior to Burnaby Youth Service there were definitely sufficient outside agencies available to the schools for juvenile referral.

1	2	3	4	5	6
totally	strongly	agree	disagree	strongly	totally
agree	agree			disagree	disagree

2. Prior to Burnaby Youth Service the schools definitely had sufficient internal alternatives for non-academic school related problems of juveniles.

1	2	3	4	5	6
totally	strongly	agree	disagree	strongly	totally
agree	agree			disagree	disagree

3. Relevant representatives of the schools definitely were in favor of creating the Burnaby Youth Service.

1	2	3	4	5	6
totally	strongly	agree	disagree	strongly	totally
agree	agree			disagree	disagree

4. Relevant representatives of the schools actively participated in the development and planning of Burnaby Youth Services.

1	2	3	4	5	6
totally	strongly	agree	disagree	strongly	totally
agree	agree			disagree	disagree

PART D: Burnaby Youth Services Criterion for Referral

Indicate (with a check mark) whether or not each of the following behaviours are descriptive of youth that are to be referred to Burnaby Youth Services. Please also indicate the approximate age range of youth that are to be referred for exhibiting these behaviours. (e.g. 10-13, 5-17, less than 13 years etc.)

	yes	no	if yes, indicate age range
a. runaways	a. <input type="checkbox"/>	<input type="checkbox"/>	_____
A. non-academic school behavior problems	A. <input type="checkbox"/>	<input type="checkbox"/>	_____
b. shoplifters	b. <input type="checkbox"/>	<input type="checkbox"/>	_____
B. unsupervised youth	B. <input type="checkbox"/>	<input type="checkbox"/>	_____
c. underage drinking	c. <input type="checkbox"/>	<input type="checkbox"/>	_____
C. first time offender only	C. <input type="checkbox"/>	<input type="checkbox"/>	_____
d. all delinquent offenders	d. <input type="checkbox"/>	<input type="checkbox"/>	_____
D. youth abused in family setting	D. <input type="checkbox"/>	<input type="checkbox"/>	_____
e. suspected delinquent offenders	e. <input type="checkbox"/>	<input type="checkbox"/>	_____
E. residents of Burnaby only	E. <input type="checkbox"/>	<input type="checkbox"/>	_____
f. any behavior problem youth	f. <input type="checkbox"/>	<input type="checkbox"/>	_____
F. unmanageable youth in home	F. <input type="checkbox"/>	<input type="checkbox"/>	_____
g. multiple offenders	g. <input type="checkbox"/>	<input type="checkbox"/>	_____
G. problem youth but unreceptive parent	G. <input type="checkbox"/>	<input type="checkbox"/>	_____
h. vandalism	h. <input type="checkbox"/>	<input type="checkbox"/>	_____
H. willful damage	H. <input type="checkbox"/>	<input type="checkbox"/>	_____
i. inappropriate and chronic fire setting	i. <input type="checkbox"/>	<input type="checkbox"/>	_____
I. possession of dangerous weapons	I. <input type="checkbox"/>	<input type="checkbox"/>	_____
j. emotionally disturbed	j. <input type="checkbox"/>	<input type="checkbox"/>	_____
J. use of soft drugs	J. <input type="checkbox"/>	<input type="checkbox"/>	_____
k. habitual alcohol consumption	k. <input type="checkbox"/>	<input type="checkbox"/>	_____
K. poor self-image	K. <input type="checkbox"/>	<input type="checkbox"/>	_____
l. social dysfunction in a peer group	l. <input type="checkbox"/>	<input type="checkbox"/>	_____
L. youth not receiving care from a social service agency	L. <input type="checkbox"/>	<input type="checkbox"/>	_____
m. youth expelled or suspended from school	m. <input type="checkbox"/>	<input type="checkbox"/>	_____
M. truancy problems	M. <input type="checkbox"/>	<input type="checkbox"/>	_____
n. unmanageable behavior in school	n. <input type="checkbox"/>	<input type="checkbox"/>	_____
N. excessive fighting in school	N. <input type="checkbox"/>	<input type="checkbox"/>	_____

PART E: Burnaby Youth Services Priority of Goals Questionnaire

Using the following rating scale, rate the priority of a series of Burnaby Youth Service goals and objectives as they were stressed during the planning and development stage. Some of these listed goals are program objectives, some are procedural objectives and some are not B.Y.S. objectives at all. If you don't know whether they were objectives or not, circle 5 don't know.

1. Diversion of juvenile offenders under 13 years of age from the juvenile justice system.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

2. Improve family communication.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

3. Reduce or prevent illegal activity of youth referred to the program.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

4. Increase positive self-esteem in youths referred to the program.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

5. Increase harmonious and healthy intrapersonal and interpersonal relations in families.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

6. Increase and maintain effective utilization and cooperation of social services to youth and families.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

7. Provide family counselling to all youths and families referred to the program.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

8. Act as liaison between police and other community agencies.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

9. Make an assessment of the underlying antecedents of the youth's problem behavior. If short-term family counselling is not appropriate then refer elsewhere.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

10. Provide training and consultation to police to aid them in identifying the potentially delinquent youth and to aid them in coping with family youth problems.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

11. To teach parents how to feel positive, sensitive and supportive of appropriate behavior in their child and how to control in appropriate behavior.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

12. To provide information and consultation to parents, schools, police and community agencies whenever requested.

- | | | | | |
|----------|----------|----------|-------|-------|
| 1 | 2 | 3 | 4 | 5 |
| high | medium | low | not a | don't |
| priority | priority | priority | goal | know |

13. To make youth aware of the consequences of his negative (or delinquent behavior).

1	2	3	4	5
high	medium	low	not a	don't
priority	priority	priority	goal	know

14. To teach a family and/or a youth to utilize or acquire new methods to deal with any problems they encounter.

1	2	3	4	5
high	medium	low	not a	don't
priority	priority	priority	goal	know

15. To establish a therapeutic client-counselor relationship and to make the client receptive to receiving help from Burnaby Youth Service.

1	2	3	4	5
high	medium	low	not a	don't
priority	priority	priority	goal	know

16. To assist police, schools and community agencies in the identification of potentially - delinquent youth.

1	2	3	4	5
high	medium	low	not a	don't
priority.	priority	priority	goal.	know

PART F: Problem Rating Scale

Which of the issues below are problems experienced by Burnaby Youth Services. Indicate how severely these problems may affect the success of the program. Please rate each item on the scale provided. All questions may not be answerable by your school, agency or department. If you don't know whether something is a problem or not, please circle 5 don't know.

1. Goals and objectives of the program are not clearly defined.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

2. Activities and services to accomplish goals are not clearly defined.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

3. Police are unclear as to what are the bases for referring a youth to BYS.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

4. School counsellors and principals are unclear as to what are the bases for referring a youth to B.Y.S.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

5. Burnaby Youth Service staff are not available during weekend hours when it may be necessary to make a referral.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

6. Inadequate feedback is provided to referral source about the conclusion of a case.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

7. There is little cooperation and consultation between BYS and other social service agencies about a common case.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

8. BYS will attempt to provide services to referred clients that are actually receiving services at the same time from another social service agency.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

9. Clients referred to BYS are not successfully being dealt with. The referral source are continuing to experience problems with youths referred to BYS.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

10. Schools are unable to refer some youth to Burnaby Youth Services because parents are resistant.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

11. Staff at Burnaby Youth Services are not sufficiently well trained to counsel delinquent youth and families.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

12. There is a lack of trust and support between Burnaby Youth Services and the agencies which refer clients to it.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

13. Agencies and police are unwilling to share information with BYS about a client.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

14. There is often a long delay between the occurrence of a problem and the date by which BYS receives the referral.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

15. BYS does not receive adequate information from the police or other agencies about a youth and family making it difficult or impossible to contact the family.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

16. Police and community agencies do not encourage families to accept help from Burnaby Youth Services.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

17. Much of the staff's time is taken up dealing with administrative problems.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

18. Much of the staff's time is taken up dealing with political problems.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

19. BYS's association with the police prevent (or frighten) people from wanting to accept counselling from BYS.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

20. Many of the Burnaby R.C.M.P. are not supportive of BYS.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

21. There are communication problems between BYS and the agencies which refer to it.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

22. BYS has insufficient resources to provide effective services to delinquent and predelinquent youth.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

23. BYS do not have a R.C.M.P. officer to report to who will act as an advocate or liaison for BYS in all police-related matters.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

24. Schools are not allowed to refer problem youth in schools to outside agencies or programs like Burnaby Youth Services.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

25. Information about Burnaby Youth Service is not directly communicated to the Burnaby Council.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

26. Burnaby Youth Service is accountable only to the police.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

27. Burnaby Youth Service is located in the municipal complex.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

28. In some cases Burnaby Youth Services is unable to respond immediately to a referral.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

29. Burnaby Youth Service is not directly accountable to the Burnaby Council.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

30. Police, agencies and schools do not have 24 hr. access to Burnaby Youth Services.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

31. It is difficult to contact BYS staff during regular working hours.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

32. Burnaby Youth Service is not a crisis intervention service.

1	2	3	4	5
severe	moderate	slight	not a	don't
problem			problem	know

Interview Schedule - Burnaby R.C.M.P.

I'd like to ask you some questions about Burnaby Youth Services and whether you think the police should be involved in the role of providing services to youths and family as a means of reducing or preventing juvenile crime.

Rank of Officer: _____

Years of Experience: _____

Date of Completion: _____

1. Prior to Burnaby Youth Services, did you desire additional alternatives to the standard procedures of warning and releasing juvenile offenders or apprehending and charging youths? (why?)
Yes ___ No ___

2. Prior to Burnaby Youth Services were there definitely sufficient outside agencies available to the police for juvenile referral? (what were they?)
Yes ___ No ___

3. Were you in favor of creating the Burnaby Youth Services? (why?)
Yes ___ No ___

4. Did you participate in any way in the planning and development of Burnaby Youth Services?
Yes ___ No ___

5. How were you initially informed about Burnaby Youth Services? (What information were you given at this time? What additional information have you been given about BYS? Have you had any personal contact with the BYS staff?)

6. Do you think the police should be involved in the role of trying to identify pre-delinquent youths? Why?

7. Do you think the police should be involved in the role of providing services to pre-delinquent and minor delinquent youths? What kind of role?

8. Should counsellors and police officers work together and share information on a youth and his or her family in order to identify and counsel delinquent or pre-delinquent youths?

3.

9. Should counsellors ride with police officers on duty in order to help in the identification of potentially delinquent youth?

10. What do you think are the goals and objectives of BYS?

1. Diversion of juvenile offenders under 13 years of age from the juvenile justice system.
2. Improve family communication.
3. Reduce or prevent illegal activity of youth referred to the program.
4. Increase positive self-esteem in youths referred to the program.
5. Increase harmonious and healthy intrapersonal and interpersonal relations in families.
6. Increase and maintain effective utilization and cooperation of social services to youth and families.
7. Provide family counselling to all youths and families referred to the program.
8. Act as liaison between police and other community agencies.
9. Make an assessment of the underlying antecedents of the youth's problem behavior. If short-term family counselling is not appropriate then refer elsewhere.
10. Provide training and consultation to police to aid them in identifying the potentially delinquent youth and to aid them in coping with family youth problems.
11. To teach parents how to feel positive, sensitive and supportive of appropriate behavior in their child and how to control inappropriate behavior.
12. To make youth aware of the consequences of his negative (or delinquent behavior).

4.

13. To teach a family and/or a youth to utilize or acquire new methods to deal with any problems they encounter.
14. To establish a therapeutic client-counselor relationship and to make the client receptive to receiving help from Burnaby Youth Services.
15. To assist police, schools and community agencies in the identification of potentially delinquent youth.

11. What services does BYS provide?

12. What type of youth should be referred to BYS?

age, sex,
behaviour

- a. runaways
- A. non-academic school behavior problems
- b. shoplifters
- B. unsupervised youth
- c. underage drinking
- C. first time offender only
- d. all delinquent offenders
- D. youth abused in family setting
- e. suspected delinquent offenders
- E. residents of Burnaby only
- f. any behavior problem youth
- F. unmanageable youth in home
- g. multiple offenders
- G. problem youth but unreceptive parent
- h. vandalism
- H. willful damage
- i. inappropriate and chronic fire setting
- I. possession of dangerous weapons
- j. emotionally disturbed
- J. use of soft drugs
- k. habitual alcohol consumption
- K. poor self-image
- l. social dysfunction in a peer group
- L. youth not receiving care from a social service agency
- m. youth expelled or suspended from school
- M. truancy problems
- n. unmanageable behavior in school
- N. excessive fighting in school

13. What do you think would be the most desirable way to make a referral?

- 1. Police officer says nothing to youth but refers directly to BYS by contacting the counsellor personally.
- 2. Police officer says nothing to youth and simply files a report with possible recommendations. A superior decides whether the youth is appropriate for referral.
- 3. Police officer informs youth of recommendations and files a report.
- 4. Police officer informs youth of recommendation and refers directly.
- 5. Police officer informs parents of recommendations and files reports.
- 6. Police officer informs parents of recommendations and files report.
- 7. Police officer talks to both youth and parents about the role and purpose of BYS and advises them strongly to accept their help, and then refers directly.
- 8. Police officer fully describes role and purpose of BYS to youth and parent and then files a report.

14. What should be a police officer's level of involvement after a referral is made? Should the police officer contact the family to further encourage them to appear at BYS?

15. What kind of information should the officer who has made a referral receive about a case?

16. Are there any problems with the program?

- 1. Goals and objectives of the program are not clearly defined.
- 2. Activities and services to accomplish goals are not clearly defined.
- 3. Police are unclear as to what is the basis for referring a youth to BYS.
- 4. BYS staff are not available during weekend hours when it may be necessary to make a referral. Alternatively, they do not provide a 24 hour on-call service.
- 5. There is often a long delay between the occurrence of a problem and the date by which BYS receives the referral.
- 6. Many of the Burnaby R.C.M.P. are not supportive of BYS.
- 7. BYS is located in the municipal complex.
- 8. In some cases BYS is unable to respond immediately to a referral.
- 9. It is difficult to contact BYS staff during regular working hours.
- 19. BYS is not a crisis intervention service.

17. What are the strengths of the program that facilitate effectiveness? (Prompt from list.)

- a) as it relates to the family?
- b) as it relates to the youth?

18. What are the benefits of the program? How does it directly benefit you? How does it benefit the police as a whole? How does it benefit the community? Does it save time for the R.C.M.P.? Does it make things easier when working with juveniles?

APPENDIX I

Comments from Burnaby Youth Services - Post Evaluation Period
January - June 30, 1982



THE CORPORATION
OF THE DISTRICT OF
BURNABY

6355 Gilpin Street, Burnaby, B.C. V5G 2J2

Youth Services

APPENDIX I

Telephone (604) 294-7720

COMMENTS FROM BURNABY YOUTH SERVICES - POST EVALUATION PERIOD
January - June 30, 1982

Burnaby Youth Services has implemented further changes since the evaluation period and subsequent modifications incurred in the summer and fall of 1981. The previous Supervisor left the position in December of 1981 for personal reasons and a new Supervisor assumed the position effective February 01, 1982. Since that time, I have attempted to further my predecessor's efforts to address evaluation findings and recommendations.

Burnaby Youth Services has been operating from the R.C.M. Police building since May, 1982 with appreciable positive effects for counsellor and police liaison. The counsellors make personal contact with each member who makes a referral to the program and provide them with informal feedback. Members are beginning to drop by and discuss potential referrals with counsellors, thereby reducing the number of inappropriate referrals; (of 143 referrals between January 01 and June 30, 1982, 29 (or 20%) were inappropriate as compared to 27% during the evaluation period).

Counsellors are working extended days and a minimum of one evening per week, thereby ensuring increased accessibility to members; (extended work days allow access to two Watches per day). Further to this, program staff continue the practice of monthly ride-alongs with police members on Friday nights, and on occasion make initial client contact by attending their home with a police member. Staff also attend Shift Parades for each of the four Watches on a monthly basis. Initial efforts have been made to address more extensive training needs of police members regarding this program; this has included forty minute presentations to each of the Watches, outlining program philosophy and intent, as well as assessment procedures. The program is having some difficulty ensuring that recruits meet with counsellors for Youth Service orientation but efforts are being placed in this direction.

An increase in more appropriate referrals may be a reflection of the above efforts. Most significantly, of the 143 referrals received in the above-noted time period, 79 (or 55%) of those referrals were for youth aged 12 - 14 years of age, as compared to 45% of the referrals for the same age group during the evaluation period. A 5% decrease in referrals for youth aged 15 to 17 years of age was noted in comparison to the evaluation period.

The fact that: (a) we are more readily available to discuss potential referrals with members prior to submission and (b) we are receiving more age-appropriate referrals has aided in shifting service delivery from consultation services, to more frequent brief counselling and short-term Youth and Family Counselling services.

During the evaluation period, 37% of the referrals serviced, received Consultation and 25% received Brief Counselling. In contrast, only 16% of the referrals serviced in the period between January and June, 1982 received Consultation as opposed to 47% of the referrals receiving Brief Counselling services. This shift is likely reflective of a new Youth Service goal to assess all accepted referrals in personal interviews in contrast to phone consultation.

While there has only been a slight increase in the number of referrals provided with short-term Youth and Family Counselling between the evaluation period and the January to June, 1982 period (12% in 1981 and 14% in 1982), 25 of the 143 referrals had not been categorized as they were still in the assessment stage at the time of writing; therefore the percentage figure is less than accurate. More appropriate referrals and greater assessment accuracy should result in a continued shift towards increased short-term youth and family counselling.

Finally, and with respect to the police-based part of our mandate, there has been a revision in the line of accountability. It is imperative that this program have direct and easy access to police administrative and decision-making personnel, to ensure accurate communication flow with consistent and planned program development; as a result, the Youth Service program no longer acts as a sub-section of the Crime Prevention Unit with program accountability channelled through that department. The program is now operating much like the Traffic division, as a separate division or program accountable to the Officer in charge of Operations.

In summary, I would like to comment on some of the recommendations suggested in the evaluation that have been acted on or at least have initiated efforts in that direction:

Recommendation 1: Counsellors are monitoring and recording any and all police community requests for the purpose of need identification at a later date.

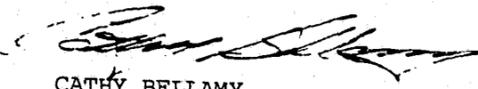
Recommendation 2: As noted above, initial steps have been taken for more extensive training of police members by extended lectures to Watches and efforts to incorporate the Youth Services program as part of the Recruit Field Training.

Recommendation 3: A three month follow-up program presently exists which includes a police recidivism check and phone contact with the client, three months following termination of a file. A more extensive and standardized follow-up procedure should be a future goal.

Recommendation 5 and 6: Both of these recommendations have been implemented successfully and with high frequency.

Recommendation 7: The area of community support requires much more extensive work. Counsellors met with the various community agencies and schools to discuss the program in April and May of 1982. This will be repeated in September with particular emphasis on visiting individual elementary schools.

Finally, Youth Services will begin expanding its service option in the fall by providing a parenting course which focuses on a preventative and educational mandate.


CATHY BELLAMY
Supervisor
Burnaby Youth Services

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