

A DESCRIPTIVE AND EVALUATIVE ASSESSMENT
OF YOUTH ATTENDANCE CENTRES IN BRITISH
COLUMBIA: AN ALTERNATIVE TO INCARCERATION?

Prepared by

W. W. Zarchukoff, B.A. (Hons), M.A., R.S.W.

Jeannette Crew, B.A., M.A.

October 1975

Fraser Correctional Resources Society / P.O. Box 80702 /
Burnaby, British Columbia V5H 3Y1 / Phone (604) 521-1644

\$3.50

42314

A DESCRIPTIVE AND EVALUATIVE ASSESSMENT OF YOUTH
ATTENDANCE CENTRES IN BRITISH COLUMBIA: AN
ALTERNATIVE TO INCARCERATION?

FINAL REPORT

Prepared by

Wm.W. Zarchikoff, B.A., (Hons), M.A., R.S.W.
Jeannette Crew, B.A., M.A.

October 31, 1975

Fraser Correctional Resources Society
P.O. Box 80702, Burnaby, B.C. V5H 3Y1

NCJRS

JUL 11 1977

ACQUISITIONS

EA
3296

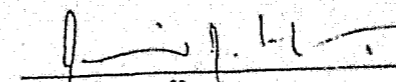
The preparation of these materials was financed through a Federal Grant (2569-1-55) from the Department of National Health and Welfare, Office of Welfare Grants Directorate, Ottawa, Canada. The opinions in this publication are those of the authors and are not necessarily those of the Department of National Health and Welfare.

FOREWORD

It gives me a great deal of personal pleasure and some pride to have been asked to prepare a foreword for this publication. I would have hoped to have been perhaps somewhat more specific in my congratulations on both the programmes and the text, but as will be appreciated I must endeavor to keep out of the specifics and philosophies of a debate on sentencing alternatives, and I have, therefore, confined my remarks more to a somewhat personal level. I can, however, from personal experience in the juvenile field, both in the Burnaby area and elsewhere in the Lower Mainland, testify to the dedication and competence of Mr. Zarchikoff, Ms. Crew and the juvenile probation officers, who were connected with the programmes.

Again, it is not for me to comment on the conclusions drawn by Messrs. Zarchikoff and Crew, as a result of their research, but I can confirm my personal satisfaction with the results obtained with the numerous youthful offenders who were exposed to the P.U.R.P.O.S.E. programme, either through Court Order or by diversion proceedings, and again, I think that the dedication of Mr. Zarchikoff and the juvenile probation officers associated with P.U.R.P.O.S.E. and the support that each of them individually lent and are still lending to the programme, is an indication of the value, which they as professionals ascribed to the programme in the effective treatment of juvenile offenders.

I am aware that there has been a considerable interest by those persons involved in the Justice System, particularly in that portion of the Justice System affecting young persons, whether they be juveniles or adults in the eyes of the law. I trust that this will have wide circulation amongst the various disciplines involved in the Justice System and will serve to promote even more interest in the programmes described as an alternative to incarceration.


David D. Hart
Provincial Court Judge

ACKNOWLEDGEMENTS

This research project could not have been successfully undertaken without the considerable support and assistance of many people. The research investigators were very gratified at the willing co-operation and interest of the Attendance Centre programme administrators and staff, probation officers, and youngsters who have voluntarily participated in the study.

We are indebted to the personnel of the Attendance Centre programmes under review, without whose collaboration this research would not have been possible. We would particularly like to thank Mr. Ron Halston, the supervising probation officer for Port Alberni, and Mr. Gernot Zemanek, the Attendance Centre co-ordinator, for the time spent in lengthy interviews and informal discussions and the alacrity with which they opened up their programme records to the research staff. As well, the Victoria Attendance Centre contributed a great deal of staff time, both in discussions with research personnel and in administration of the Tennessee Self Concept Scale and participant interviews. The Director, Mr. Phil Perry, and the Acting Directors, Mr. Lynn Dunn and later Mr. Steve Muller, were especially helpful in co-ordinating Victoria's collection of research data.

We owe a special acknowledgement to Mr. Bob Kissner of the Burnaby Attendance Centre for access to programme records,

advice and written comments on the Tennessee Self Concept Scale. The support given from the counselling staff of the Burnaby Attendance Centre is most appreciated.

We are very grateful to the Burnaby and Coquitlam Probation Departments for supplying us with names of juvenile probationers whom we could include in the control group sample. Two probation officers, Mr. Chris Schmaling, Burnaby and Mr. Brian Sumner, Coquitlam administered the pre-and-post-test Tennessee Self Concept Scale and participant interviews for most of the probationers in their caseloads, saving research staff considerable time and effort in their collection of data on the probation control group sample.

TABLE OF CONTENTS

	Page
Foreword	i
Acknowledgements	ii
Table of Contents	iv
CHAPTER I INTRODUCTION.....	1
STUDY OBJECTIVES	4
ORGANIZATION OF THE STUDY	6
DEFINITIONS OF TERMS	7
PROGRAMMES REVIEWED	9
EVALUATION RESEARCH AND YOUTH ATTEND- ANCE CENTRES	11
CHAPTER II METHOD AND PROCEDURE	13
THE RESEARCH DESIGN	16
DESCRIPTION (INFORMATION AND/OR DOC- UMENTATION).....	18
ASSESSMENT OF EFFECT	19
ASSESSMENT OF EFFORT	19
COST ANALYSIS	20
RESOURCE UTILIZATION	21
MEASURING INSTRUMENTS	21
THE TENNESSEE SELF CONCEPT SCALE ...	21
LOADED WEIGHTED RECIDIVIST SCALE ...	23
DATA COLLECTION PROCESS	26
EVALUATION OBSTACLES	27
CHAPTER III DESCRIPTION OF THE YOUTH ATTENDANCE CENTRE PROGRAMMES	31
THE VICTORIA YOUTH ATTENDANCE CENTRE	31
STRUCTURE OF THE PROGRAMME	35
PROGRAMME GOALS AND GENERAL TREAT- MENT APPROACH	37

TABLE OF CONTENTS (continued)

	Page
CHAPTER III (continued)	
SOURCE OF REFERRALS	41
METHOD OF REFERRAL	41
PARTICIPANT EVALUATION AND TERMINA- TION	42
PORT ALBERNI YOUTH ATTENDANCE CENTRE.	44
STRUCTURE OF THE PROGRAMME	45
PROGRAMME GOALS AND GENERAL TREATMENT APPROACH	46
SOURCE AND METHOD OF REFERRALS	49
PARTICIPANT EVALUATION AND TERMINA- TION	50
100-MILE HOUSE ATTENDANCE CENTRE	51
STRUCTURE OF THE PROGRAMME	54
PROGRAMME GOALS AND GENERAL TREATMENT APPROACH	56
REFERRAL PROCEDURES	58
BUDGET	59
THE BURNABY YOUTH ATTENDANCE CENTRE (P.U.R.P.O.S.E.)	60
STRUCTURE OF THE PROGRAMME	65
PROGRAMME GOALS AND GENERAL TREATMENT APPROACH	68
SOURCE OF REFERRALS	73
METHOD OF REFERRAL	74
CHAPTER IV DATA ANALYSIS AND RESULTS	76
DISCUSSION OF PAST RESEARCH USING THE TENNESSEE SELF CONCEPT SCALE (TSCS) .	76
CHARACTERISTICS OF SAMPLES USED IN THIS STUDY	81
SELECTION OF SAMPLE MEMBERS	81

TABLE OF CONTENTS (continued)

	Page
CHAPTER IV (continued)	
SOCIO-DEMOGRAPHIC DIFFERENCES BETWEEN SAMPLES	83
COMPARISONS OF TENNESSEE SELF CONCEPT SCALE PROFILES	87
PROGRAMME EFFECTIVENESS AS RELATED TO CHANGES IN SELF CONCEPT	95
RELATIONSHIP BETWEEN PROGRAMME OUTCOME AND OTHER VARIABLES	109
SUMMARY OF DATA ANALYSIS AND RESULTS OF SELF CONCEPT CHANGE	122
COST ANALYSIS	124
RESOURCE UTILIZATION	136
ASSESSMENT OF EFFORT	139
CHAPTER V	
NOTES ON REPLICATION	144
THE ANALYSIS OF COMMUNITY NEEDS	145
PROGRAMME PLANNING	149
PROGRAMME ADMINISTRATION	152
PHYSICAL PLANT REQUIREMENTS	152
EVALUATION RESEARCH	155
CHAPTER VI	
RECOMMENDATIONS	158
BIBLIOGRAPHY	169
APPENDICES:	
A. DATA COLLECTION FORMS USED	175
B. THE TSCS COUNSELLING FORM: NATURE AND MEANING OF SCORES	189
C. FREQUENCY OF OFFICIALLY RECORDED OFFENSES AND ASSIGNED WEIGHTS ...	196
D. DATA ON THE TSCS	199
E. SAMPLES OF ADMINISTRATIVE FORMS USED IN YOUTH ATTENDANCE CENTRE PROGRAMMES	208
F. ATTENDANCE CENTRE STAFF	216
G. A SAMPLE BUDGET	218
H. A SAMPLE CONTRACT	221

TABLE OF CONTENTS

TABLES

	Page
1. The Burnaby Youth Attendance Centre Programme Frequency of Officially Recorded Offenses and Assigned Weights	197
2. Comparison of Self Concepts of Delinquents and Non-delinquents	200
3. Self Concept Comparison of First Offenders and Recidivists	201
4. Analysis (by t=test) of Differences between Non-recidivist Group (N=17) and Recidivist Group (N=11) on Pre-tests, Post-test and Change Scores	202
5. Socio-demographic Profiles of Study Sample Members	86
6. Statistical Tests Used in Comparing Socio-demographic Profiles of Study Samples	203
7. Comparison of TSCS Pre-test Profiles of Attendance Centre and Probationer Sample with Normative Data	88
8. Comparison of TSCS Pre-test Profiles of Attendance and Probationer Sample	88
9. Self Concept Patterns of Adjudicated Offenders	206
10. Comparison of TSCS Pre-test Profiles between Study Samples	90
11. Comparison of Pre-test TSCS Profiles between All Study Samples	91
12. Comparison of TSCS Pre-test Profiles between Experimental Groups (using the Analysis of Variance test)	
13. Relationship of Pre-test Level to Self Concept Change in Probation and Attendance Centre Samples	207
14. Comparison of TSCS Mean Change Scores between Study Samples	98
15. Analysis (by t=test) of Differences between Probation and Burnaby Attendance Centre Change Scores	99

TABLE OF CONTENTS (continued)

TABLES

	Page
16. Comparison of Pre- and Post-test Scores for Probation and P.U.R.P.O.S.E. Samples	100
17. Analysis (by t-test) of Differences between Victoria and Burnaby Attendance Centre Change Scores	104
18. Comparison of Pre- and Post-test Scores for Victoria and Burnaby (P.U.R.P.O.S.E.) Attendance Centre Sample	105
19. Relationship between Distinguishing Socio-demographic Variables and Positive Self Concept Change	111
20. Significance of Mean Change Scores within Different Categories of Control Variables	114
21. Cost Structure of the Attendance Centre Programmes (Victoria, Burnaby, and Port Alberni. using a fiscal year as the baseline for comparison	126
22. Cost Structure of the Attendance Centre Programmes (Victoria, Burnaby, and Port Alberni, using a fiscal year as the baseline for comparison	127
23. Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Victoria Youth Attendance Centre, and The House of Concord, Residential Treatment Programme	129
24. Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Burnaby Youth Attendance Centre, and The House of Concord, Residential Treatment Programme	131
25. Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Port Alberni Attendance Centre, and The House of Concord, Residential Treatment Programme	132
26. Costs of Correctional Actions and Services in an Other Jurisdiction (Washington, D.C.)	133

TABLE OF CONTENTS (continued)

TABLES

	Page
27. Costs and Diminished Correctional Confinement Benefits of The Attendance Centres (Burnaby & Victoria), New Haven, and The House of Concord, Residential Treatment	134
28. Types and Number of Services Utilized	138

TABLE OF CONTENTS

FIGURES

	Page
1. Study Procedures	17
2. Number of persons participating in Attendance, Detached Youth Worker, and Volunteer Sponsors Level, January 1, 1974 to December 31, 1974	67
3. Referral Sources of Those Involved in the Programme from January 1, 1974 - December 1, 1974	74

CHAPTER 1

INTRODUCTION

Crime is a social problem and our Canadian crime problem can be understood and overcome only in terms of the peculiar society that is ours...

Only long term research, as yet only of the most meagre proportions in Canada or elsewhere, will provide an adequate factual and philosophical basis for a comprehensive criminal law system.

Report of the Canadian Committee on Corrections, 1969

The "attendance centre" programme represents one of the most promising correctional treatment innovations in recent years. This kind of programme is primarily innovative in its provision of intermediate services, to be explained as follows. First, the attendance centre concept exists as an alternative to institutionalization for asocialized youth (most often probationers) who require more intensive care than existing community services can provide, but would not benefit from incarceration. For example, the participant would attend the programme rather than travelling through an expensive and often harmful correctional system. The attendance centre then is intermediate between no intensive supervision and the more drastic measure of institutional confinement. Second, the programme is intermediate in another sense: in terms of the kind

of counselling techniques used. The attendance centre concept steers between the use of prohibitively costly and often ineffective intensive individual counselling and work with large, specialized, or short-term groups. Instead, an adult counsellor works intensively with a small, stable, relatively long-term (4-5 months) group of youngsters. The group meets often (average of 65 contact hours per month), its membership is stable and it undertakes activities encouraging a high level of involvement on the part of the individual youngster. As a result, strong group relationships are formed which have a profound positive impact on youth in their early teens who are strongly oriented to their peers. As well, the youngsters are able to develop constructive relationships with the adult counsellor who guides the developing group dynamics and provides personal counselling.

The two original attendance centre programmes in British Columbia were the Victoria Youth Attendance Centre and the Burnaby Attendance Centre. P.U.R.P.O.S.E. These two programmes have identical goals and objectives, but differ somewhat in both policies and operational practices. These two original programmes have been replicated with slight modification to meet the needs of both rural and urban settings. Today, it is estimated there are six attendance centres operating in Canada (five of these are located in B.C.).

The attendance centre programmes have thus far reported consistently better results with "graduates" than youth who have been exposed to the traditional methods of dealing with juvenile offenders. Participant recidivism (re-arrest) rates are lower, and self concept and attitudinal dimensions show greater change among programme participants than those in the comparison groups (probation and a residential programme). And, although there is something to be desired in terms of the rigor of such evaluative assessments, attendance centre performance to a limited extent has been validated against comparison groups.

Correctional staff, in increasing numbers, have come to feel that both probation orders to juveniles and institutional programmes have such a miserable success rate, and are often separated from the realities of community living, that maybe attendance centre programmes are a viable alternative. This study examines the option of attendance centre programmes in the Province of British Columbia.

STUDY OBJECTIVES

This study is a descriptive and evaluative assessment of four juvenile attendance centre programmes. It attempts to isolate those programme characteristics which may be adopted through a community corrections framework in its efforts to increase effectiveness. We use the term "juvenile attendance centre" to represent a community programme serving as an alternative to institutionalization of youth who need more supervision than probation can provide, but would be harmed by confinement in an institution.

The study's main focus is concerned with four juvenile attendance centres -- Victoria, Burnaby, Port Alberni, and 100 Mile House, British Columbia. The purpose was to generate a systematic, comparative, and comprehensive evaluation of these projects, than compare these projects with a sample of probationers from the greater Burnaby area.¹

The specific aims of the research are:

1. To examine four youth attendance centre programmes

1. The original research design included the 100 Mile House, Port Alberni, Victoria and Burnaby attendance centres, a sample of probationers in the greater Burnaby area, and a sample of residents in the House of Concord residential treatment programme in Langley, B.C. Two major changes occurred. First, the battery of questionnaires was not administered to the 100 Mile House or Port Alberni projects. The 100 Mile House project ceased its operations in the Spring of 1975, while Port Alberni employed only one staff and involved only eight juveniles. An analysis of such a small sample was considered at best, a waste of time. These two projects are, however, included as descriptive components. Second, the House of Concord, decided to disengage from the study.

in the Province of British Columbia.

2. To compare the effectiveness of period of attendance centre involvement with a group of probationers as measured by recidivism and changes in self concept; and

3. To highlight both the "workable" and "unworkable" aspects of each project in the study so as to benefit policy-makers contemplating programme modifications.

It is hoped that such objectives will allow for a decision-making process based upon empirical evidence rather than rumor or opinion. Further, it is recognized that attendance centre programmes will continue to be developed, and that the lessons learned from these initial programmes can be brought to bear in the development of community resources.

ORGANIZATION OF THE STUDY

The remainder of this chapter includes definitions of terms used in the study, examines very briefly the connection between evaluation research and youth attendance centres and notes the programmes which are reviewed.

Chapter II details the specific method and procedure that is followed throughout the main text. This chapter also identifies the research design, study population, data collection instruments, data collection process, and evaluation obstacles which were met during the course of the investigation.

Chapter III is concerned with description of the programmes: background and development, structure, goals and general treatment approaches, sources and methods of referral and participant evaluation and termination.

Chapter IV reports on data analysis and results. The components used to designate our frame of reference are: description, assessment of effect, assessment of effort, cost analysis, and resource utilization. These components are inter-related but distinguishable, as will be further discussed.²

Chapter V presents a theoretic framework for the establishment of a youth attendance centre programme in both an urban and rural milieu.

2. This research design is modelled after "Minnesota Pre-Trial Diversion Evaluation Design", in Routinizing Evaluation, by Daniel Glaser, Chapter on Cost-Benefit Analysis, 1974.

Chapter VI presents ten recommendations which may affect the establishment or on-going development of youth attendance centre programmes in their efforts to curtail problems of juvenile delinquency. Although this concludes the main report, the reader is encouraged to review the technical appendices. These appendices provide supportive data which document the major statements in the main text of the study.

DEFINITIONS OF TERMS

1. JUVENILE DELINQUENT - The Juvenile Delinquent Act R.S., C. 160, S. 1 (1929) states:

"Juvenile Delinquent" means any child who violates any provision of the Criminal Code or of any Dominion or Provincial Statute; or of any by-law or ordinance of any municipality, or who is guilty of sexual immorality or any similar form of vice, or who is liable by reason of any other act to be committed to an industrial school or juvenile reformatory under the provisions of any Dominion or Provincial Statute.
2. PROBATIONER - refers to a juvenile assigned to the supervision of the Probation Department for a specified period of time.
3. RECIDIVISM - refers to a juvenile who has been re-arrested for a criminal act while such person is under the supervision of the Probation Department or while involved in a attendance centre programme.
4. RECIDIVISM RATE - refers to the ratio of the number of re-arrests of probationers to the total number of probationers, calculated over length of Probation Order or involvement in an attendance centre.
5. DIVERSION - "... refers to formally acknowledged and organized efforts to utilize alternatives to initial or continued processing into the justice system. To qualify as diversion, such efforts must be undertaken prior to adjudication and after a legally proscribed action has occurred (Glaser, 1974: 150).

6. PREVENTION - "... refers to efforts to avoid or prevent behavior in violation of statute, while diversion concerns efforts after a legally prescribed action has occurred. For example, programs of character building for youths represent prevention efforts" (Glaser, 1974: 150).
7. RESTITUTION - refers to the payment in kind or money that a probationer makes to the injured party.
8. REVOCATION - refers to the incarceration of a probationer for criminal acts while on probation or for technical violation of conditions of probation (failure to make restitution, etc).

PROGRAMMES REVIEWED

A "capsule comment" of each project involved in the study is presented below: ³

NAME OF PROJECT:	Victoria Youth Attendance Centre
BUDGET/PER YEAR:	April 1, 1975 to March 31, 1976 \$79,706.00
STARTING DATE:	September 1969
NUMBER OF STAFF:	Six
NUMBER OF YOUTH INVOLVED/PER YEAR:	April 1, 1974 to March 31, 1975 - seventy-eight (78)
FUNDING SOURCE:	Corrections Branch, Department of the Attorney-General

NAME OF PROJECT:	Burnaby Youth Attendance Centre (P.U.R.P.O.S.E.)
BUDGET/PER YEAR:	April 1, 1975 to March 31, 1976 \$75,480.00
STARTING DATE:	January 1973
NUMBER OF STAFF:	Six
NUMBER OF YOUTH INVOLVED/PER YEAR:	January 1, 1974 to December 1, 1974 - eighty-seven (87)
FUNDING SOURCE:	Community Grants, Department of Human Resources

3. The reader should view these "capsule comments" in context with the type of service offered, organizational and staffing structures, etc.

NAME OF PROJECT:	House of Concord
BUDGET/PER YEAR:	April 1, 1975 to March 31, 1976 \$350,000.00 ^a
STARTING DATE:	1967
NUMBER OF STAFF:	Twenty-eight
NUMBER OF YOUTH INVOLVED/ PER YEAR:	January 1, 1974 to December 31, 1974 ^b one hundred & forty-two
FUNDING SOURCE:	Corrections Branch, Department of the Attorney-General ^c

NAME OF PROJECT:	Port Alberni Youth Attendance Centre
BUDGET/PER YEAR:	January 1, 1975 to December 31, 1975 \$17,656.00
STARTING DATE:	January 1974
NUMBER OF STAFF:	One
NUMBER OF YOUTH INVOLVED/ PER YEAR:	April 1, 1974 to March 31, 1975 - eleven (11)
FUNDING SOURCE:	Department of Human Resources

a. Calculated (estimated) at a per diem rate of \$17.50 & a cost of \$50.00 per client per month.

b. The statistical breakdown of N 142 was 43(30.3%) did not stay 30 days; 21 (14.8%) of clients discontinued after 30 days; 67 (47.2%) of clients completed programme; and 11 (7.7%) of clients were still involved in the programme.

c. Funding is received through Corrections who in turn apply to the Department of Human Resources.

EVALUATION RESEARCH AND YOUTH ATTENDANCE CENTRES

Everyone pays lip service to the desirability of operating human management services that are high quality and that adhere to advanced programme concepts. Unfortunately, such lip service is not always translated into reality (Wolfensberger and Glenn, 1973: 2).

There is substantial agreement within the criminal justice and corrections field that little effort has been given to the general problem of evaluating the effectiveness of programmes. At fault, perhaps is "exasperation with the methodological and administrative problems of conducting research in an action setting, and disagreements regarding the use of research results..." (Caro, 1971: 10).

Corresponding to this neglect of evaluation (research) has been a proliferation of types of programmes throughout Canada, especially the development of juvenile attendance centre programmes in the Province of British Columbia. These programmes are seen as offering improved supervision, while providing a supportive and rehabilitative function, and in some instances are viewed as alternatives to incarceration. Recognizing "there has been no universally demonstrable and preventive methods for reducing the incidence of delinquent acts through prevention or rehabilitative ... programmes".⁴

4. See, for example, California Taxpayers' Association, A Report, "Cluster Evaluation of Five Diversion Projects", prepared for, Office of Criminal Justice, 1974, page 1.

Despite the evidence, Directors and Staff of attendance centre programmes in British Columbia argue that the attendance centre model may be a universally demonstrable and preventive method for reducing the incidence of juvenile delinquency. Their arguments, in most instances, are validated by in-house evaluations, which vary from short descriptive statements to a sophisticated controlled experiment.⁵ In clarifying their attendance centre programmes, Directors and Staff state that an attendance centre programme is improvement and/or offers a much better service to delinquent children than probation or residential treatment programmes. Although the issues surrounding what works and what does not work is important, an explanation of their workings, we believe, offers a better understanding of such complex phenomena. Caro (1971:1), best summarizes what this research project is all about when he said:

Evaluation research, not a new but nevertheless an increasingly robust enterprise, can have a major impact on social problems. While it would be foolish to argue that all the deficiencies of current programs or all the political and conceptual problems can be swept away by evaluation studies, the adequate assessment of existing and innovative programs can be a vital force in directing social change and improving the lives and the environment of community members.

5. Robert F. Kissner, Changes in the Self Concept and the Effectiveness of an Attendance Centre for Youth, Simon Fraser University, M.A. Dissertation in preparation.

CHAPTER II

METHOD AND PROCEDURE

The basic evaluation approach used is triadic, an approach in which the professional researcher does not ordinarily work directly with the client, but instructs others in the use of the techniques, and they, the mediators, implement the reinforcement procedures (Tharp and Wetzel, 1969). This general methodological approach recognizes that "... methods are only means and as such they need to be linked to purposes or directions" (Schulberg & Baker, 1971: 72-80). As Wallin (1972: 40) states: "integrated conceptualizations of purposes and means are known as models".

Therefore, we felt it was important to review the most common models of evaluation research in the hope that their key abstractions and/or instructions might be incorporated in our research design. Our assessment of the literature indicated that four basic models are often used: impact model, systems model, goal-attainment model, and the operational or process oriented model.¹ Further, it was shown, that these basic models often employed specific techniques which may be grouped into three categories.

1. Monitoring techniques, including procedures used for the

1. For a detailed discussion of these four models, see, for example, Wallin (1972: 40-48); Carter (1973: 24-70); & Herzog (1959: 6-10).

direct review of program operations: accountability audit, administrative audit, and time-motion studies.

2. Social research techniques, referring to procedures which exclude cost considerations and which are used for developing, modifying and expanding knowledge about the program which can be communicated and verified by independent investigators: experiment, survey and case study.
3. Cost analytic techniques, referring to procedures used to appraise the relative value of a program in relation to program costs: cost-accounting, cost-benefit analysis, cost-outcome analysis, and operational research, which blends experimental and cost-analytic methods (Carter, 1973: 25).

The nature and variation of this set of demands will be discussed within the context of the research design, but it should be recognized that no matter what model, method, technique or research strategy is employed, a few basic limitations are present.

In large social programs, even less may be known about the relationship between programs and their ultimate results, and the whole problem of spillover effects and uncertainty may be greater. This does not rule out the use of ... techniques (such as cost-benefit analysis; evaluation research; etc.) entirely, but it does imply that they must be treated with much more caution.

Perhaps the more serious limitation of (such techniques such as benefit-cost analysis), however, is that it does not help decision-makers with distributional and broad value questions. Suppose that analysis did indicate that the payoff from additional higher education is greater than that from control of tuberculosis, or that mass transit projects have higher benefit-cost ratios than rural roads. It is still true that the beneficiaries of higher education are not the same people who have tuberculosis, and the beneficiaries of mass transit are not those who need rural roads, and even if these programs did bear on the same groups, the question of differing preferences

would remain. These broad decisions can only be made by the political process (Economic Council of Canada, 1971: 54-55). 2

Before we begin our discussion of the research design, let us remind the reader that, although this study is intended to focus on four youth attendance centre programmes in British Columbia, some of its observations might be equally applicable to other "social service" programmes in Canada. It should also be pointed out that phases of the research project were delineated through the data collection process. That is, different kinds of evidence were used to describe and explain the programmes depending upon the level of accuracy or sophistication required. All hard-data requirements (for example, the Tennessee Self Concept) were checked on at least two occasions to minimize error.

2. Cited in H.A. Wallin, (1972), Evaluating Effectiveness in the Social Services: A General Discussion of Problems, Models, Methods, And Recent Efforts, pages 14 & 15.

THE RESEARCH DESIGN

The procedures followed in the course of our investigation are illustrated in Figure 1 (on the next page) and further detail is shown in Appendix A. The research design, as presented here, includes:

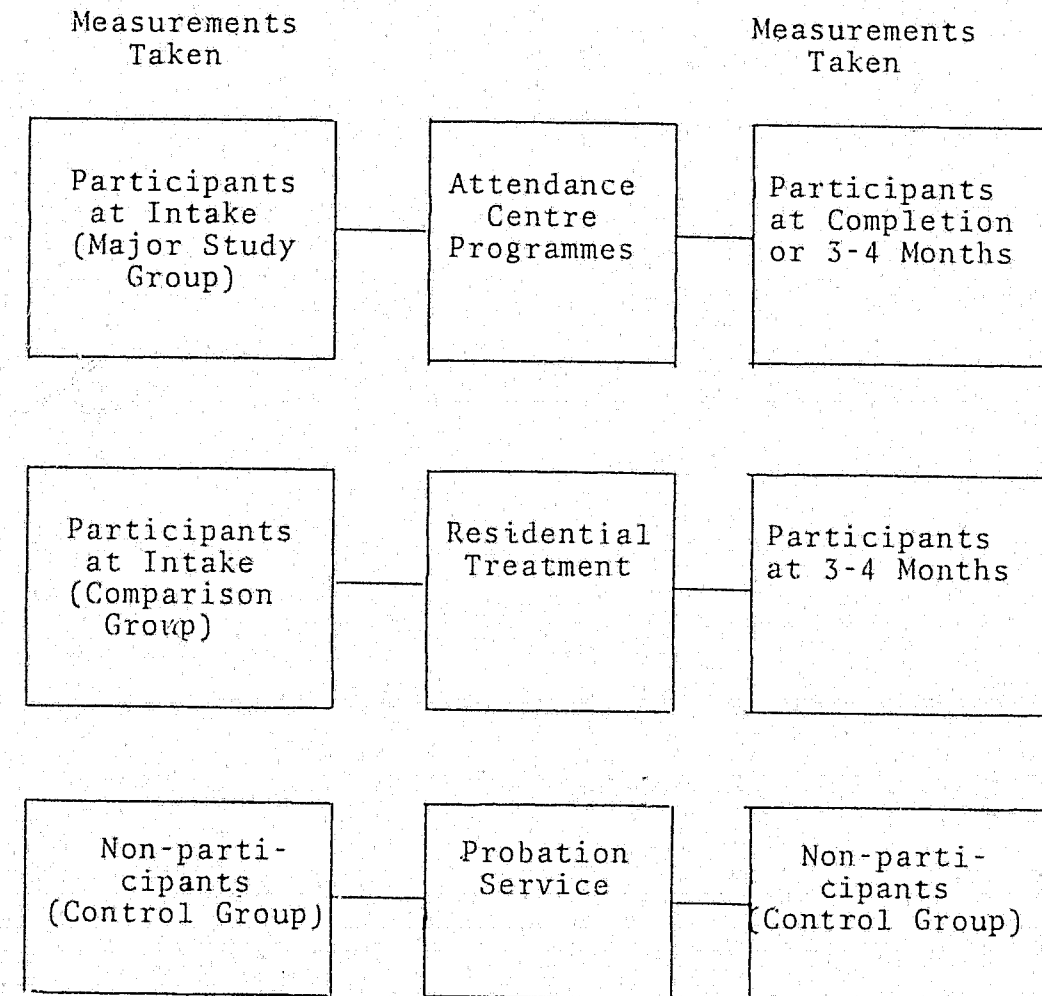
The realization that differing demands are placed on evaluation research necessitates evaluations which encompass the needs of many types of potential users. This multiple usage necessitates a multi-phased design which, of course, complicates the research design (Glaser, 1974: 149).

Also, recognize that:

Neither the rhetoric of politicians nor the pleas of do-gooders of various persuasions are sufficient to guide program development. Similarly, neither the theories of academicians nor the exaggerated statements of efficacy by practitioners are an adequate basis for the support and expansion of various human service activities (Caro, 1971: 1).

The development of a research design which adhered to the aforementioned principles would hopefully include the following: a) information and/or documentation which may be useful to others considering the adoption of programmes discussed here; b) the collection of empirical data which might not otherwise be available and may possibly be used as an indicator in changing programme structures; and c) ultimate cost savings may result from a clear understanding of the various correctional approaches examined here in their attempt to re-

FIGURE 1
Study Procedure^a



a. This Pre-test/Post-test Control Design is modified from: R. Rovner-Piecznik, Pretrial Intervention Strategies: An Evaluation of Policy-Related Research and Policy-maker Perceptions, American Bar Association, Washington, D.C.: 1974: 25-26.

duce the incidence of juvenile delinquency.

The methodological and administrative problems of the research design are divided into five interrelated but distinguishable components. The components used to designate the study's objectives are: description, assessment of effect, assessment of effort, cost analysis, and resource utilization.³ Such an approach allows the investigation to focus upon two major tasks--organizational and analytical.

DESCRIPTION (INFORMATION AND/OR DOCUMENTATION)

There are two major tasks in the descriptive component: data describing each project and data describing their clientele. Each project was fully described to acquaint the reader with background information and to highlight both similarities and differences in the circumstances surrounding their development. It was found that each project shared a common objective: to reduce the incidence and the severity of delinquency among the treatment population.⁴ At the same time, however, it was found that the origins, programme structure, staffing, and treatment philosophy of the various projects differed significantly. These

3. These components (excluding resource utilization) are drawn from "Minnesota Pre-Trial Diversion Evaluation Design", in Routinizing Evaluation, by Daniel Glaser, Chapter on Cost-Benefit Analysis, 1974.

4. This is a basic objective common to many juvenile correctional programmes. See, for example, California Taxpayers' Association, A Report, "Cluster Evaluation of Five Diversion Projects", prepared for, Office of Criminal Justice, 1974, page 11.

differences were noted and analyzed within the context of their relationship with the number of youths being served, influences upon the nature and length of service offered, and a cost analysis.

A sample group of individuals involved in each project was documented with our primary objective being the collection of information centered upon certain demographic and socio-economic characteristics as well as summary histories of criminal involvement of the client group (See, Chapter IV and Appendix A). The data generated allowed for a series of empirical tests (See, Appendices C & D). Client-related issues beyond the demographic and socio-economic characteristics were incorporated in the evaluation component termed assessment of effect.

ASSESSMENT OF EFFECT

Changes in participants self concept, as measured by the Tennessee Self Concept Scale, (hereinafter noted as TSCS) and the incidence (and the severity) of delinquency among the treatment population were the criteria used to judge the effect of the attendance centre programmes. A loaded weighted recidivist scale⁵ (combined with the TSCS) was adopted for this particular section -- assessment of effect.

ASSESSMENT OF EFFORT

"... effort is quite often an area around which important questions and controversies revolve. Quite

often when a project fails to produce the results anticipated by its supporters, they seek to explain this failure by contending that insufficient efforts were expended toward making the project work.... Conversely, when a project appears to produce the desired results, its opponents may contend that this is solely the product of extraordinary efforts by the project staff and that the basic concept remains impractical for wide application" (Glaser, 1974: 153).

As Glaser (1974: 154) argues, the basic question here is, the amount of energy or effort being made by project staff in achieving the goals and objectives of the project. Therefore, information centered upon staff qualifications and training, and staff treatment approaches are highlighted.

COST ANALYSIS

Cost analysis was conducted in two major areas: 1) the operational cost of each project; and 2) the cost ratio per each client. The particular methods of computation are briefly shown below:

- 1) The operational cost of each project

\$ cost of operating budget per year -- each project	
<hr/>	
total # of participants in each project -- per year	
- 2) \$ cost for each participant in each project

(time ₁ through time ₂)	
<hr/>	
\$ cost for participant involvement in other treatment resources	

RESOURCE UTILIZATION

Data with respect to resource utilization was noted from two perspectives: 1) resources which included the use of other social service agencies in the area; and 2) resources which included public relations, volunteer use, community activities and organizations, etc.

MEASURING INSTRUMENTS

This section describes and explains the measuring instruments used in the study. In addition to the two major measuring instruments (the TSCS and the loaded weighted recidivist scale) the study employed several data collection forms which were used to generate information needed to fulfill the requirements outlined in the research design. Samples of these data collection forms are presented in Appendix A.

THE TENNESSEE SELF CONCEPT SCALE

The TSCS is comprised of one hundred self descriptive statements which the subject uses to describe himself. From the total 100 items, 90 measure the self concept, and these are equally divided into 45 positive and 45 negative statements so as to avoid any bias of a negative or positive response. When these 90 items are placed in order, they form a matrix with three rows and five columns. The rows are structured to deter-

mine how the subject describes himself: row one of this matrix contains items which pertain to the individuals' identity or "what he is"; row two deals with self-satisfaction or how the individual accepts himself but, is primarily concerned with the degree in which a person measures up to standards and expectations he has set for himself. Row three is concerned with the individuals' perception of his behaviour and focuses on how he acts or what he does. The columns, on the other hand, are frames of reference that a person uses to describe himself. These referents are as follows:

- Column A -- Physical Self
- Column B -- Moral Ethical Self
- Column C -- Sense of Personal Worth
- Column D -- Sense of Worth As A Family Member
- Column E -- Social Self

The remaining ten items are utilized solely for the Self-Criticism Scale which is adopted from the L Scale of the Minnesota Multiphasic Personality Inventory and gives a measure of truthfulness of response. It should be noted that the Scale is available in two forms, a Counselling Form, (included in Appendix B) and a Clinical and Research Form, both using the same test booklet and test items. The Counselling Form was adopted in this study because it can be easily understood and evaluated while the Clinical and Research Form is more complicated and seems more suitable for indepth psychopathological in-

vestigations.⁶

LOADED WEIGHTED RECIDIVIST SCALE

The ultimate goal of any correctional programme is to reduce future criminal behaviour (recidivism). A major objective of this study was to empirically tabulate both recidivism rate (the rate at which a participant committed new offences) and recidivism score (a weighted number which indicates the seriousness of the offence committed).⁷ However, it was not possible to use comparisons of recidivism between programmes⁸ because the time period of the research was too short (7-month period of data collection on programme participants) to be able to use differential recidivism as a meaningful indicator of programme effectiveness. Not only must a youth commit an offense

6. We thank Robert F. Kissner of Fraser Correctional Resources Society who prepared these materials on the TSCS.

7. The loaded weighted recidivist scale is adopted from Marg Casapo and Bernie Agg, Operation Step-Up, Vancouver, 1974.

8. Some of the more obvious administrative problems which must be taken into account are: a) the definition of 'recidivism' may differ; b) the scope of the re-arrest record and the reliability of the source may differ in both programme and area; c) the termination status of participants may be related to programme policy on handling re-arrest; d) the re-arrest measurement is further complicated in that programmes may ignore the factor of detention in some cases; e) the law enforcement attitudes, practices and reporting procedures may differ; and f) the transfer of information from one area to another may be unreliable. Further detail will be found in Roberta Rovner-Pieczenik, Pre-Trial Intervention Strategies: An Evaluation of Policy-Related Research And Policy Maker Perceptions, American Bar Association, Washington, D.C., 1974.

to become recidivist, but he/she must be apprehended by the police to become a recidivist within a context which may be measured statistically. A 7-month period of data collection is simply not enough time elapsed to utilize this statistical measure of effectiveness. Further, short-term measurement of recidivism (if it were feasible) would only reflect immediate behavioural change, perhaps due to other factors than attitudinal change in participants. For example, data that has been gathered in the past on the Burnaby Attendance Centre programme (P.U.R.P.O.S.E.) shows recidivism has decreased very markedly during participation in the programme and during a three-month follow-up period (see Table 1 in Appendix C). This drastic reduction in short-term recidivism might be due to "less free time to commit offenses," a service any community recreation programme could fulfill. Therefore, a programme must demonstrate it has produced some positive change within its participants if it claims to be effective in the longer run. (The only other way to examine long-term effect would be to measure recidivism over a 2+-year period after programme involvement, and that is impossible in this study). Because of these several administrative problems, a loaded weighted recidivist scale was only used within a context of determining the level of criminal involvement of programme participants (the instrument is being used as a continued or on-going assessment of individual participants in the P.U.R.P.O.S.E. programme).

The scheme divides the recorded offences into the following five categories.

violation of city ordinances
 minor offenses
 offenses involving possession
 offenses against property
 offenses involving violence or danger to human life

An arbitrary numerical number (a value) as related to order of seriousness within each category may be assigned as follows:

Offense	Numerical Value
causing disturbance	10
attempting to escape custody	15
no driver's license	25
poss. of liquor	10
poss. over \$50.00	20
poss. under \$200.00	25
poss. of auto	30
poss. of narcotics	32
poss. of restricted weapon	35
poss. of concealed weapon	60
poss. of dangerous weapon	70
wilful damage	25
attempt to set fire	30
setting fire	32
attempting to obtain money under false pretenses	34
theft under \$50.00	35
theft under \$200.00	40
theft over \$50.00	40
attempted theft of auto	42
taking auto without owner's consent	45
theft of auto	50
theft of motor vehicle	54
attempting breaking and entering	55
breaking and entering	60
breaking and entering and theft	65
no financial responsibility	60
discharging a fire arm	70

Offense	Numerical Value
dangerous driving	75
robbery	80
criminal negligence	85
assault	90
assault causing bodily harm	100

DATA COLLECTION PROCESS

During January-February 1975 a 13 page questionnaire (Appendix A) was developed and distributed to the Directors and Staff of those projects involved in the study.⁹ The original research design focused our investigation upon the selection of randomly selected attendance centre participants and a selected group of probationers who were not involved with structured programmes, other than that offered through the conventional regime of probation (see footnote 1, page 4). Sample respondents were to be further differentiated on the basis of TSCS and a loaded weighted recidivist scale scores. We found this matching process far too restrictive in that it excluded too many individuals who might otherwise be good subjects in the study. Therefore, the matching process (as per the criteria above) was substituted for a series of statistical tests which focused on controlling for internal validity and establishing a relationship between programme and participant changes in self concept. Also, the limited number of new participants in both probation (the control

9. The questionnaire items were extracted from numerous theorists of all persuasions but, relied heavily upon the work of R.A. Ratner, Spring Street Project: An Evaluation, Department of Social Planning, Vancouver, 1974.

group) and the attendance centre programmes (the experimental group) necessitated that the randomized selection of juveniles participating in the study be modified. Rather than a randomized selection of study participants, subjects were chosen as they became involved with the respective programmes. Each subject was then a part of the pre-test-post-test control design and was asked to answer questions (Appendix A) and write the Tennessee Self Concept Scale upon entrance to the programme(s) and after three months (or after programme completion).

EVALUATION OBSTACLES

The investigators encountered several difficulties in the course of the evaluation effort. Primary among these was the collection of data on probationers. The original plan was to obtain a sample size of approximately 45 in the Probation group. This number was needed to provide "extra" sample members who could be discarded if no match was found for them in the attendance centre group (individual matching was to be done on total self concept score, age, family background, and offense history). As has been mentioned this attempt to maintain scientific rigor had to be abandoned, however, the total groups were compared to make sure they matched in terms of the variables noted above.¹⁰ The evaluation plan had been to have each juvenile Probation Officer in the Central, North and South Burnaby

10. The statistical tests used to determine if these sample groups were significantly different from each other (hence "unmatched") is discussed in Chapter IV.

and Coquitlam offices administer the TSCS and conduct participant interviews 1 and 2 (see Appendix A) on all youngsters beginning their probationary period. However, there were so few probationers just beginning their probationary period, this plan was dropped, and the investigators decided to include probationers in the sample no matter how long they had been on probation prior to the time they were placed into the probation research sample. As well, the evaluation plan was changed so the research staff would themselves administer the TSCS and interview schedules to the probationers rather than the probation officers, whose co-operation in actually administering the research instruments was minimal.¹¹

This approach had its pitfalls, however, in that the research staff had to rely totally on voluntary co-operation of the probationers and their families. Whereas if the probation officers had administered the research instruments to members of their caseload, the research would have been carried out more under the aegis of the Probation Department's routine operations. Additionally, the other probation officers did not give the research staff a large number of names of probationers from which to create the sample. As a result, the Probation sample is small and some selectivity may have occurred in its constitution, because it will tend to include more "co-operative"

11. Excellent co-operation was received from two Probation Officers who evinced interest in the project and administered the research instruments themselves to approximately half the sample.

subjects.¹²

Another possible difficulty may have arisen due to the joint administration of the research instruments by both probation officers and research staff. It is possible that probationers interviewed and tested by the probation officers may have biased their answers in the direction of higher self concept scores, because they might feel their responses would affect their probationary status. Whereas the probationers interviewed by the research staff, realizing their responses would not become known to any "important others" (those affecting their lives directly), might be inclined to answer questions more "honestly". This same biasing effect may also have influenced the scores for the attendance centre participants, because all interviews and testing of the attendance centre sample was carried out by attendance centre staff, rather than research staff. Again the subjects know their test scores and interview information will likely become known to attendance centre staff who will determine how long they will be required to stay in the programme. Therefore, the subjects may be more guarded in their answers, especially at the pretest stage before any friendship relations have developed between staff and programme participants.

12. A record was prepared to indicate the extent to which selectivity may have occurred in that portion of the Probation sample interviewed by the research staff. These data are discussed in Chapter IV.

The second area of difficulty centered on the collection of data for Victoria and Burnaby attendance centre programme participants. Staff members in both programmes conducted pre-and-post-test interviewing and testing. This research procedure may have had an unintended effect on the statistical results. As described above, attendance centre sample members may have biased their answers upwards in the pretest stage of the research, yet may have been more truthful in their posttest responses as a result of developing solidarity between staff and participants. As well, the Victoria programme runs only two groups with two counsellors per group. This meant there were few new participants entering the regular group, and only new enrollees could be included in the attendance centre sample. The Victoria attendance centre research sample, therefore, had to be drawn from summer schedule participants as well. The summer schedule represents a different kind of programme exposure, that is, it entails more intensive week-long camping trips. These summer schedule participants were included in the overall attendance centre sample, because experimental subjects were needed to maintain an adequate attendance centre sample size. ¹³

13. A record was prepared to indicate if significantly different scores were obtained from the summer schedule participants. The record compared the mean pre-and post-test scores and mean differences between these scores for summer schedule and regular schedule attendance centre participants. These data are discussed in Chapter IV.

CHAPTER III

DESCRIPTION OF THE YOUTH ATTENDANCE CENTRE PROGRAMMES

THE VICTORIA YOUTH ATTENDANCE CENTRE

The Victoria programme represents the first attendance centre experiment in British Columbia. In 1968, the Family Court Committee examined the hour in the day and the day in the week when each of 400 youngsters ¹ committed the delinquency which brought them to court. This survey showed very clearly that there were definite times when offences were apt to be committed (McLean, 1972: 1).

The Family Court Committee instigated the idea of an attendance centre which would operate during these peak periods of juvenile delinquency. It was felt that "many youngsters coming before the Courts can be handled by the use of existing resources; i.e., Probation, Foster Homes, Group Homes, Etc., but there is always a "hard core" of difficult youngsters who need more than one or two hours of supervision each week by a Probation Officer or Social Worker" (McLean, 1972: 1).

It was envisaged as a community-based alternative to Brannan Lake reformatory, because the individual's ties in the

1. This figure represents the total male population that appeared in Family Court during 1968.

community remained intact. Besides, the estimated cost of \$500.00 to supervise an individual on probation, as opposed to \$5,000.00 required to institutionalize an individual appealed to the committee. Thus, the attendance centre began operations in September, 1969, with three full-time staff members and a half-time secretary. The Provincial Government assumed 50% of the costs and the four municipalities the balance.² The City of Victoria assumed the role of the administrative body, acting on behalf of both the other municipalities and the Provincial Government. The City's Comptroller-Treasurer's Department handled salaries and other financial matters, the Purchasing Department, all equipment, and the Personnel Department was used in selecting staff.³

During these early stages of the attendance centre's development, the programme primarily offered recreational activities and challenge through outdoor expeditions, stressing acquisition of "outward bound" survival skills. A Report on the Operation of THE ATTENDANCE CENTRE for the period 10th November 1969 - 31st August 1970 concluded:

2. The four municipalities are Victoria, Saanich, Esquimalt, and Oak Bay.

3. The attendance centre staff are considered to be municipal employees, but the overall guidance and direction was delegated to the Principal Probation Officer for the City of Victoria.

We were, mercifully, given very little, direction in the beginning. The demand seemed to be - "create a programme which will cause behavioural change in delinquent young people, so they become less delinquent and able to function more successfully in the community".

In retrospect, it would seem that the creation of a programme in THE ATTENDANCE CENTRE has been somewhat like setting off across an uncharted ocean in a leaky boat with an untrained crew, not sure of the destination or if the fuel will hold out - and uncertain as to whether or not we will have the determination to tear up our shirts to make a sail and continue on, if the gas tank does run dry.

Our progress in this past 10 months has to be measured, I think, not by the number of youngsters who have benefitted (or not benefitted) but by the fact that the boat is not as leaky, the crew is trained, we're a little more certain of our destination, and we now know that if we ran out of gas, we'd tear up our shirts (and trousers too,) make sail and continue on to achieve the goal (Vipond, 1970: 2).

This same report stressed the fact that it is not the place of the attendance centre to provide recreational activities, but should rather concentrate its efforts in a much more structured, and a much more demanding set of goals for participants to achieve.⁴ The system that was gradually developed focused upon group discussion which allowed the youngsters themselves to impose sanctions on each other with respect to behaviour and acceptance of responsibility -- but only part (Vipond, 1970: 3).

By 1971, the group discussion format was articulated as a

4. The use of recreational activities would continue but would be developed as a part of an over-all experience of involvement in the achievement of specific goals.

group counselling method -- guided group interaction counselling programme. According to the Principal Probation Officer in Victoria, the "Group Counselling is the main method by which a marked improvement has been brought about in many of the youngsters who have gone through the program" (1972).

The building leased for the original attendance centre, a small facility in the James Bay area, was relocated to a large residential house in Victoria proper in 1972. That same year two of the male counsellors were replaced, and a female counsellor was added to the staff, and the program was expanded in August to include girls. Both segregated and mixed co-ed groups were organized. However, with the later departure of the female counsellor, the girls' portion of the programme was discontinued in June, 1973 due to the insufficient number of girls on probation. In September, 1973 an alternative school programme was begun for past or present participants in the Attendance Centre programme who had been permanently dismissed from the regular school system. The school is taught by a credentialed teacher and is attended by a maximum of 15 students. The school programme offers a non-graded, non-fail system in which each student works at his own level of capability. The school is intended to provide an opportunity to deal with personal problems through counselling, without having academic pressure compound those problems.

In 1974, two additional staff members were added to the programme. However, at this time two counsellors were assigned to each group of 8 - 10 boys, rather than one. This meant there were two groups operating with two counsellors attached to each one. In April of 1974, the Attorney General's Office took over both funding and administration of these funds for the Centre. Also, early in 1975, a "diversion group" was substituted for one of the regular long-term groups (see the following section for a description of this programme). Lesser offenders participate in this less intensive programme, which is shorter in duration and meets fewer times per week than the regular programme.

Some examples of other innovations which have been introduced into the programme include: 1) creation of a special summer programme during school vacation, offering week-long camping and survival expeditions, rather than just weekend trips; 2) operation of special groups (i.e., a group of younger boys than are usually admitted to the programme; a regular boys' group attended by five volunteer adolescent girls from the community; a group of boys who had committed offences together); and 3) introduction of marine weekend trips on a rented ex-troller providing a marine "outward bound" excursion.

STRUCTURE OF THE PROGRAMME

The attendance centre primarily serves male offenders 13 -

17 years of age who have been sentenced to probation by the court. There are now two groups operating with 8 - 10 boys in each group: a regular group and a diversion group.

The regular group is divided into two phases and meets four times per week: two 2-hour group discussions, one 2-hour gym period, and one 2-hour swimming period each week. There is a three-day camping and survival outing every third week. After completion of this phase which depends on each boy's level of performance (phase one portion of the programme is three to five months) the individual progresses to phase two. This is a less intensive involvement which consists of individual counselling approximately once per week, and affiliation with an approved outside organization and/or earning of \$50.00 may be required, depending on the individual case. This phase is designed to facilitate transference of involvement from the Centre to the larger community, and it lasts approximately six weeks.⁵

The diversion group is not differentiated into formal stages of involvement as is the regular group. The group meets only twice per week: one 2-hour group discussion and one 2-hour recreational period. A three-day "outward bound" expedition is undertaken every third week. This diversion group programme lasts approximately six weeks with no formal provision for a less intens-

⁵ Phase two has virtually been discarded as a formal component of the programme, and the counsellors treat each boy as an individual case in this follow-up phase of the programme.

ive follow-up such as phase two in the regular programme.

Both programmes, the regular and diversion, employ three principal components. These consist of: 1) group discussion, 2) group recreational activities, and 3) the "outward bound" experience. The group discussions directly utilize peer group pressures and group dynamic to encourage responsible behaviour. The group recreational activities constitute another important part of the programme, and the most common activities are swimming and floor hockey. However, from time to time other team sports are engaged in, and such activities as sailing, tennis, drama and claywork are examples of activities which have been undertaken. The "outward bound" experience is provided by the three-day outings every third week of the programme. Each successive outing demands an increasing grasp of survival skills. The role of each of these components in the overall treatment process will be discussed in the following section.

PROGRAMME GOALS AND GENERAL TREATMENT APPROACH

The most important aspect of the attendance centre programme are the group counselling sessions. And, in fact, the group recreational activities and the "outward bound" experience are viewed as situations providing later discussion material for the group counselling sessions.

The goals of the group counselling sessions have been explicitly stated as follows:

"The group counselling sessions operate in an attempt to:

- (a) inculcate conventional values and re-inforce them by giving the delinquent group a stake in what happens to its members by permitting participation with staff in solving problems, exerting controls and making decisions.
- (b) provide an environment conducive to the acceptance of responsibility for self in making decisions.
- (c) provide individuals with an increased understanding of their behaviour, improved communications skills and an ability to transfer these understandings to situations outside the intensive group treatment setting, and have the individual develop these values and skills with the assistance of the growth through the use of confrontation, support questioning, clarifying, acceptance and complete honesty.
- (d) encourage group members to express and share feelings and ideas with others, ask questions and react to statements of others" (P.E. Perry, A Brief of the Victoria Youth Attendance Centre Non-Residential Community Based Program For Youth in Conflict with the Law, June, 1974: 1-2)

To fully understand the main thrust of this programme, it is instrumental to explore how these goals are to be implemented in the treatment process.

The over-riding assumption of the treatment procedure used by the Victoria Youth Attendance Centre is that the delinquent regards the peer group as his primary source of affirmation of identity and emotional gratification. Therefore, a youngster in the

teen years would tend to be more attuned to the expectations of peers than adults. If this is true, then a treatment strategy will be most effective if it uses the peer group to re-socialize the youth to adopt conventional values and assume responsibility for his delinquent behaviour.

The treatment process makes use of three principal guided group interaction techniques: first, each individual must become totally involved with the other group members. Complete honesty and candor is required if the group is to have any impact on the individual boy, because his problems will be attended to only if he brings them up within the group setting. Thus, communication skills, expressiveness, and self awareness are to be facilitated in the first step of the treatment process. Secondly, the peer group is utilized extensively in the treatment process. Increased communication and interaction between boys leads to the development of strong bonds between group members. The counsellor does take an active leadership role through confrontation, acceptance and clarification techniques. However, he still depends mightily upon the whole-hearted concurrence and initiative of group members if positive and responsible behaviour on the part of the individual member is to be ultimately rewarded by the group. Thirdly, to increase the leverage of the group vis-a-vis the individual member, the peer group is empowered to use sanctions and dispense rewards and makes most decisions concerning attendance,

release and treatment. The peer group is invested with the responsibility for making important decisions in group members' lives, in the hope that when an individual is serious in his attempts to reform others, he then must automatically accept the common purpose of the reformation process, identify himself more closely with those engaged in reformation and then place status upon others who succeed in it'.⁶ This third element of the treatment process is becoming less extensively used in that the discussion periods now serve more as informal feedback sessions so the boy will have some idea how aspects of his behaviour affect others, how they might be changed, etc.⁷

In summary, then, use of peer group pressure and group dynamics is one of the primary strategies used by the Attendance Centre programme to effect attitudinal and behavioural change.

6 P.E. Perry, The Effect Of The Youth Attendance Centre Guided Group Interaction Counselling Program On The Self-Concept And On The Rate Of Recidivism Among Selected Juvenile Delinquents, A M.A. Thesis Submitted to the Department of Education, University of Victoria, 1972.

7 The peer group's power to make important decisions in group members' lives has been limited as a treatment strategy for several reasons: 1) in 1969, the B.C. legislature transferred jurisdiction over juvenile referral to detention facilities from the Court to the Department of Human Resources. This decision has delimited the power of a court-linked programme such as the Attendance Centre to have a youth referred to a detention facility if he refused to perform acceptably in the programme. Therefore, a treatment strategy using sanctions such as "return to court," or "brief detention" is no longer possible. 2) the programme has admitted participants, especially in its diversion programme, who have generally been younger and/or lesser offenders. This structural change in the programme has entailed decreased use of ultimate sanctions. 3) changes in personnel have also meant alterations have occurred in treatment strategy.

SOURCE OF REFERRALS

All the participants in the programme are referred by the Probation Department, so there is a direct relationship between the Centre and the Court. There are no formal criteria guiding the Probation Officers in their decisions to refer youngsters to the programme. However, in the regular programme the boy has usually been given a minimum of six months probation so there is enough time for him to participate in the programme for its duration. And in the diversion programme, the youngster is usually a first or second offender, often on voluntary probation.

METHOD OF REFERRAL

In the regular programme, a prospective participant who has been referred by Probation will be interviewed by an Attendance Centre staff member to determine whether the boy will be admitted to the programme. The interview is used to winnow out the occasional very difficult boy who might prove so disruptive to the group, its capacity to function might be impaired. Though in the past it has been uncommon for the Attendance Centre to refuse admittance to a boy referred by Probation, more recently it has increasingly exercised its right to screen referrals. The lack of court support (see footnote on preceding page) has meant screening

has become more crucial, since there are few sanctions which can be employed once the boy is in the programme. For the diversion group, all referrals are routinely accepted. That is, the boys are interviewed by the counselling staff with the probation officer and parents present. At this time the programme is outlined, attendance is stressed, and a commitment to see the programme through is sought.

PARTICIPANT EVALUATION AND TERMINATION

The Victoria Youth Attendance Centre programme incorporates participant evaluation in its treatment strategy. Group recreational activities and especially the camping expeditions offer natural settings in which each boy's performance and behaviour can later be evaluated by the group. The group discussion centers upon each boy's progress in the programme and ultimately plays a large role in determining termination from the programme. Thus, as can be seen, evaluation of participant behaviour is ostensibly used to determine termination from the programme. However, in reality it operates as a prime element of the treatment strategy inasmuch as it offers the opportunity to help the individual become cognizant of the ways in which his behaviour affects others. The decision to terminate from the programme is made jointly by the group and the individual boy. From time to time a boy may wish to remain in the programme even though he has progressed to the point at which he would normally

be terminated. In such a case, he will usually be allowed to stay longer in the programme, perhaps coming fewer times per week, until he wishes to terminate.

The participants in the programme are sometimes terminated by the actions of other agencies. For example, the Attendance Centre has experienced the most difficulty in its relationships with the Department of Human Resources when a youngster is made a Ward of the Superintendent of Child Welfare, and the Department is responsible for residential placement into a foster home, a group home, Brannan Lake, etc. And oftentimes either the placing social worker or the residential home would be reluctant to allow a youngster to continue in the programme until termination.

PORT ALBERNI YOUTH ATTENDANCE CENTRE

The port Alberni Youth Attendance Centre was created as one of the first major efforts of a newly instituted Family Division Committee. The Family Division Committee was appointed by the City of Port Alberni in 1972 to advise and assist judges and probation officers of the Family Court. Two probation officers recommended to the Committee a programme similar to the Victoria Youth Attendance Centre as an ideal augmentation of probation.

The Family Division Committee first applied to the City of Port Alberni for funding of the programme. The City, in turn, submitted the request for funding to the provincial Department of Human Resources. The Department first stipulated it would provide 50% of the salary and operating expenses of the programme, and the City was to be expected to fund the remaining 50%. The probation officers were authorized by the City to begin establishment of the programme in November of 1973, at which time an advertisement for a co-ordinator was placed in the newspaper. Then, as a complete surprise, after the programme was beginning to get underway, the Department of Human Resources agreed to fund all programme costs. A co-ordinator was hired in January of 1974, and since the programme was patterned after the Victoria Youth Attendance Centre, the new co-ordinator undertook three weeks of close observation of that programme's operations. A rental building was secured in February of that year, and the programme opened its doors in March.

The programme has continued in operation since its inception, with a personnel changeover in September 1974, when the co-ordinator left the programme, and the present co-ordinator was hired to replace him.

STRUCTURE OF THE PROGRAMME

The programme is open to boys between the ages of 13 - 16 who have been sentenced to probation by the Court.

In the past, the programme was more highly structured. Originally, it was divided into two phases of involvement like the Victoria programme, and graduation of the individual boy into the second phase was contingent upon earning 600 points (based on attendance, punctuality, level of participation, leadership etc.). However, recently these formal divisions and performance criteria have been dropped, and the programme operates more loosely.

The Port Alberni Attendance Centre operates one group composed of 4 - 6 boys. The group meets three times per week for two hours in the early evenings, and common activities are group discussions, ice-skating, bowling, pool, swimming, and other sports. Every second weekend, the group undertakes an over-night or day-long expedition, going hiking, fishing, or camping. During the summer when many of the boys are out of school, more day activities are scheduled than during the school year. The average length of attendance in the programme is three to four months.

PROGRAMME GOALS AND GENERAL TREATMENT APPROACH

The goals of the Port Alberni Youth Attendance Centre, as put forth by the Family Court Committee Report to the City Council, November 8, 1972, are as follows:

"The Committee is aware that many juveniles on probation do not use their leisure time constructively despite the excellent Recreational Facilities in the area. The Committee feels that by having an Attendance Centre and its particular type of programme the following purposes could be served:

1. Teach constructive use of leisure time.
2. Encourage the attainment by each participating juvenile of individually tailored pre-set goals.
3. Teach success and motivation
4. Teach team spirit, self respect, self discipline and self confidence."

And Mr. Ron Halston, the Probation Officer associated with the early establishment of the programme described the aims of the programme:

R. Halston to Supervisor, B.C. Corrections Branch, Prince George, May 13, 1974.

"...the object being to get the boys to use their leisure time more constructively, they being boys who have in the past broken the law through boredom, who lack incentive to utilize their free time in doing something positive.

The programme is built around the group therapy setting plus a sport-cum-outward bound orientation. The boys involved become self-governing within certain limits, with the group deciding on when a boy has graduated out of the program, getting certain goals to be achieved."

The above goals and general treatment approach were outlined

in a earlier memo (R. Halston to Regional Director, Community Corrections, Victoria, February 8, 1974) which said:

"...we see the possibility of approaching various clubs for their support in providing instructors for short courses in first-aid, hunting, etc. We also wish to introduce employment prospects into the program with slide shows from the Department of Manpower, and visits to local sawmills etc., with the idea of introducing to the boys the ambition to acquire good employment prospects. Another possible activity for the group will be the occasional volunteer work program."

The objectives of the present programme, as outlined by the co-ordinator are to have the boys enjoy the group situation and develop interpersonal skills; provide a setting for one-to-one relationships with himself; develop discipline and persistence (for example, he state on hikes he will encourage the boys to continue beyond their first inclinations to stop and rest); and encourage taking responsibility for actions through explicit discussions about the law and the boys' relation to the law.

The co-ordinator does not emphasize "development of leisure-time use" or orientations toward future employment, but instead tries to provide a setting for staisfying interpersonal relationships. Especially, he thinks his good relationship with the boys was crucial, so they would realize they were simply liked by someone important to them.

The recreational content is quite high in this smaller programme, which has no formal educational component as do the Victoria and Burnaby attendance centres. However, the co-ordinator

does occasionally help the boys with their homework, and he states the boys seem more receptive to learning in the relaxed environment of the attendance centre. The recreational activities serve functions similar to those of the Victoria programme. According to the co-ordinator, the recreational activities provide the setting for development of close relationships between himself and the boys; the activities provide the grist for the discussion sessions later; and the activities (especially the weekend outings) use up the boys' pent-up energies and enable the boys to understand what they are really capable of doing when they try. Generally, the co-ordinator emphasizes his own good one-to-one relationships with the boys, rather than their positive relationships with each other as stressed in the Victoria programme. This difference in approach may well be due to the fact that the Port Alberni programme typically has few boys (3-4) enrolled at any one time (see section on Referral Procedures below). The small number of participants may minimize the emergence of powerful group dynamics. The co-ordinator has begun to adapt the programme in other ways to provide for this contingency of limited enrollment. Thus, he has begun working with a few friends of the participants, because he says he finds he needs the contagion of group involvement and other advantages of working with a moderate-sized group, which he cannot achieve with the 3-4 boys he usually has enrolled in the programme.

SOURCE AND METHOD OF REFERRALS

All participants in the Port Alberni Youth Attendance Centre are referred by the Probation Department. Only boys between the ages of 13 - 16 who have received a minimum sentence of six months' probation are eligible to be assigned to the programme, and oftentimes participation in the programme is made a condition of probation.

Because Port Alberni is a relatively small community (population approximately 12,000), there is not a large number of juveniles on probation: approximately 30 juveniles may be on probation at any one time. As a result, the probation officers do not make many referrals, and the total number of participants enrolled is usually no more than five boys. Although the probation officers are not guided by any formal criteria for making referrals, they are reluctant to recruit boys who may disrupt or refuse to attend the programme. Because there is no longer court support for juveniles referred to the programme, the referring agents must screen carefully at the beginning and cannot "take a chance" on boys who might create problems or refuse to attend (one boy's refusal to attend may affect the other boys' absenteeism). Use of such informal recruitment criteria means the number of referrals remains small.

The co-ordinator exercises no veto-power over referrals and routinely accepts all those emanating from the Probation Department.

PARTICIPANT EVALUATION AND TERMINATION

Since the 600-point system was dropped as a requirement for graduation, participant performance in the programme is not systematically evaluated. However, informal evaluation of participant behaviour occurs as part of the counselling process to some extent. As in the Victoria programme, the group discussions involve guided exploration of aspects of individual behaviour. In this sense, then, the group in conjunction with the counsellor do appraise individual conduct and recommend termination when sufficient improvement has been shown. The co-ordinator described general criteria he uses to determine termination, as follows: a degree of improvement in self image (based upon subjective accounts rather than any type of test which may show changes in self image) and a certain "opening up" or "increased responsiveness to others". Also he states that a youngster will be terminated if, after a period of time, nothing is happening and the programme does not seem to be benefitting him. However, it is the individual boy himself who ultimately decides when he wants to terminate. Sometimes the boy will maintain partial involvement in the programme when he wishes to decrease programme participation, yet does not want to completely sever his ties with the programme.

100-MILE HOUSE ATTENDANCE CENTRE

In October 1973, the juvenile probation officer for Williams Lake/100-Mile House had become acquainted with the attendance centre experience in Prince Rupert while attending a Corrections branch meeting. The probation officer described the Prince Rupert centre to an R.C.M.P. officer and a social worker. They both thought it would be advisable to set up a similar programme in 100-Mile House. During late 1973 and early 1974, 100-Mile House was experiencing problems arising from the regionalization of corrections facilities. The community began to accumulate a number of repeat offenders who were waiting to be sent to programmes elsewhere in the province. In these early stages of its inception, the Attendance Centre was envisioned as providing some supervision over these difficult youngsters while awaiting openings in residential programmes in the Lower Mainland and Victoria areas.

In December of 1973, a programme director was hired to begin setting up the programme (he was affiliated with the Army Cadets). The Department of Human Resources only funded the director's salary and mileage expenses. No funds were provided for facilities or equipment. However, the director was able to borrow canoes and camping equipment from the Army Cadets. As well, the local high school permitted the programme to use the school gym for

such activities as floor hockey, basketball and other sports.

In these early stages of developing the programme, the director visited the P.U.R.P.O.S.E. programme in Burnaby to familiarize himself with the operations of an attendance centre type of programme. The programme began accepting boys and undertaking activities in January of 1974. The programme continued to operate until April of that same year, when two boys in the programme accused the director of making homosexual advances. These charges were never substantiated, but the director was terminated to quash the scandal which had developed. The programme ceased operating entirely in July 1974 and remained so until January of 1975.

In January of 1975, a programme counsellor was hired half-time and later that month became full-time programme director. Also, at the end of January a male counsellor was added to the staff, and in March another counsellor was hired. Again, the Department of Human Resources funded the three full time Child Care Worker positions and their mileage expenses, but failed to provide funds for facilities or equipment. For the time being, the director had managed to refurbish a small room off the old Community Hall which was slated for demolition, pending a City Council decision on the matter. This provided a rent-free facility of sorts.

In the spring of 1974, the South Cariboo Community Resources Board was formed in 100-Mile House, and in the winter of

that same year, the Youth Services Committee was created. This Committee was supposed to help launch the re-establishment of the programme, but as of March 1975 when the programme was investigated, it had done little in this direction.

As of mid-March of 1975, when the research was begun on the 100-Mile House attendance centre, it had not yet been re-established as a functioning programme. The programme had not begun to get under way for two reasons: First, the counsellors were waiting until February when the new semester schedule would be prepared for the boys in school, because they planned to have the boys come directly over to the centre after school (see the following section, Structure of the Programme). Secondly, after this situation had been resolved, the school refused to allow the boys to come to 100-Mile House High School on the school bus and be returned home by the attendance centre personnel. The school did not want to accept legal liability for anything that might happen to a boy before he was returned to his doorstep at the end of the day. This issue was favorably settled by the second week in March, and the programme was just about to begin operating. However, the Department of Human Resources refused to continue funding the programme for the 1975-1976 fiscal year, and the programme is now no longer in operation.

STRUCTURE OF THE PROGRAMME

The earlier programme, which began in January and ended in July of 1974, was modelled somewhat on the P.U.R.P.O.S.E. programme in Burnaby. The programme participants were male probationers between the ages of 14 and 16. The programme director had organized two groups of boys (six boys in each group). One group was from 100-Mile House and met from 7.00 to 9.00 p.m. Tuesday and Thursday evenings (usually in the school gym) and approximately 1.00 to 4.00 p.m. on Saturday for an outdoor activity. Additionally, once a month there was an over-night camping trip or day-long outing. The other group was from Lac La Hache and had a similar schedule, meeting every Wednesday and Friday in the Lac La Hache Town Hall from 7.00 to 9.00 p.m. and would join with the 100-Mile House group to participate together in the Saturday and once-a-month outings.

Approximately half of the kids in the earlier programme were not attending school, and the programme was in the process of being adjusted to meet the differential needs of the participants. Thus, the director began helping the boys in school with their homework, and he organized some day activities for those who were not in school. For example, an ice rink was being demolished in Lac La Hache, and he was planning for some of the boys to volunteer their assistance in the project.

Because the new programme was not yet solidly re-established when it was investigated in March, it is only possible to describe the intended format of the new programme. This new programme accepted referrals from sources other than the Probation Department. About half of the 22 referrals to the programme were from school counsellors, principals, social workers, and parents. The direction planned was to have individual counselling during the school day when the boy's schedule permitted. Two to four sessions per week were to be scheduled for each boy, totalling eight to 16 hours per month. The director further stated he planned to have after-school activities, but he said it would be difficult to maintain attendance, because many of the boys had various extra-curricular activities after school. He thought he might organize three "teams" or "groups", but did not outline clearly how this would be done. Two-thirds of the boys attending the programme lived quite some distance from 100-Mile House. And because the centre was located in 100-Mile House, the programme director was dependent upon school bus transportation (at least one-way). This meant it was almost impossible to plan activities for evenings or weekends. Maintenance of the centre in 100-Mile House and resulting transportation problems meant only individual counselling contacts during school hours could be predictably assured. ⁸

8. Transportation is the second most (next to referrals) serious problem of all attendance centre programmes reviewed here.

PROGRAMME GOALS AND GENERAL TREATMENT APPROACH

The programme goals seem to have been influenced by the circumstances leading to the programme's creation. As stated in the section above, the attendance centre idea was born at a time when the community was experiencing a rash of juvenile offenses. As a result, the programme was designed to supervise youths awaiting openings in residential programmes. In this programme, more than the other two described previously, the goals were more directly linked to corrections aims: reduction of offenses through direct supervision by an adult. As well, the military background of the first programme director encouraged him to take an authoritarian "bivouac" approach to the programme's organization. Additionally, this first programme tended to be stricter and more regimented because only Court referrals were eligible to enter it. The later programme expanded its eligibility criteria and accepted referrals from other sources such as parents, school principals, school counsellors, etc.

However, the programme did emphasize some goals more directly oriented to long-term changes in participants. The probation officer who originated the 100-Mile House programme outlined three services the programme might offer: 1) recreational activities; 2) pre-vocational-educational assistance (help with homework, speakers from Canada Manpower describing how to

conduct oneself well in interviews, etc.); and 3) volunteer community work (because the participants had committed past offenses against the community).

The first programme director seems to have begun to implement some of these ideas. For example, as mentioned above, he helped the participants who were still in school with their homework. And he introduced community work service into the programme for those juveniles not attending school, therefore, having no day-time activities.

The second programme barely began to operate when it was refused further funding. However, the director's verbal description of the intended programme structure (see preceding section on "Structure of Programme") revealed quite a different sort of treatment strategy than found in the attendance centre programmes already discussed. The core of the programme consisted of individual counselling sessions, rather than group-based activities and counselling. Though some group activities were contemplated, the difficulties of transporting participants whose residences were widely dispersed precluded many group activities (see previous section). Again, because this programme never got out of the planning stages, it is difficult to describe the treatment strategy characterizing it. Also, the lack of funding for recreational equipment was undoubtedly a stumbling block in planning group activities, because this second programme

may not have had access to Army Cadets camping equipment as the first programme had.

REFERRAL PROCEDURES

The participants in the earlier programme were all referred by the provincial court judge. The participants tended to be older and had committed more past offenses than the participants who became enrolled in the more recent programme. The nature of the early referrals was influenced by the circumstances surrounding the original creation of the programme. The programme was begun precisely because the community was having such severe problems with a number of "hard-core" multiple offenders. Naturally, when the programme was first established, the judge referred many of these difficult boys, because there were no other resources available.

The second programme experienced a much different pattern of referrals. By January 1975, the situation in 100-Mile House had been ameliorated, and the older ringleaders of the earlier juvenile gangs had either left the area or had begun serving sentences in jail. This meant the boys on probation in early 1975 were younger and had committed less offenses. The judge has tended to assign almost all boys on probation to the programme so in March 1975, there were many boys on the programme. Nevertheless, only half of the total number of referrals (22) emanated

from the Court. The remainder of the referrals were from: parents, school principals or school counsellors, or the probation officer who felt that even though the boy was not presently on probation, the programme might benefit him in the long run.

BUDGET

Because the Department of Human Resources only funded salaries and mileage, the budget itemization was fairly simple. The personnel salaries for the second programme budget included: a programme director with a salary of \$650. per month and two staff members at \$614. per month each. The mileage allowances totalled \$150. per month for all three personnel.

THE BURNABY YOUTH ATTENDANCE CENTRE (P.U.R.P.O.S.E.)

The Burnaby attendance centre hereafter known as Probation Resources or P.U.R.P.O.S.E.⁹ evolved from the Volunteer Probation Sponsors Programme. The Volunteer Sponsors Programme had arisen as a co-operative effort between the B.C. Corrections Service and the Vancouver Junior League and had been operating in Burnaby since 1971. Volunteers worked with youngsters on probation under the direction of the Burnaby probation officers, but owing to increased caseloads, and a continued interest by concerned citizens, the maximum potential of the programme was not fully realized. Consequently, in November 1972, a group of citizens sponsored by the Burnaby Family Court Committee applied to the Federal Government for a five-month Local Initiatives Programme grant to co-ordinate and extend the Volunteer Probation Sponsors Programme.

This grant was awarded, and in January 1973, the new programme, Probation Resources (P.U.R.P.O.S.E.) began operations. The aims of the programme were as follows:

- "a) provide backup resources for volunteer probation sponsors
- b) extend the scope and function of the Volunteer Sponsors Programme
- c) provide personnel to work with individuals who require more time than a volunteer could reasonably be expected to give

9. P.U.R.P.O.S.E. -- Probationary, Understanding, and Realignment to Purposefully, Orientated, Societal Endeavours.

- d) to assist the court in its functions, and provide direction to juvenile and adult probationers
- e) to develop resources in the community which would prove to be of assistance to both the probationer and probation sponsor" (from memo dated March 30, 1973).

Eight staff members (five male and three female) were hired, and each was assigned three-five volunteer sponsors. The staff was limited to contacting the sponsors and providing possible assistance where needed. As well, each staff member worked intensively with approximately five-six probationers between the ages of 12-17, usually referred by the Probation Department (though some pre-delinquent youth were referred by Social Services). Personnel also were oriented to development of community resources available to sponsors and probationers. The staff primarily worked with delinquent youth and their families on an individual basis (approximately three hours per week). Some group activities were undertaken, but this was not the main thrust of the programme.

In June 1973, a summer programme was organized on a group basis, because of the need for activities for youth during the summer vacation from school. As well as the Local Initiatives funds, some private corporations contributed monies for the summer programme.

From September 1973 through February 1974, a Local Initiatives Programme grant supplied total funding for the programme again. Meanwhile, application was made to the Department of Human

Resources, and from February through May 1974, the Department of Human Resources financed 40-50% of the funding requested in the project application to the Department submitted in January 1974. This funding ran coterminous with the L.I.P. grant until June 1974, when the Department of Human Resources agreed to fund the entire programme at the level originally requested in January. However, the funding was to be dispensed for six-month intervals only, with review at the end of each six months to determine if support was to be renewed. Financing for this programme has been continuously renewed by the Department of Human Resources through the present.

Early in its development, the programme provided a research component. Either the programme director(s) and one of the staff members selected for their academic background have conducted research into alternatives to probation, systematically compiled statistics regarding the programme's operation, prepared several guides to local resources (community programmes and institutional resources) and written aides for counsellors (homework resources booklet, behaviour modification programme, job assistance pamphlet, etc.).

In late 1973, the researcher affiliated with the programme indicated that the individual counselling approach used both by volunteers and Probation Resources staff was not maximally effective. Too much of a counsellor's or volunteer worker's time

was wasted in trying to make individual contacts with programme participants (i.e., too much time was spent travelling to and from participants' residences, trying to arrange individual appointments by telephone, etc.). As a result, a group-oriented programme was envisaged whereby individual participants would meet in groups at regularly scheduled times at the Probation Resources facilities, and a counsellor would organize and lead the group's activities. The volunteer sponsors would be utilized in the less intensive follow-up phase of the programme. Thus, an attendance centre type of programme was visualized to overcome the shortcomings inherent in the earlier structure of the programme.

The programme experienced considerable staff turnover, probably due to the uncertainty of funding and the early very low wage level. It was not until September 1973 that the majority of the present counsellors were hired (the wage rate for Child Care Workers increased from \$530. per month to \$634. per month in August 1973). The programme also changed location several times from the Burnaby Court Building to an intermediate location in a Burnaby Nursery in North Burnaby, followed by removal to its present location on Kingsway Street in Central Burnaby.¹⁰ As well, changes also occurred in referral sources.

10. The programme recently (August 1, 1975) was forced to move to another location when the rental building in which it was located changed ownership, and the new owner requested use of the building.

The number of Court and probation referrals declined relative to the number of referrals accepted from new sources such as Social Services, schools, parents, other community programmes, and self referrals.

A school programme was added to P.U.R.P.O.S.E. in March 1974, when the Burnaby School Board agreed to provide a credentialed teacher on a part-time basis. Probation Resources found an educational component was needed for many of the same reasons the Victoria attendance centre adopted one. Like Victoria, primary among the reasons for its addition is the difficulty many youngsters on the P.U.R.P.O.S.E. programme experience in coping with traditional school structures.

The stated goals of the school programme are to:

- "a) assist young people who are out of school to re-enter school or acquire skills that may be necessary to obtain employment;
- b) help each person develop his/her potential by demonstrating concern for the student as an individual; and
- c) provide learning experiences and situations which are in concordance with other programme activities and of value to the participants."

(from "FCRS--A Report," written by Robert F. Kissner & W.W. Zarchikoff, February 1975)

From March to June 1974, approximately 10 youngsters were in the programme for an average duration of 4 months, and met individually with the teacher once a week, supplemented by assistance at other times throughout the week. In October 1974 until

the present, the school programme became organized on a group basis with an average class size of 8 students, meeting three hours per day, four days a week.

STRUCTURE OF THE PROGRAMME

The P.U.R.P.O.S.E. programme is open to boys and girls between the ages of 12-17. There are three groups of boys each led by a male counsellor and one group of girls led by a female counsellor. All participants attend through personal contract (usually unwritten and informal). This may occur at the request of a Family Court judge, the suggestion of a probation officer, social worker, school counsellor, parents or self referral.

There are three levels of involvement in the programme:

- 1) the attendance centre programme; 2) the detached worker level; and 3) the volunteer sponsor programme.¹¹ The attendance centre programme provides individual counselling (approximately five hours per month) and group activities and counselling, involving attendance two evenings per week at the Centre from 6:30 to 9:30 p.m. and one weekend outing each month. The activities are determined by the participants in consultation with the staff. Most activities are centred in three areas: recreational, community, and discussion group activities. Common activities are in-

11. The majority of the recent participants have not needed these follow-up phases of involvement, because they have tended to be less serious offenders and less maladjusted than the past programme recruits (see section on "Referrals").

door sports (basketball, floor hockey, badminton), leather work and other crafts, group discussions, and less common activities might include seeing movies, plays, skiing, etc. Weekend activities often involve camping, fishing, canoeing, etc.

The detached youth worker programme is designed as a follow-through of the attendance centre programme. Each counselor works individually with the youths who have been formerly involved in their group, if needed. This phase represents a winding-down of involvement and is designed to involve the youngster in existing community programmes or other services. A participant leaves the detached youth worker level and is either terminated or less frequently becomes involved with a volunteer sponsor, an adult from the community who has similar interests as the youth.

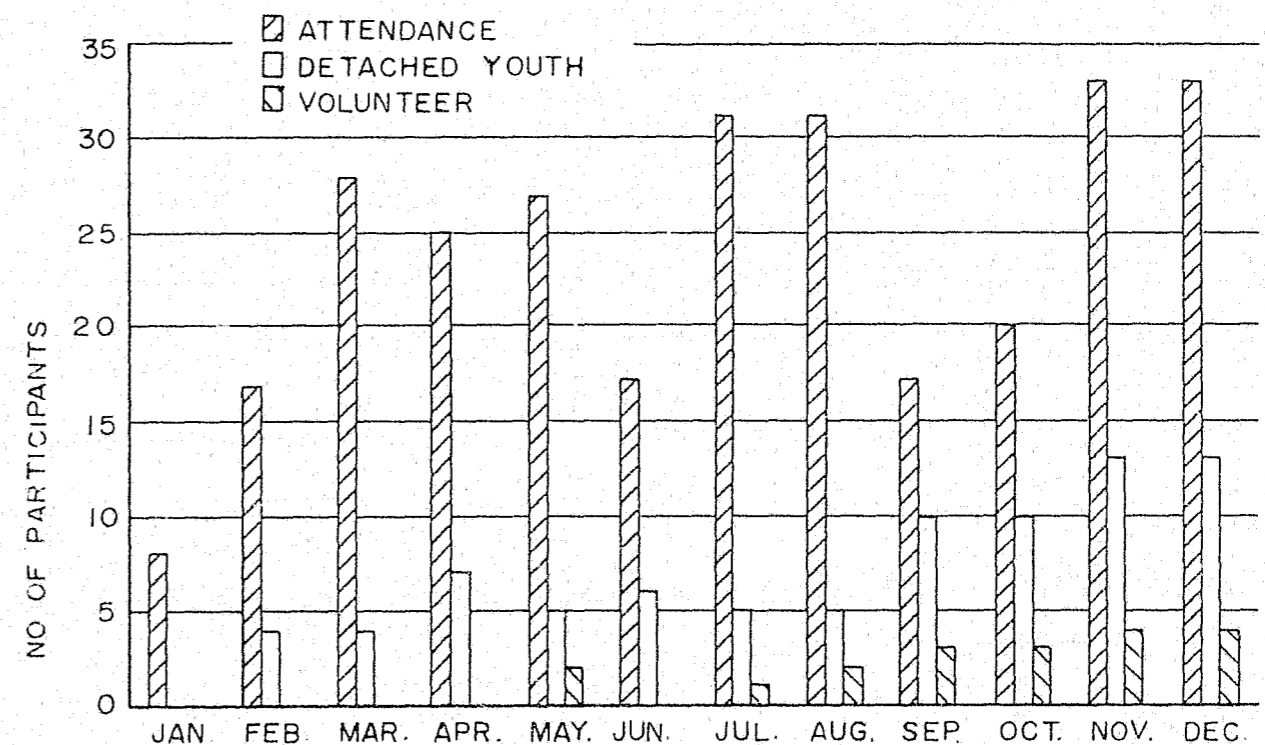
Figure 2 (on the next page) provides the numerical distribution of participants in all three levels of programming during the period January 1, 1974 to December 31, 1974.

Participants spend an average of four months in the attendance centre programme, and for those needing the detached worker programme the average period of involvement is six weeks. Participation in the volunteer sponsor programme averages six months for those enrolled in it.

The school programme at P.U.R.P.O.S.E. usually enrolls a proportion of the same youngsters who are in the attendance

Figure 2

Number of persons participating in Attendance, Detached Youth Worker, and Volunteer Sponsors Level, January 1, 1974 to December 31, 1974



centre programme, so that both programmes will be operating simultaneously for those young people. The school is authorized to teach grades 1 through 10, and the student works at his/her own pace under the guidance of the teacher. Completed academic credits are fully transferrable to other schools.

The programme changes its schedule during the summer school vacation period. At that time longer camp-outs and exped-

itions are organized which last for 3-4 days, alternating with time-off periods of similar duration.

PROGRAMME GOALS AND GENERAL TREATMENT APPROACH

The objectives of the programme are summarized in a recent report, as follows:

- 1) to help the young person find a meaningful place for himself/herself in the community;
- 2) to involve the participant in the learning of acceptable social interaction. This process involves an active give and take relationship in the form of instruction, demonstration, practise, and feedback;
- 3) to expose the participant to a variety of new interests, activities, and human interaction which will motivate the youth to learn new approaches in behaviour;
- 4) to make youth responsible and accountable to themselves and society for their behaviour;
- 5) to make the programme more than a "paper" community intervention programme by actually involving the total community in such areas as the society itself, advisory committee, resource people, and volunteers;
- 6) to translate the idea of an integrated service delivery into a practical, economic, and humanistic reality; and
- 7) to utilize existing community services and structures in fulfilling programme objectives and goals rather than establishing a duplication.

(from "FCRS--A Report," written by Robert F. Kissner & W.W. Zarchikoff, February 1975)

The counsellors state the aim of the programme is to provide new, stimulating group activities to develop interests and confidence in successfully undertaking these activities at the centre and in the community. In this process, warm relationships are developed between group members and between counsellor and group members. In this way, confidence in social interactions is

developed, and the participant learns in a non-threatening, friendly environment what rewarding experiences can be gained by positive behaviour. These discoveries can then be transferred to the youngster's home, school and other environments.

This programme places somewhat more emphasis on individual counselling than the Victoria programme described previously. The counsellor usually meets once a week with the participant on an individual basis, though this varies because more counselling is undertaken later in the programme as the relationship between counsellor and youngster strengthens through time. As well, fewer evening sessions are explicitly designated as group discussion in the P.U.R.P.O.S.E. programme, as opposed to the Victoria programme.

The P.U.R.P.O.S.E. programme utilizes group dynamics and counselling to some extent (such techniques as reality therapy, behaviour modification, etc. have been used in the group-oriented schedule as a practical means of allowing the counsellor a larger access to members of the group). The actual "counselling" tends to be reserved for individual contacts with the youngsters. It was found that the group organizations provided extensive and constructive group interaction, important to youngsters in this age range. Consequently, the inter-relationships between group members became a component of the overall counselling strategy.

The counsellors all agree that the most important treatment

strategy is becoming a friend of the youngster's, whom he/she can trust. Friendship is built while undertaking common activities and sharing experiences. "sitting around the campfire," so to speak. Several counsellors indicated that it is only after a friendship relationship evolves is it possible to become a counsellor (i.e., someone whom the youngster can consult while tackling his/her own problems). A crucial ingredient of the treatment process is the provision of positive reinforcement and emotional support to enable an individual to come to appreciate his/her own worth. In this process, a counsellor also assists the young person in seeing the value and possible end results of his/her own efforts.

However, most of the counsellors reached the consensus that the most important thing they can give is consistency, that is, a predictable, positive presence: "provide a consistent presence so individuals can feel welcome as well as wanted;" "just give the kids something to count on ... this is their greatest consolation" (statements by one of the counsellors and the teacher in the programme). Many of these youth live in unfavourable home environments characterized by inadequate and fluctuating discipline and supervision and generally poor parent-child relationships. Often they've experienced difficulties and failure in school and have poorly developed leisure interests. The programme attempts

to provide a stabilizing influence in their young lives. They have "a place to go, things to do, and people to see." The education programme especially fills this need for youngsters who have been dismissed from the local schools permanently and have no day-activities to occupy them. Also, many of these youngsters seem to need the legitimate involvement in an occupation that their peers are engaged in: at that age school is the most common occupying activity.

Several of the counsellors agreed that behavioural expectations should begin fairly flexible and only after the relationship has developed and as a result an increase in the level of expectation. Especially with delinquent youngsters, it is only after inter-relationships become important to the young person will disapproval of the counsellor or of the other group members have any effect. And generally, it was found a more rewarding system, rather than a punishment-based system was successful. The rewards varied from verbal reinforcement, special group activities (going to the movies for example), participation with the counsellor in more personal activity (taking the young person out to dinner individually with the counsellor), to french fries from the nearby fast-food place. The real rewards, of course, are the gratification that comes from getting along well with others and the self-fulfillment that comes from doing things to the best of one's ability.

Several staff indicated they seem to use "specialized" techniques for dealing with different age groups. Therefore, the counsellor who works with the older boys (15-16) tends to use more of a "reality therapy" technique, confronting the young person with his behaviour and its consequences for himself and others, trying to encourage responsibility for self and self-autonomy. As well, this counsellor states he tends to formally stress the limits for acceptable behaviour more so than the counsellors who work with the younger kids. Also, this counsellor says he will use verbal reinforcement liberally when improvements in behaviour occur early in the programme, but later will make less use of verbal rewards, because in the older child's actual environment this may be more the case.

The counsellors working with the younger children in their groups (13-14) place more stress on goals such as self-confidence and improved social interaction skills. Successful changes in behaviour for the younger child is measured more in terms of improvement in his relationship with others in his environment; whereas success for the older youth will be marked increase in responsibility, self-reliance, etc. (Of course, improvement is sought in both areas for the younger and older age ranges, but it is a matter of emphasis.) Greater use of rewards and more continuous verbal encouragement are used with this age group. The

woman staff member is the lone female counsellor so she must handle a more diversified age range. Also, the strategy of choosing the best match between counsellor and female participant cannot be used since there are no other woman counsellors to whom an incoming girl could be assigned.

SOURCE OF REFERRALS

The Probation Department refers the majority of the youngsters who will be participants in the programme. However, as indicated above, the programme has experienced considerable diversification of referral sources in the last one and one-half years. Figure 3 (page 74) shows the referral sources for those participants involved in the programme between January 1, 1974 and December 1, 1974.

As is shown in the figure, this is the only programme in operation which routinely accepts referrals from outside corrections. The programme staff felt a diversified referral system would avoid labelling effect, i.e., it would not only be "juvenile delinquents" who were involved in the programme. Additionally, recruitment of a broader spectrum of participants would encourage mutually beneficial interaction between youngsters with different outlooks and different problems, thereby avoiding the effects of "tunnel vision".

Figure 3

Referral Sources of Those Involved in the Programme
from January 1, 1974 - December 1, 1974

Referral Source	Number of Persons
B.C. Corrections:	
Burnaby	34
Coquitlam	7
New Westminster	5
Department of Human Resources	19
Schools	8
Parents	5
Self-Referral	3
Other	5
TOTAL	87

METHOD OF REFERRAL

There are no formal criteria guiding referrals to the programme except for age and level of mental/emotional condition: the youngsters referred to the programme must be between the ages of 13-17 and must not evidence severe mental deficiency, excessive brain damage, or psychotic illness.

The sources outside B.C. Corrections often refer pre-delinquents, maladjusted youth, or youngsters suffering the ill effects of poor home environments and/or severe difficulties in school. In regard to the Probation Department referrals, the programme director states that there has been a tendency for the

probation officers to refer lesser offenders to the programme than they did in the past. When the programme had just started operating, probation officers tended to use it as a "last resort" and would make referrals if a boy started committing numerous offenses. Now, especially with new and younger probation officers, the programme is viewed more in terms of "prevention" and long-range impact on a youngsters' life situation, rather than as an emergency measure. This phenomenon of changing probation referrals from sources outside B.C. Corrections has meant the programme has begun to treat fewer "hard-core" youth and instead has begun to treat offenders and youngsters with problems other than "criminality" (i.e., school underachievement, unmanageability in the home, personality disorders, etc.).

Youngsters referred to the programme from any source are interviewed by the programme director and a senior staff member to determine if that youngster can benefit from the programme. However, referrals are infrequently rejected and most often if the youngster were not recruited, it would be due to other factors (for example, the youngster might refuse to attend, he/she had a conflicting schedule, the family might refuse to give permission for the child to attend the programme).

CHAPTER IV

DATA ANALYSIS AND RESULTS

Positive change in self concept (view of self) as measured by pre-and-post-test administration of the Tennessee Self Concept Scale was the major evaluation instrument by which programme effectiveness was assessed. The TSCS score was the primary programme evaluation device because some instrument was needed to evaluate long-term effect of a programme. Definitive demonstration of substantial positive change in self concept would serve as an indicator of change within the subject and would be more likely to result in more premanent behavioural change.

DISCUSSION OF PAST RESEARCH USING THE TENNESSEE SELF CONCEPT SCALE (TSCS)

Given the research difficulties and inadequacies of using behavioural indicators such as recidivism, one must demonstrate a relationship between subjective factors such as self concept and actual behaviour. Otherwise, deomonstrable improvement in subjective view of self would be no indicator of programme effectiveness if it was not correlated with improvements in behaviour.

Much of the current research on delinquency has been influenced by the work of Reckless and his associates who took the

position that the self concept is an important variable in delinquent behaviour (Reckless, et al, 1956). Their work suggested that a healthy positive self concept serves as a kind of "insulator" against delinquency even in populations which are otherwise delinquency prone. The growing body of research with delinquents (including subsequent research studies which have employed the TSCS directly) provides strong substantiation for the claim by Reckless, et al that delinquent tendencies are highly correlated with self concept levels. Delinquents generally have low self-esteem and have little self respect or sense of worth, and their behaviour apparently reflects this poor self image.

An increasing amount of research has been done utilizing the Tennessee Self Concept Scale. Before exploring studies of hypothesized self concept change through treatment and correlation of self concept levels and organization with behaviour, we should first consider the degree to which self concept is stable and consistent through time. Unless it can be verified that the TSCS measures a relatively stable entity, the effort to determine if changes occurred in that entity as a result of effective treatment would be pointless. D.M. Taylor in his 1955 study concluded that the self concept is highly consistent over varying periods of time and is little affected by temporary emotional states or repeated testing with the instrument (Taylor, 1955).

Since that early investigation, the many studies utilizing the TSCS show little change in self concept of control groups over varying time intervals. Other studies show no change in experimental groups which had received various treatment procedures (Via, 1969; Fitts & Bell, 1962). The TSCS appears to be highly stable as a measurement, and it appears that only certain intensive experiences, undergone for a period of time, can have an effect on self concept. Because the self concept does not change very readily, data revealing significant change represent an important finding.

Though this research project has extensive and detailed pre-and-post-test data on TSCS scores of subjects exposed to different programmes, due to time limitations the project does not have behavioural change data. Even if significant amounts of self concept change were achieved by programmes included in this research project, one could legitimately ask if the changed self concepts resulted in changed behaviour, i.e., do those who change the most during the treatment programme commit fewer future offenses than those who have undergone little change in self image? These questions are beyond the capacity of this research project to answer. However, research undertaken by others has shown several results which verify that subjective self as measured by the TSCS and behavioural self are closely integrated.

First, we shall consider studies investigating the extent to which the TSCS level and patterning distinguishes between the offender and the non-offender, and between the first offender and recidivist (behaviour correlates). Then we shall examine the behavioural correlate of recidivism as it relates to improved self concept effected by treatment.

a) Differences in Self Concept between the Delinquent and the Non-Delinquent

If overt observable behaviour (delinquency or problem behaviour) is related to self concept, then change in self image could be viewed as a possible indicator of potential or actual behavioural change. A number of studies have shown very significant differences in total self concept score and patterns of responses between the adjudicated offender and the non-offender (Deitche, 1959; Atchison, 1958; Lefeber, 1965; Joplin, 1967; and Kim, 1967 -- see Table 2 in Appendix D for graphical presentation of these study results). Our own data show great similarities to the delinquent profile outlined in these other studies (see pages 85-92, below for further discussion).

b) Differences in Self Concept between First Offenders and Recidivists

Balester (1956) used a Q-score self concept measure to compare recently incarcerated first offenders, recently incarcer-

ated repeaters, already incarcerated first offenders, and already incarcerated repeaters. He found both groups of first offenders to be more like each other than either group of repeaters, and both groups of repeaters to be more like each other than the first offenders. As well, the mean positive score of the first offenders is significantly higher than that of the recidivists.

The results of Lefebvre's study showed significant differences between a group of first offenders and a group of recidivists on total positive score (.01), self satisfaction (.025), and behaviour (.025). The column scores, moral-ethical self (.005) and social self (.05) also were significantly different between the two groups (Lefebvre, 1965). (See Table 3 in Appendix D for graphical presentation of these study results)

c) Differences in Recidivism between Those with High Change Scores and Those with Low Change Scores on TSCS

Joplin (1967) has done considerable research on effects of intensive guided group interaction techniques both in the Highfields Centre in New Jersey and the Minnesota Correctional Programme. He provided data on the relationship between self concept while during the Highfields programme and later commission of delinquent acts. Not only did he find significant self concept changes due to programme influence, but he also

collected two-year follow-up data on recidivism of these original subjects who went through the Highfields programme. The data reveal significant differences between the non-recidivists and the recidivists in terms of the amount of change between pre-and-post-test scores on the TSCS administered while at the Highfields programme. (See Table 4 in Appendix D) The non-recidivist group which showed marked behavioural improvement also had experienced a significantly greater degree of self concept improvement during the treatment stay at Highfields.

In summary, behaviour and self concept definitely seem to be closely inter-twined. Rehabilitation of delinquents necessitates change in both self concept and behaviour. Though behaviour might improve during the intensive application of any correctional programme, improved behaviour cannot be expected to be maintained in the long run. Those who show the greatest self concept change will also exhibit the greatest behavioural change, given the research findings of the numerous studies showing the tightly paralleled relationship between self concept (and self concept change) and overt behaviour (and behavioural change).

CHARACTERISTICS OF SAMPLES USED IN THIS STUDY

1. Selection of Sample Members

CONTINUED

1 OF 3

Four samples were utilized in this research project.

The Probationer sample consists of 22 probationers from Burnaby and Coquitlam, nine of whom were interviewed and tested by their probation officers with data on the remaining thirteen collected by project research staff. There may be some problem with representativeness of the probationer sample, as discussed in the section on evaluation obstacles. However, extensive controlling procedures were utilized to assess the influence that any selectivity factors may have had on conclusions drawn from the data.

Data on the Victoria Youth Attendance Centre sample were collected by Victoria Centre personnel, and the sample consists of 10 participants in the regular group (diversion group members were not used in the study because of problems arising from noncomparability of exposure to programme treatment). These ten sample members represent the majority of new referrals to the programme (regular group) during the time period of data collection. Unfortunately, this is a very small sample size, but the research design required testing of only new referrals to the programme, and Victoria did not have a large influx of new referrals to the programme during the data collection period of the project.

Interview and test data on the Burnaby Attendance Centre

P.U.R.P.O.S.E. programme was assembled by Attendance Centre staff members and represents all Attendance Centre participants who had an elapsed time period of 3-4 months between pre-and-post-tests. The total sample size is 23 participants.

The House of Concord is the residential treatment programme sample and consists only of TSCS data released to the research project personnel before the programme asked to withdraw from the study. Consequently, only 12 completed pre-and-post-tests were provided, and no socio-demographic data was released for the 12 participants on whom we had TSCS data. These 12 sample members are House of Concord residents for whom post-tests were first collected. Due to the decision to withdraw from the study, little is known about criteria for inclusion in this sample. As fragmentary as this House of Concord data is, we decided to include it in a limited way to see how it compares to the other sample outcome results.

2. Socio-Demographic Differences between Samples

One of the first steps in evaluating a programme that provides services to people is to describe as accurately as possible the group of individuals served. The socio-demographic profile of the attendance centre sample (the Victoria and Burnaby programmes combined) is presented in Table 5, page 80. A necessity in any evaluation in which group outcomes are compared

is an examination of the group's "input characteristics," that is, any initial differences among groups-- in terms of any factors that may have relevance to outcomes-- must be identified. This has been done by including in Table 5 the comparative data on the Probationer sample.

Significance tests were used to determine if percentage or mean differences between samples represented "real" socio-demographic differences between the populations from which the samples were drawn. Generally, when comparing samples of people it is likely that differences among them will be observed, especially when the samples are small. The question is, however, do the observed differences really distinguish between the two (or more) groups or is chance a factor underlying these differences. For example, if one drew two randomly selected groups of 75 each from a college class of 2,000, one is likely to observe a greater difference in average I.Q. between these sampled groups, than one would find between two groups of 1,000 randomly drawn from the college class. In other words, a few very low (or high) I.Q. students selected by chance into one of the two groups of 75 would greatly affect the average I.Q. of that small group, but those same "extreme" students would have much less effect on the average I.Q. of the group of 1,000.

Therefore, especially with small samples, one must be

careful in concluding that an observed difference between the samples really obtains for the population from which the sample was drawn. The probability that chance could account for a difference in percentages or means between samples must be assessed before determining if "real" populations differences exist based on sample differences. A minimum 5% level was chosen for this study (although those results just barely below the 5% level will also be reported as such), and a significant difference is one where the probability that chance could account for the sample difference is less than 5%.

As can be seen in Table 5 (on the next page), there are statistically significant differences between the samples used in this study in terms of important socio-demographic variables. It is necessary to ascertain if programme outcome differences are due to the actual influence of each programme rather than to the confounding influence of extraneous background variables. Therefore, in section D below, "Relationship between Programme Success and Other Variables" we shall test to see if the client attributes which differ between samples-- family stability, residential stability and offense history-- are related to programme outcome.

The three samples show marked divergencies in family stability (<.05 significance level) as indexed by living arrangements. The probationer sample shows more probationers living in

TABLE 5^a

Socio-demographic Profiles of Study Sample Members

(Experimental Groups:

Group A--Burnaby Attendance Centre (P.U.R.P.O.S.E.)

Group B--Victoria Youth Attendance Centre

Control Group:

Group C--Probationers)

Item	Description	Groups		
		A	B	C
1. Age at time of pre-test	Mean Age	14.75	15.04	15.51
2. Sex	Male	82.6%	100.0%	95.5%
	Female	17.4%	0.0%	4.5%
3. Family Stability ^b (living arrangements)	Both Natural Parents	34.8%	30.0%	45.6%
	Natural Parent & Step-Parent	4.3%	0.0%	22.7%
	One Parent	34.8%	60.0%	22.7%
	Foster Parent/s	0.0%	10.0%	4.5%
	Group Home	26.1%	0.0%	4.5%
4. Residential Stability ^c	No moves in last yr.	34.8%	90.0%	68.2%
	1 move in last yr.	34.8%	0.0%	9.1%
	2 moves in last yr.	13.1%	0.0%	0.0%
	3 moves in last yr.	4.3%	10.0%	4.5%
	3+ moves in last yr.	8.7%	0.0%	9.1%
	Missing data	8.7%	0.0%	9.1%
5. Offense History ^b	Mean Loaded Weighted Recidivist Score	95.6	125.9	80.05

a. See TABLE 6 in Appendix D for more detailed presentation of statistical results

b. Significant at $\leq .05$ level

c. Significant at $\leq .025$ level

2-parent families (approximately 69% as opposed to 39% for P.U.R.P.O.S.E. and 30% for Victoria) than the other samples. Residential stability ($\leq .025$ significance level) is even more significantly variant between samples (those youth who had not moved in the past year constituted 90% of the Victoria sample as opposed to 68% for Probation and 35% for P.U.R.P.O.S.E.). As well, offense history ($\leq .05$ significance level) shows the Probation sample to be composed of less delinquent youth ($\bar{X} = 80.05$ on loaded weighted recidivist scale) with P.U.R.P.O.S.E. participants having more serious offense histories ($\bar{X} = 95.6$) and Victoria the most serious offense histories ($\bar{X} = 125.9$).

3. Comparisons of Tennessee Self Concept Scale Profiles

a) Comparison of Tennessee Self Concept Scale Profiles of Study Samples with Normative Data

TABLE 7, page 88, compares TSCS pre-test profiles of the Attendance Centre(s) and Probationer samples with Normative data.

Comparing these self concept profiles, one can see that the delinquent youth included in this study (the Probationer and Attendance Centre samples) reveal lower general levels of self esteem than the normative population (a total positive for the Attendance Centre sample being 294.2 as opposed to 327.1 for the Probationer sample and 345.6 for the Normative comparison). The Probationer sample pre-test mean may be somewhat higher than

TABLE 7

Comparison of TSCS Pre-test Profiles of
Attendance Centre and Probationer Samples with Normative Data
(Group A+B--Attendance Centre Sample (Victoria & P.U.R.P.O.S.E.
combined)
Group C --Probationer Sample
Group D --Normative Data)

Scale	Group(Mean Score on Scale)		
	A+B	C	D
Self Criticism	36.6	36.0	35.5
Total Positive	294.2	327.1	345.6
Row 1 (Identity)	102.8	115.5	127.1
Row 2 (Self Satisfaction)	97.0	108.1	103.7
Row 3 (Behaviour)	94.4	103.6	115.0
Col. A (Physical Self)	63.0	71.9	71.8
Col. B (Moral-Ethical Self)	56.3	61.3	70.3
Col. C (Personal Self)	58.8	66.7	64.6
Col. D (Family Self)	56.2	60.3	70.8
Col. E (Social Self)	59.9	66.8	68.1
Total Variability	47.2	48.0	48.5
Distribution	unknown ^a	120.6	120.4

a. Data on the distribution is unknown for the Victoria sub-sample, but was 98.9 on the P.U.R.P.O.S.E. sub-sample.

would be expected of the probation population as a whole due to selectivity factors mentioned above, in the section on evaluation obstacles. The Attendance Centre sample pre-test Total Positive mean is lower than that reported for numerous other delinquent samples (which range from 300 to 319 for twenty other samples discovered in the review of the literature).

The data obtained in these samples generally conform to the "distinct delinquency self concept pattern" described in Appendix D. Among the Row P scores, Self Satisfaction is less

deviant than are Behaviour (Row 3) and Identity (Row 1). As well, the column scores of Moral-ethical Self (col. B) and Family Self (Col. D) are the lowest scores of the column. The only difference between the patterns of responses for our Attendance Centre and Probationer samples as opposed to other delinquent samples reported in the literature is that the physical self score is not the highest score of all row and column scores as is characteristic of delinquent patterns obtained in other studies. As can be seen by comparing the Attendance Centre and Probationer samples' profiles of this study (see TABLE 7) with delinquent profiles obtained in other studies (see TABLE 9 in Appendix D), the very high middle peak of the "W" pattern is not found in our data due to the lower Physical Self (Col. A) scores. Otherwise the patterning of responses by this study's subject members are very similar to that obtained in other projects researching delinquent self concept.

b) Comparison of Tennessee Self Concept Scale Profiles between Study Samples

TABLE 10, page 90, compares TSCS profiles between study samples. Graphical presentation of this information (TABLE 10) is presented in TABLE 11 on page 91.

An important topic to be considered before comparing programme results is whether the sample members in each programme differed substantially in the self concepts which they "brought

TABLE 10

Comparison of TSCS Pre-test Profiles
between Study Samples

(Experimental Groups:
Group A--Burnaby Attendance Centre (P.U.R.P.O.S.E.)
Group B--Victoria Youth Attendance Centre
Group C--House of Concord
Control Group:
Group D--Probationer sample)

Scale	Group(Mean Score on Scale)			
	A	B	C	D
Self Criticism	36.5	36.8	34.6	36.0
Total Positive	292.8	297.4	298.0	327.1
Row 1 (Identity)	102.2	104.1	104.5	115.5
Row 2 (Self Satisfaction)	98.1	94.4	96.8	108.1
Row 3 (Behaviour)	92.5	98.9	96.8	103.6
Col. A (Physical)	62.8	63.6	64.8	71.9
Col. B (Moral-ethical)	56.8	55.3	54.3	61.3
Col. C (Personal)	56.8	63.4	59.6	66.7
Col. D (Family)	56.5	55.5	59.9	60.3
Col. E (Social)	60.0	59.6	59.4	66.8
Total Variability	47.1	47.3	45.1	48.0
Distribution	98.9	unknown	93.6	120.6

with them" into these programmes. This question is important in weighing the effectiveness of the programme, because initial self concept might interact with a given experience in influencing the kind of self concept change that occurs. Additionally, a comparison of the pre-test TSCS scores provides another means by which to determine if samples are "alike" prior to exposure to the treatment variable. We have already compared the samples in terms of objective data--socio-demographic variables. Now we

Tennessee Self Concept Scale

PROFILE SHEET

Counseling Form

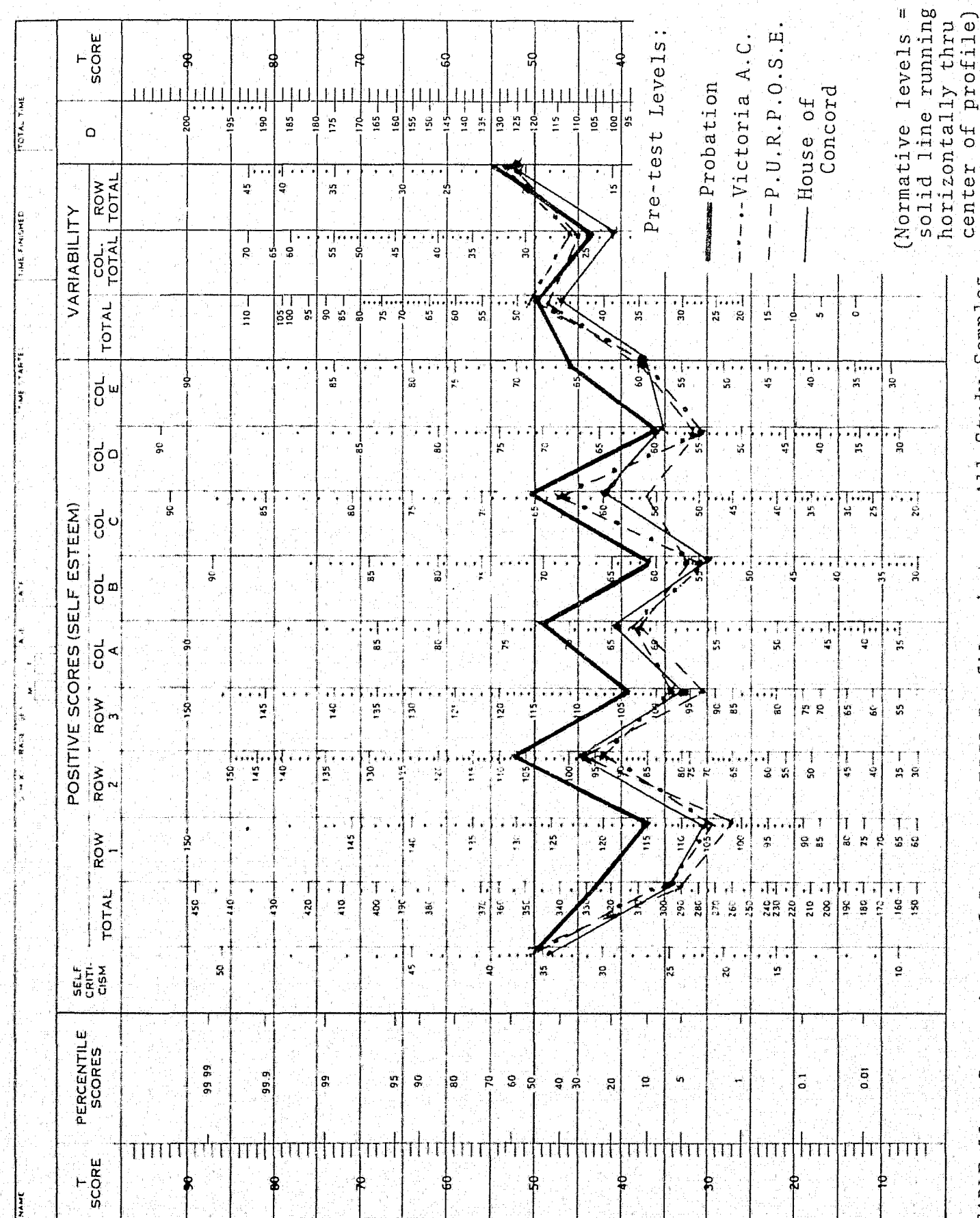


TABLE 11. Comparison of Pre-test TSCS Profiles between All Study Samples

can examine the degree to which samples are alike on subjective criteria--self concept level and organization. (For example, notice the House of Concord sample's Total Positive score is higher than either of the Attendance Centre samples'. This would seem to belie the House of Concord's claim that its programme works with much more serious and "hard-core" juvenile offenders than the in-community Attendance Centres.)

In an effort to explore these issues, first the pre-test data for the three treatment programmes, the Burnaby Attendance Centre (P.U.R.P.O.S.E.), the Victoria Youth Attendance Centre, and the House of Concord were compared using the analysis of variance statistical test and the Kruskal-Wallis non-parametric test as a "check" on the parametric test result for the key comparison of Total Positive score (see TABLE 12 on page 93, below). Second, the difference in level of pre-test between the Probationer and the Attendance Centre samples combined will be explored briefly by comparing on Total Positive score only. We will examine this Probationer-Attendance Centre contrast, because these represent the samples on which we have the most data. Also, probation is a prime programme alternative to Attendance Centre treatment, and we shall be investigating this important comparison in other parts of this section on programme effectiveness. (As well, the House of Concord was shown to be statistically similar to the Attendance

Centre samples on nearly all scores, so it was felt that it would be repetitious to compare the House of Concord's pre-test levels with either Probation or the Attendance Centres.

TABLE 12

Comparison of TSCS Pre-test
Profiles between Experimental Groups
(using the Analysis of Variance test)

(Experimental Groups:

Group A--Burnaby Attendance Centre (P.U.R.P.O.S.E.)

Group B--Victoria Youth Attendance Centre

Group C--House of Concord)

Scale	Group			F-ratio	Sig. Level
	A	B	C		
Self Criticism	35.5	36.8	34.6	.59	N.S. ^a
Total Positive	292.8	297.4	298.0	.19	N.S. ^b
Row 1 (Identity)	102.2	104.1	104.5	.20	N.S.
Row 2 (Self Satisfaction)	98.1	94.4	96.8	.34	N.S.
Row 3 (Behaviour)	92.5	98.9	96.8	1.99	N.S.
Col. A (Physical)	62.8	63.6	64.8	.28	N.S.
Col. B (Moral-ethical)	56.8	55.3	54.3	.48	N.S.
Col. C (Personal)	56.8	63.4	59.6	3.28	<.10 ^c
Col. D (Family)	56.5	55.5	59.9	.63	N.S.
Col. E (Social)	60.0	59.6	59.4	.01	N.S.
Total Variability	47.1	47.3	45.1	.11	N.S.
Distribution	98.9	unknown	93.6		

a. N.S.= Not Significant

b. The non-parametric statistical test--Kruskal-Wallis yielded $H = .35$, a replication of the negligible statistical level produced by using analysis of variance procedures.

c. Direction not predicted.

As can be seen, TABLE 12 shows that there are no significant differences between pre-test levels for the treatment programmes examined in this study. In terms of subjective "self concept" criteria, the sample members are extraordinarily similar in pre-test levels for all the Tennessee Self Concept scales. Even if initial self concept does interact with a given experience in influencing the kind of personal change that occurs, the treatment samples in this study are so close on TSCS scores that this could not be an extraneous factor affecting programme influence upon participants.

The second task in comparing pre-test levels was to examine the Attendance Centre-Probationer sample dichotomy. The pre-test Total Positive score is quite different statistically between the two samples ($t = 4.25$; $\text{sig.} = <.0005$). Some of this variation may be due to the somewhat selective nature of recruitment into the Probationer sample (see the section on evaluation obstacles). However, the large difference between self concept levels also may mean that the referral system to the various correctional/social service programmes tends to be operating effectively so youngsters who need programme services are being referred to those resources, while those youngsters who do not need more intensive services are not.

Because the Probation and Attendance Centre samples were so divergent on entry level of pre-test, it became

necessary to preclude the possibility that level of pre-test is an extraneous variable influencing self concept change independent of programme influence. Though level of pre-test was found to be strongly related to propensity to undergo self concept change for the Attendance Centre sample (i.e., participants with low pre-test scores underwent significantly more positive self concept change than high pre-test scorers), this was not the case for the Probation sample, using the Mann-Whitney statistical test ($U_{11,11} = 45$; $\text{Sig.} = \text{N.S.}$). (See TABLE 13 in Appendix D.)

PROGRAMME EFFECTIVENESS AS RELATED TO CHANGES IN SELF CONCEPT

This is clearly the main thrust of the present study. Do the various treatment programmes actually bring about constructive changes in self concept similar to those accomplished by Highfields (Joplin 1967)? This question is critical as part of the larger issue of how to facilitate desirable change in self concept. It is also a particularly relevant question within the correctional field.

This research project has compiled pre-test/post-test score change data over a standardized three-to-four-month period for various types of correctional programmes. The programmes under study include Probation, which we have conceived of as a control group, because little intensive programme participa-

tion is involved; Attendance Centres (Victoria Youth Attendance Centre and P.U.R.P.O.S.E.) which are intermediate between probation and residential treatment programmes; and the House of Concord, a residential treatment programme (the data on this programme is limited due to factors discussed in the section on evaluation obstacles, but we shall utilize the fragmentary data we did receive, though valid, in-depth conclusions will be difficult).

Because probation is being used mainly as a "control group," our main interest lies in discovering the comparative effect of the three treatment groups. The question of programme effect on self concept change is particularly important relative to the past research which has been done on the effects of traditional institutional confinement upon self concept. This past research has shown no evidence of alteration of self concept resulting from institutionalization. In Lefebvre's study done at the State Vocational Training School, Pikeville, Tennessee, it was found that the length of time that has elapsed since commitment was not a significant factor in the self perception of the 96 males who were given the TSCS (Lefebvre, 1965). Balester's (1956) research produced limited evidence that institutionalization does not affect self concept. Most of his delinquent groups showed no more change in Q-sort self concept scores than did his non-delinquent control group

who were not institutionalized (Balester, 1956). Meese (1961) found some change in Total Positive scores in two groups of institutionalized delinquents over a six-month period, but these were not statistically significant. Curry, Manning and Monroe (1971) assessed the effects of three institutions in the Tennessee Correctional programme which is non-innovative and consists primarily of detention institutions. They found that over a three-month period there were few significant changes on the TSCS that could be attributed to the treatment effect. Furthermore, the changes that were significant were more often negative than positive. Though our own data on the residential programme included in this study is limited, our findings can be judged in the context of much prior research.

TABLE 14 (on the next page) presents the summarized mean change scores (the difference between the pre- and post-test scores) for each programme. This table reveals that the Burnaby Attendance Centre (P.U.R.P.O.S.E.) is the only programme to show a number of significant changes in self concept, especially in the all-important Total Positive score (a change score of +21.32 as opposed to change scores of 2-3 points for the other programmes). This result was unexpected, and the original research plan to combine the Burnaby Attendance Centre and the Victoria Youth Attendance Centre into one "Attendance Centre" sample for all statistical testing had to be abandoned.

TABLE 14

Comparison of TSCS Mean Change Scores
between Study Samples

(Experimental Groups:

Group A--Burnaby Attendance Centre (P.U.R.P.O.S.E.)

Group B--Victoria Youth Attendance Centre

Group C--House of Concord

Control Group:

Group D--Probationer sample)

Scale	Group (Mean Change Score) ^a			
	A	B	C	D
Self Criticism	.39	5.19	2.17	1.50
Total Positive	21.52	2.10	2.17	3.68
Row 1 (Identity)	7.13	1.20	1.75	3.50
Row 2 (Self Satisfaction)	7.83	5.50	1.75	.68
Row 3 (Behaviour)	6.50	-2.20	.17	.50
Col. A (Physical)	2.61	.50	1.67	.73
Col. B (Moral-ethical)	5.39	3.20	3.67	1.18
Col. C (Personal)	4.48	2.90	3.33	.36
Col. D (Family)	5.13	1.80	1.59	2.54
Col. E (Social)	3.60	2.10	1.58	-.90
Total Variability	1.17	7.20	5.92	.14
Distribution	10.87	unknown	-3.41	-4.19

a. Mean Change Score = Difference between pre- and post-test mean scores for Total Positive and each scale individually

Therefore, the first statistical comparison of programme outcome was made between P.U.R.P.O.S.E. and the Probationer samples. The results are presented graphically in TABLE 15 (p. 99), and the statistical findings are presented in TABLE 16 (p. 100). (Results that appear highly significant

TABLE 15

Analysis (by t-Test) of Differences between
Probation and Burnaby Attendance Centre Change Scores

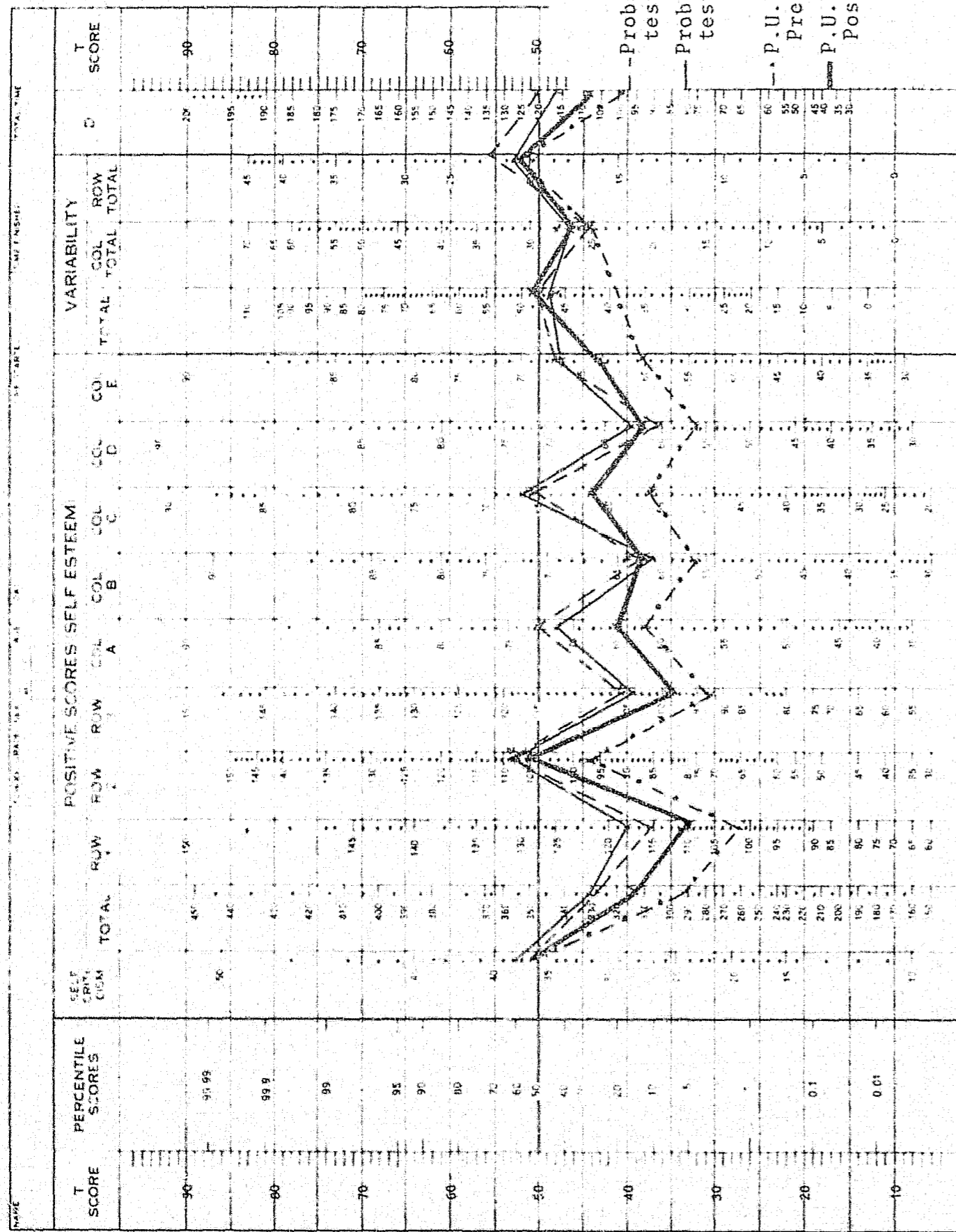
Scale	Burnaby Attendance Centre	Probation	t-Test	Sig. ^a
Self Criticism	.39	1.50	.75	N.S. ^c
Total Positive ^b	21.52	3.77	1.88	.05
Row 1 (Identity)	7.13	2.50	1.30	N.S.
Row 2 (Self Satisfaction)	7.83	.68	1.88	.05
Row 3 (Behaviour)	6.57	.50	1.61	.10 alm.
Col. A (Physical Self)	2.61	-.72	1.22	N.S. .05
Col. B (Moral-ethical Self)	5.39	1.18	1.78	.05
Col. C (Personal Self)	4.48	.77	1.24	N.S.
Col. D (Family Self)	5.13	2.55	1.05	N.S.
Col. E (Social Self)	3.70	.09	1.77	.05
Total Variability	1.17	-.36	.306	N.S.
Distribution	10.87	-4.19	1.59	N.S.

a. Significance levels are designated for direction predicted.

b. The Mann-Whitney non-parametric test was used to "check" on the parametric test results. For Total Positive score change $Z = -1.62$. Because -1.65 is the cut-off for significance at the .05 level, this more conservative statistical test seems to confirm that there is a significant relationship between exposure to a particular programme and programme outcome (change in self concept score).

c. Most of the scales showing no statistical difference between the change scores of the two programmes do reach $< .10$ level, but this project chose .05 as the cut-off point for determining statistical significance.

graphically may not obtain statistical significance, because the graph values are means, and if the standard deviations are



100

 PUBLISHED BY
 COUNSELOR RECORDINGS AND
 BOX 6184, ACKLEN STA.
 NASHVILLE, TENN. 37212

 TABLE 10. Comparison of Pre- and Post-test
 Scores for Probation and P.U.R.P.O.S.E. Samples

101

large, what seems to be a significant difference visually may be wiped out by large standard deviations statistically. That is, extreme values may statistically affect a mean score, pulling it beyond its more "authentic" value.)

Self Criticism: The Self Criticism pre- and post-test scores are reassuringly high and similar between the two samples, thus neither of the samples' members seem to be making deliberate efforts to favourably distort their other scores.

Total Positive Score: This is the most important score, reflecting the over-all level of self esteem, and the obtained significance level of $< .05$ indicates that the P.U.R.P.O.S.E. programme seems to have had considerable positive impact upon the participants' self esteem levels over the three-to-four-month time interval, whereas Probation appears to have exerted negligible influence.

Row Scores: The greatest Row score change in the P.U.R.P.O.S.E. sample as opposed to the Probation sample occurs in Self Satisfaction ($< .05$ significance level) and Behaviour (just barely not significant at $< .05$ level). (Probation reveals a larger change on this sub-scale measure than any other one, and this increase makes P.U.R.P.O.S.E.'s strong increase less striking in comparison, though it does represent a large difference.) The increase in the Identity score is also considerable ($< .10$), but it does not reach the statistical

level required in this study.

Column Scores: The two column scores which showed a significant level of improvement as compared to Probation were Moral-ethical Self ($<.05$) and Social Self ($<.05$), certainly the two areas of improvement which are the main targets of an Attendance Centre programme with its orientation towards reducing delinquency and providing positive group interaction processes. It certainly seems that an Attendance Centre programme such as P.U.R.P.O.S.E. ameliorates a youngster's view of others, and such pro-social attitudes are not conducive to the commission of future delinquent offenses against society. The Column scores that showed the most improvement (Moral-ethical and Social Self) in the P.U.R.P.O.S.E. sample are those attributes of self which the programme is most expressly oriented to changing. Improvement on these traits means a youngster is developing a more responsible and positive view of his relations with others. And scores on these scales are strongly related to commission of delinquent acts. Lefebvre's study shows this to be true (Lefebvre, 1965). His comparison of first offenders and recidivists revealed differences on precisely the same scales that showed most significant improvement in this study: Total Positive, Self Satisfaction, Behaviour, Moral-ethical Self and Social Self (see page 80 above) (Lefebvre, 1965). This is a very important coincidence,

because it shows that participants in Attendance Centre programmes such as P.U.R.P.O.S.E. improved on exactly those same scales that show strong correlations with reduced commission of delinquent acts.

Variability Score: There is no significant change in variability between samples, and both pre- and post-test scores for the two samples cluster very closely anyway. This score measuring consistency in view of self does not seem to discriminate between these two samples in any meaningful way, even in the pre-test scores.

Distribution: The increase in score level on the Distribution scale is not significant for the P.U.R.P.O.S.E. programme sample, but it is high ($<.10$), and is indicative of an increased certainty in conception of self, whereas the Probation sample moved in the opposite direction.

The second statistical comparison of programme outcome was made between the Victoria and the P.U.R.P.O.S.E. Attendance Centre samples. The statistical results are summarized in TABLE 17 below (page 104) and are graphically presented in TABLE 18 (page 105).

Self Criticism: Comparing the two Attendance Centre samples, it is evident that the Victoria sample shows a significant decline in self criticism score. This means

TABLE 17

Analysis (by t-Test) of Differences between
Victoria and Burnaby Attendance Centre Change Scores^a

Scale	Burnaby Attendance Centre (PURPOSE)	Victoria Youth Attendance Centre	t-Test	Sig.
Self Criticism	.39	-3.00	1.77	.05 ^b
Total Positive ^c	21.52	2.10	1.46	.10
Row 1 (Identity)	7.13	-1.20	1.55	.10
Row 2 (Self Satisfaction)	7.83	5.50	.46	N.S.
Row 3 (Behaviour)	6.57	-2.20	1.89	.05
Col. A (Physical Self)	2.61	.50	.61	N.S.
Col. B (Moral-ethical Self)	5.39	3.20	.60	N.S.
Col. C (Personal Self)	4.48	-2.90	.42	N.S.
Col. D (Family Self)	5.13	-.80	1.59	.10
Col. E (Social Self)	3.70	2.10	.54	N.S.
Total Variability	1.17	7.20	1.03	N.S.
Distribution	10.87	unknown		

a. Change Score = Difference between Mean Pre- and Mean Post-test Scores.

b. Significance levels are designated for direction predicted.

c. The Mann-Whitney non-parametric test was used as a "check" on the t-test parametric results. For Total Positive score change $U = 82.5$. Because 74 is the cut-off for the .05 significance level, the more conservative statistical test reveals these samples to have a significance level of $<.10$ also.

that the Victoria Youth Attendance Centre participants became more defensive and less open about themselves, i.e., less willing to admit derogatory things about themselves. The P.U.R.P.O.S.E. sample, on the other hand, changed impercep-

PROFILE SHEET

Tennessee Self Concept Scale

Counseling Form

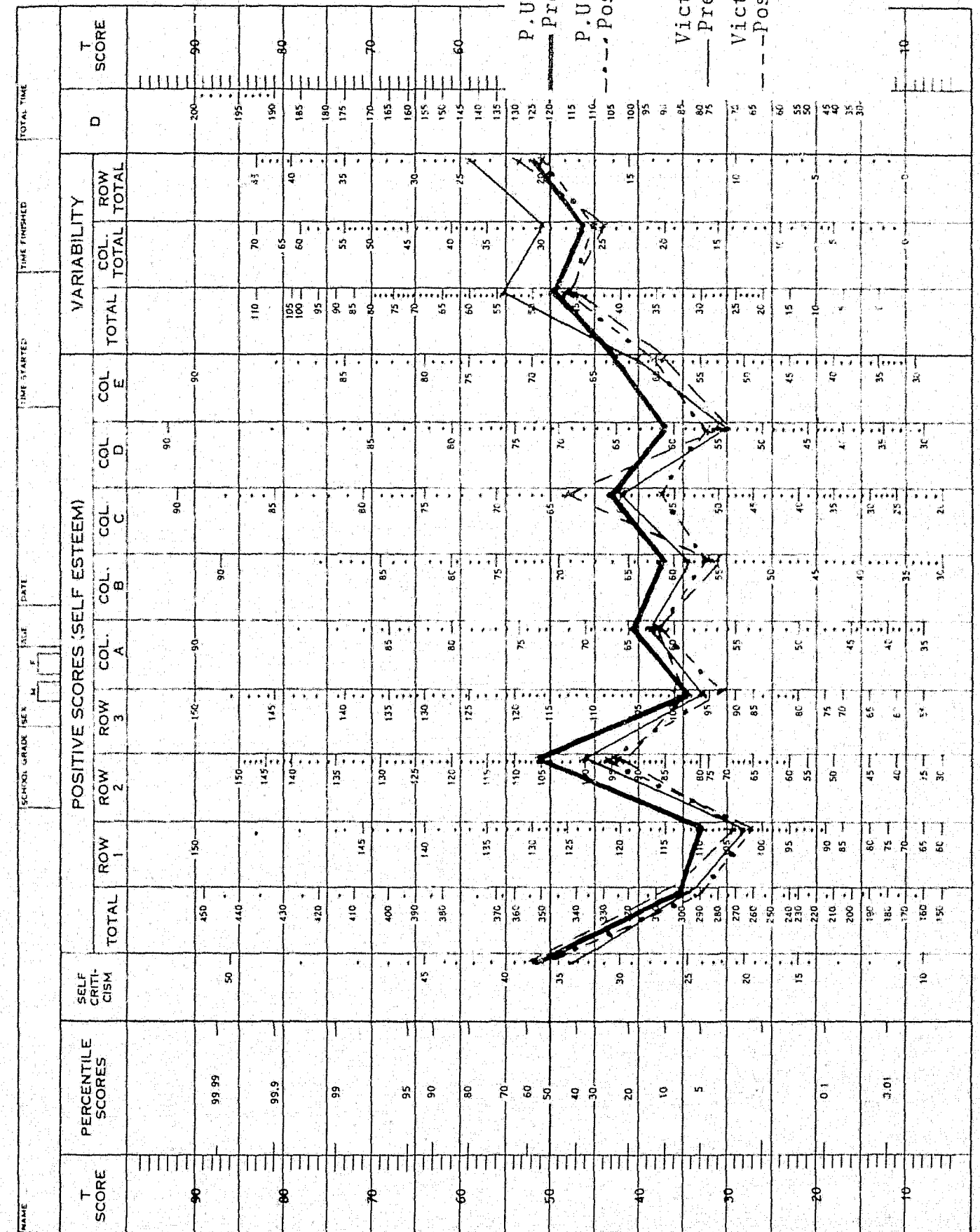


TABLE 18. Comparison of Pre- and Post-test
Scores for Victoria and Burnaby (PURPOSE) Attendance Centre Samples

tively on this scale, moving neither up nor down between administration of the pre- and post-tests. Victoria's programme structure may be related to these developments in that the programme utilizes "encounter-group"-type discussions once a week (see section on programme description in the earlier part of the report). Thus, the Victoria participants may become more defensive and wary of "attacks" upon their self perceptions as a result of this intensely personal discussion format carried on within the public group setting.

Total Positive Score: There is less increase in over-all level of self esteem for the Victoria participants as opposed to those attending the P.U.R.P.O.S.E. programme (statistical significance level of $<.10$ --almost $.05$). See Chapter V, "Recommendations" for an in-depth exploration of possible reasons for this and other outcome differences between the two programmes.

Row Scores: It is noticeable that the row scales of Identity ($<.10$ --almost $.05$ significance level) and Behaviour ($<.05$ sig. level) are significantly different between the two samples. P.U.R.P.O.S.E. sample members show substantial improvement in perception of self at the most basic level (Identity). And the individual's perception of his/her own behaviour is even more remarkably improved. Self satisfaction, which tends to be high anyway among delinquent groups,

is not affected differentially by the two Attendance Centre programmes. It can be seen that the Victoria programme does not substantially influence the self concept levels for those scales most highly correlated with recidivism (see page 102, above). Especially important is the fact that Victoria participants do not see their behaviour as improving, and this subjective view of behaviour is demonstrably related to actual behaviour (see Lefebvre, 1965 and Joplin, 1971).

Column Scores: This portion of the TSCS comparison of change scores is very interesting. It appears that the Victoria programme tends to affect the same attributes of self that the P.U.R.P.O.S.E. programme does for the scales having an external frame of reference (all the column scales). Thus, it can be seen that the scales which reveal the least divergence are the Moral-ethical and Social Self dimensions. To some extent, then, the Victoria programme does seem to be producing pro-social responses on the part of participants in the same targeted areas that P.U.R.P.O.S.E. does. However, Victoria still is not causing an integrated, over-all increase in self-esteem as the P.U.R.P.O.S.E. programme seems to be doing. The P.U.R.P.O.S.E. programme has an almost all-day influence on many of its participants (because the school programme is used in conjunction with the Attendance Centre portion of the programme, so many of the P.U.R.P.O.S.E.

participants spend a great deal of time in contact with P.U.R.P.O.S.E. staff--see discussion in Chapter V, "Recommendations" for a more detailed interpretation of the differences between the two Attendance Centre programmes.)

Total Variability: The Victoria programme shows a greater increase in variability of scores which means that these sample members have undergone an increase in inconsistency of self conception. There is a greater compartmentalization of certain areas of self resulting in a somewhat poorer integration of self. However, the difference, though large, is not statistically significant between the two samples.

No statistical comparison was attempted with the House of Concord, because of the lack of background data. Without socio-demographic information on House of Concord participants, programme outcome (comparison of pre- and post-test scores) could not be attributed solely to programme exposure. So no programme outcome comparison was attempted. However, generally, one can see that a low level of positive self concept change occurred among House of Concord participants (though not particularly lower than the Victoria programme participants). There is only a difference of 2.17 points between pre- and post-test Total Positive score totals (see TABLE 14, page 98). Comparing the change in Total Positive score for House of Concord and the P.U.R.P.O.S.E. Attendance

Centre, there is a nearly significant difference between the two samples ($t = 1.51$; $\text{sig.} = < .10$ --almost .05).

RELATIONSHIP BETWEEN PROGRAMME OUTCOME AND OTHER VARIABLES

In this portion of the data analysis, initial socio-demographic differences between groups will be analyzed to see if they may have relevance to programme success. If any such background factors are strongly (significantly) related to programme outcome or success and if the comparison groups differ on those variables, then the conclusion that specific programme influence "caused" self concept change would be placed in doubt.

This analysis consists of "controlling" on the background variable in question. Thus, if we found a strong relationship between type of programme and positive self concept change, our analysis must continue. For example, the two programmes being compared might differ in terms of proportion of males to females in the programme (the control variable of sex). Further, suppose there is a strong relationship between sex and self concept change. If this were the case, then we could no longer be sure that the strong relationship between type of programme and positive self concept change was due to programme effect. It could quite possibly be due to the differing nature of the two samples compared (i.e., sex would be the "cause" of self concept change, not programme

effect--a spurious relationship).

Reference is here made to TABLE 19 (page 111) which shows on what socio-demographic variables the samples differ. Those background variables are: 1) family stability; 2) offense history; and 3) residential stability. The next step is to determine whether these "input" characteristics which a programme participant may bring with him/her into the programme causes or conditions the amount of positive self concept change he/she undergoes. Consequently, to rule out these background variables as confounding influences, we will proceed to examine the relationships between each of these variables and programme outcome (change in self concept score).

As can be seen in TABLE 19 below, none of the socio-demographic variables are significantly related to positive self concept change. As a result, the earlier established relationships between "type of treatment" (which programme participants were exposed to) and "programme outcome" (change in level of self concept) remain valid. The socio-demographic differences between samples are not related to programme outcome, so exposure to a particular programme must be the "cause" of programme success or failure as defined in this study, and not extraneous background variables--at least to the extent we are able to test. In the social sciences one can never control on all variables that might be relevant; there are simply too many.

TABLE 19

Relationships between Distinguishing Socio-demographic Variables and Positive Self Concept Change

Item	Categories of Control Variable		Student's t Test	Mann- Whitney test	Sig.
	Mean S.D. Change Both Parents	Mean S.D. Change 1 parent or other			
1. Family Stability (Living ar- rangements)	9.3 27.5	21.5 35.9	t=1.27	Z= .79	N.S.
2. Residential Stability	0 Moves/1 Yr. 10.74	1+ Moves/1 Yr. 22.7	t=.903	U=152.5	N.S.
3. Offense History ^c	0-1 Offense 10.38 33.8	1+ Offenses 16.11 30.4	t=.57	Z=.548	N.S.
	0-40 Weighted Recidivist Score 6.3 27.8	41+ Weighted Recidivist Score 18.08 35.1	t=1.18	Z=1.12	N.S.

a. Again, mean scores were calculated and presented primarily to indicate direction of differences, and non-parametric tests were used because small n's in some cells violate normality and homogeneous assumptions.

b. The Z-statistic was calculated when ties occurred, rather than the U-statistic

c. Offense history was broken down in terms of frequency of offenses (0-1 offense verses 1+ offenses) and severity of offenses (0-40 weighted recidivist score verses 41+ weighted recidivist score).

d. S.D. = Standard Deviation

Controlling on different variables has use other than providing a more rigorous test of a hypothesis; it may also lead to additional insights if the relationship is found to differ from category of the control variable to the next--this is known as "interaction" in statistical terms. To explain this concept of "interaction" further, reference is made to our example above where we were relating type of programme to amount of positive self concept change, and wished to control on sex. In order to hold sex constant, we would first look at perhaps only the females in the programmes. If the original relationship between type of programme and change in self concept was found to hold for females and also separately for males, then we would say that it generally holds, "controlling for sex." Quite possibly, however, the relationship might hold for females and not for males. If this were the case we would probably want to explore this situation further. (NOTE: if the relationship did not hold in either category, we would have a spurious relationship between type of programme and change in self concept. We would not have such a case with the socio-demographic variables examined above, because we have already ruled out spurious relationships by relating the control variable directly to change in self concept and found no significant relationships.)

The first variable we shall examine in detail is family

stability--as indexed by living arrangements. All statistical tests were applied only to the Probation and P.U.R.P.O.S.E. sample data for two reasons: first, there was no background data on the House of Concord so no controlling operations on socio-demographic data were possible. Secondly, the Victoria sample was too small to permit adequate controlling-for-interaction procedures--too small a sample means that there will be a shortage of cases in the control categories. As well, there was little self concept change among Victoria Attendance Centre sample members, so elaboration of associative relationships did not seem profitable.

Using degree of family stability as the control variable, one can see from TABLE 20 (pages 114-116) that programme effectiveness varies somewhat from one category of the control variable to the other. Though P.U.R.P.O.S.E. generally seems to work better than Probation with youth from both stable and "broken" homes, still its most dramatic improvements in self concept occur in youngsters from one-parent, foster-parent, or group home situations. In comparing programme clientele characteristics then, it seems the P.U.R.P.O.S.E. works better with youngsters from "broken" homes than Probation does (almost significant at .05 level; mean change of 3.13 for Probation vs. 24.2 mean change for P.U.R.P.O.S.E.). Thus, it would appear that young offenders from less stable home environ-

TABLE 20

Significance of Mean Change Scores within
Different Categories of Control Variables

Item	Categories of Control Variables		Mann-Whitney test	Sig. Level
	Mean Change	Mean Change		
1. Family Stability	<u>BOTH PARENTS</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	4.14	17.33	U=48	N.S.
	<u>1-PARENT OR OTHER</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	3.13	24.2	U=35.5	Barely not significant @ .05 level
2. Offense History (Severity)	<u>PURPOSE</u>			
	<u>Both Parents</u>	<u>1-Parent or Other</u>		
	17.33	24.2	U=58	N.S.
	<u>PROBATION</u>			
	<u>Both Parents</u>	<u>1-Parent or Other</u>		
	4.14	3.13	U=53.5	N.S.
2. Offense History (Severity)	<u>0-40 WEIGHTED RE-CIDIVIST SCALE</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	2.7	9.9	U=40	N.S.
	<u>41+ WEIGHTED RE-CIDIVIST SCALE</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	4.7	35.7	U=35.5	<.05 with direction predicted

TABLE 20 (Continued)

Item	Categories of Control Variables		Mann-Whitney test	Sig. Level
	Mean Change	Mean Change		
2. Offense History (Severity)	<u>PURPOSE</u>			
	<u>0-40 W.R.S.</u>	<u>41+ W.R.S.</u>		
	9.9	35.7	U=28	<.025 with direction predicted
3. Offense History (Frequency)	<u>PROBATION</u>			
	<u>0-40 W.R.S.</u>	<u>41+ W.R.S.</u>		
	2.7	4.7	U=55	N.S.
3. Offense History (Frequency)	<u>0-1 OFFENSES</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	1.9	16.8	U=84	N.S.
3. Offense History (Frequency)	<u>1+ OFFENSES</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	7.0	36.7	U=14	Barely not significant @ .05 level
3. Offense History (Frequency)	<u>PURPOSE</u>			
	<u>0-1 Offenses</u>	<u>1+ Offenses</u>		
	16.8	36.7	U=30	Barely not significant @ .05 level
3. Offense History (Frequency)	<u>PROBATION</u>			
	<u>0-1 Offenses</u>	<u>1+ Offenses</u>		
	1.9	7.0	U=65	N.S.

TABLE 20 (Continued)

Item	Categories of Control Variables		Mann-Whitney test	Sig. Level
	Mean Change	Mean Change		
4. Residential Stability	<u>0 MOVES/1 YR.</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	9.5	7.13	U=58	N.S.
	<u>1+ MOVES/ 1 YR.</u>			
	<u>Probation</u>	<u>PURPOSE</u>		
	13.6	33.7	U=9	<.01 level with direction predicted
	<u>PURPOSE</u>			
	<u>0 Moves/1 Yr.</u>	<u>1+ Moves/1 Yr.</u>		
	7.13	33.7	U=29	Barely not significant at .05 level
	<u>PROBATION</u>			
	<u>0 Moves/1 Yr.</u>	<u>1+ Moves/1 Yr.</u>		
	9.5	13.6	U=10.5	.05

ments would benefit more from a programme such as an Attendance Centre than they would from solely a probationary term. However, Attendance Centres such as P.U.R.P.O.S.E. do seem to work well with children from stable homes too (no significant difference between family situation and programme success within the P.U.R.P.O.S.E. Attendance Centre programme). So Attendance Centres should not explicitly recruit only candidates from unstable homes, except to the extent that it is realized that Probation works much less effectively with these youngsters (mean change of 3.13 for Probation unstable-family youngsters vs. 24.2 for P.U.R.P.O.S.E. unstable-family youngsters).

It was felt there might be an important impact of offense history on the relationship between programme outcome and particular programme exposure. (The significance level testing the relationship between programme outcome and offense history was $t = 1.18$ and $U = -1.12$, the highest among that important group of tests in TABLE 19.) Therefore, we felt it was advisable to examine this control variable with more care than the other ones. As a result, we categorized offense history in two different blocks to determine if the relationship between type of programme and self concept change held up in both methods of categorizing the control variable. In this manner, offense history was broken down, first, in terms of severity of past offenses and, second, in terms of frequency

of past offenses. As shown in TABLE 20, Probation seems to work very slightly better with the more severe offenders than it does with the less serious offenders. However, the difference is miniscule (mean change of 2.7 for the less serious offenders vs. mean change of 4.7 for the more serious offenders). The much more marked difference arises when comparing the differential effect upon more serious offenders of Probation as opposed to P.U.R.P.O.S.E. As can be seen, the P.U.R.P.O.S.E. programme sample worked much better than Probation with the more serious offenders ($<.05$ significance level: mean change of 4.7 for Probation vs. a mean change of 35.7 for P.U.R.P.O.S.E.). As well, P.U.R.P.O.S.E. appeared to work much more effectively with the more serious offenders than it did with the less serious or non-offenders ($<.025$ significance level: mean change of 9.9 for the less serious offenders vs. a mean change of 35.7 for the more serious offenders).

When the impact of offense history is studied in terms of frequency of offenses rather than severity (see TABLE 20), it is found that the same direction of relationships are obtained upon controlling on this version of the same background variable. However, the significance levels are not quite as high as those computed using categories of severity of offense. Again, it is the more frequent offenders who are least well served by Probation than by an Attendance Centre programme such

as P.U.R.P.O.S.E. (barely not significant at .05 level). As well, P.U.R.P.O.S.E. again works better with the more frequent than the less frequent offenders amongst its own clientele (barely not significant at .05 level).

These are interesting results for a programme that recruits social service referrals as well as corrections referrals. If the Attendance Centre programme's successful outcome was not due to the mix of social service and corrections referrals (there is no way to check this out with data we have now), perhaps P.U.R.P.O.S.E. should attempt to increase its ratio of corrections as opposed to social service referrals. Certainly, these results are a good sign that an Attendance Centre programme such as P.U.R.P.O.S.E. would work most effectively with the clientele it was primarily designed to serve.

When control categories of residential stability are employed, we find some results parallel to those discovered for family stability. Again, P.U.R.P.O.S.E. works better than Probation does for the residentially unstable. (Residential instability is often symptomatic of other problems: employment insecurity, lack of extended family and social ties, etc.). In fact, it works quite a bit better than Probation does with this group ($<.01$ significance level). Oddly enough, Probation also works better with the residentially

unstable than it does with the residentially stable ($<.05$ significance level). Probation is even more (slightly) effective with the low mobility youngsters than P.U.R.P.O.S.E. And because P.U.R.P.O.S.E. also works so much better with high mobility youngsters as opposed to low mobility youngsters, it appears from these two findings that an Attendance Centre kind of programme is generally advised to recruit high mobility youngsters, i.e., those youngsters with few social and community ties.

It is interesting to note that those young people from "broken" homes who experience the greatest self concept change while on probation solely were those who were residentially stable. This was not the case with P.U.R.P.O.S.E. where youngsters from "broken" homes who experienced significant self concept change were also residentially mobile (i.e., unstable). Thus, it appears that the P.U.R.P.O.S.E. programme works best with these doubly "disadvantaged" youngsters (both family and residentially unstable), whereas the youth on Probation who showed the greatest positive change were those who were also experiencing some of the disruptive effects of residential instability too. Perhaps P.U.R.P.O.S.E. has served as an important stabilizing influence in some unstable young lives.

In summary, it seems that intensive participation in an Attendance Centre programme such as P.U.R.P.O.S.E. serves

as a steadying force in a "sea of instability" (family, residential instability, etc.). This conclusion seems to be well documented in the data. And this should probably be the orientation of any Attendance Centre programme, affecting its structure and recruitment criteria.

SUMMARY

This chapter has examined three experimental programmes (Burnaby Attendance Centre--P.U.R.P.O.S.E.; Victoria Youth Attendance Centre; and House of Concord) and one "control" sample (Probation) in terms of improvement in self concept between pre- and post-test applications of the Tennessee Self Concept Scale. The scale was chosen as the prime evaluation instrument because it is approximately twenty years old and has been considerably refined through the years. Also, a great deal of prior research has been done utilizing the scale which enables the research team to place its research into a rich context of past work so we could have some confidence in the validity of our own findings and be able to generalize beyond the confines of our own data (see pages 76 thru 81, "Discussion of Past Research Using the TSCS").

Next, we examined the objective and subjective characteristics of the sample members used in the study, both in terms of socio-demographic background data and TSCS pre-test levels (see pages 81 thru 94, "Characteristics of the Samples Used in This Study"). This analysis revealed the samples differed significantly on the criteria of family stability, residential

stability and offense history, with P.U.R.P.O.S.E. having the most family- and residential-unstable participants and the Victoria Youth Attendance Centre having the most serious offenders (see Table 5, page 86). As well, subjectively the general finding was that the three treatment programmes (P.U.R.P.O.S.E., Victoria Attendance Centre, and the House of Concord) were statistically very similar on pre-test levels (see Table 12, page 93), whereas the Probation sample was significantly higher on pre-test levels (see Table 7, page 88).

Next, the programmes were compared as to their differential effect on level of self esteem of their participants (see pages 95 thru 108, "Programme Effectiveness as Related to Changes in Self Concept). Only one programme, P.U.R.P.O.S.E. showed significant changes in self concept level (Total Positive pre-/post-test change score of 21.3 points as opposed to over-all change scores of only 2-3 points for the other programmes (see Table 14, page 98). Additionally, P.U.R.P.O.S.E. showed most improvement on those scales most highly correlated with reduced recidivism in a prior study (Self Satisfaction, Behaviour, Moral-ethical and Social Self). Especially interesting is the finding that the programme affects most positively those aspects of self it is most oriented to change through programme design and goals (group structure and reduction of delinquency goals). Those scales are Behaviour, Moral-ethical Self and Social Self.

The next step was to make sure that none of the characteristics differentiating the samples (family stability, residential stability, and offense history) were significantly related to outcome success--positive change in self concept on the part of programme participants. Thus, the relationships between the distinguishing socio-demographic variables (derived from the section on "Characteristics of Sample Members") and positive self concept change were investigated and found to be non-significant (see Table 19, page 111). This operation was necessary to rule out possible spurious relationships between type of programme exposure and outcome success.

Finally, interaction effects on the main control variables were investigated, and it was found that P.U.R.P.O.S.E. worked significantly much better than Probation with residential- and family-unstable youngsters as well as those with more serious offense histories. Even among P.U.R.P.O.S.E. clientele only, that programme showed the most response to the programme by the more serious offenders and those who were residentially unstable (see Table 20, page 114). It was concluded that it is youngsters from the most unstable home and community backgrounds and who have the more serious offense histories who respond the most to the steadying influence of intensive participation in an Attendance Centre type of programme such as P.U.R.P.O.S.E.

COST ANALYSIS

The reader should be cautioned to remember that much of the material presented in this section is based upon estimated costs rather than real costs of the programmes involved in the study. As well, it should be remembered that the approach taken here is directed towards an understanding of the cost-benefit ratios of the programmes and not the cost structures of the programmes. However, our analysis lacks the scientific rigor required to pronounce judgement on any of the programmes reviewed other than in those instances where the approach is not dictated by estimated costs but real costs are examined.

Monkman (1974: 26) provided an exposition of the cost-benefit function.

The most important question ... is whether society as a whole has profited from its investment in the (social service) program. All the real resources used -- supported employees, management staff, materials, equipment, and office space -- have alternative uses. In their alternative uses, these resources provide society with both economic "goods" and "bads" (e.g., crime). The first calculation must answer the question of whether the net economic value achieved through operating the ... program exceeds the economic value which these resources would produce if the program did not exist.. This is called the social cost-benefit analysis, and is commonly used for evaluating ... programs.

The second cost-benefit calculation tries to measure the redistribution of income resulting from this program. Virtually all social programs involve some redistribution of income. Indeed, if the priv-

ate costs of operating it, there would be no need for government involvement. This calculation is rarely offered in an evaluation because it is of no normative significance to the economist. Government decision-makers are interested in the question, however, and will receive a preliminary answer in the following pages. (The emphasis on underlining is ours)

A similar point of view has also been expressed by other writers (Glaser, 1974), (Adams, 1968), and (Holahan, 1970). These writings are indicative of the trend of influential thinking in the field of corrections. The reference here, again, is to the estimated cost-benefit ratios which is construed to be subjective.

To make possible a costing-out of the correctional actions and services of the programmes it was necessary to develop a series of tables. TABLE 21 (on the next page) provides the cost structure of the attendance centre programmes, using a fiscal year as the baseline for comparison. When reviewing this table it is important to note that the Victoria attendance centre programme cost structure does not include items such as building rental or the capital expenditure of a vehicle. When these costs are included (estimated) the cost structure as it affects the average cost per client and the average per diem rate change dramatically (as shown in TABLE 22). As well, it is to be pointed out that the school programme for both Victoria and Burnaby attendance centre programmes are not shown (the cost for each pro-

TABLE 21 - Cost Structure of the Attendance Centre Programmes (Victoria, Burnaby, and Port Alberni, using a fiscal year as the base-line for comparison) (* denotes estimated costs).

Programme Costs	Attendance Programmes		
	Victoria	Burnaby	Port Alberni
Salaries ^a	\$68,829.00 ^b	\$52,301.00	\$12,340.00
Operating	10,627.00	17,775.16	3,423.00
Programme	250.00	5,164.16	1,893.00
TOTAL COSTS	\$79,706.00	\$75,240.32	\$17,656.00
Average cost per client	\$ 1,022.00 ^c	\$ 865.00 ^d	\$ 1,103.00 ^e
Average per diem rate	\$ 8.51 ^f	\$ 7.20 ^f	\$ 9.19 ^f

a. Employee benefits are included. b. A salary of \$9,106. is paid from the Juvenile Detention Home & is not included in this figure. c. Based upon 78 individuals involved in the programme. d. Based upon 87 individuals involved in the programme. e. Based upon 16 individuals involved in the programme. f. Based upon a four month time period.

126

TABLE 22 - Cost Structure of the Attendance Centre Programmes (Victoria, Burnaby, and Port Alberni, using a fiscal year as the base-line for comparison) (* denotes estimated costs).

Programme Costs	Attendance Programmes		
	Victoria	Burnaby	Port Alberni
Salaries	\$77,935.00 ^a	\$52,301.00	\$12,340.00
Operating	16,627.00 ^b	17,775.16	3,423.00
Programme	250.00	5,164.16	1,893.00
School Programme	20,000.00 ^c	20,000.00 ^c	.00
TOTAL COSTS	\$114,812.00	\$95,240.32	\$17,656.00
Average cost per client	\$ 1,472.00 ^d	\$ 1,095.00 ^e	\$ 1,103.00 ^f
Average per diem rate	\$ 12.26 ^g	\$ 9.12 ^g	\$ 9.19 ^g

a. A salary of \$9,106. from the Juvenile Detention Home is included. b. An estimated capital expenditure of \$6,000. for a vehicle is included. c. The school programme is conservatively estimated at \$20,000. (includes teacher's salary and programme expenses). d. Based upon 78 individuals involved in the programme. e. Based upon 87 individuals involved in the programme. f. Based upon 16 individuals involved in the programme. g. Based upon a four month time period.

127

gramme which is estimated at \$20,000.) has perhaps the greatest effect on the cost-benefit ratios of each programme. Further, it is important to recognize that the client-staff ratios for the various programmes are different and should be accounted in the interpretation of these cost figures. For example, the Victoria client-staff ratio is twice that of both the Burnaby and Port Alberni attendance centre programmes (i.e., two counsellors per group of 6-8 boys in the Victoria attendance centre programme while both the Burnaby and Port Alberni attendance centre programmes have a client-staff ratio of one counsellor per group of 8-10 boys). This increased staff effort should be reflected in the cost-benefit ratios of the programmes in that the cost structure for the Victoria attendance centre programme would be much higher than the Burnaby and Port Alberni attendance centres, but at the same time, one should expect an increased benefit. However, the data suggests (see section above on changes in self concept) that the inverse is true. Not only does the Victoria attendance centre cost more but the benefits incurred to the participants seem to be less than the Burnaby attendance centre. If the Victoria attendance centre is compared with residential treatment (see TABLE 23) the data indicates that the costs for the programme (both cost structure & cost-benefit ratio) are substantially lower in both average cost per client and average per diem rate.

TABLE 23 - Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Victoria Youth Attendance Centre, and The House of Concord, Residential Treatment Programme (* denotes estimated costs).

Cost-benefit items	Alternative Programmes		
	Regular probation	Attendance centre Victoria	Residential House of Concord
Average cost per client	\$600.00 ^a	\$1,022.00 ^b	\$6,387.00 ^c
Average per diem rate	\$ 8.51	\$ 17.50
Benefit, as confinement time saved	6 months ^d	6 months	- 6 months
Monetary benefits (at \$6,387. per year confinement costs)	\$5,787.00 *	\$5,365.00	-\$6,387.00
Profit (benefit minus cost)	+\$5,187.00	+\$4,343.00	-\$6,387.00
Efficiency (cost-benefit ratio)	9.6	5.2	-1.0

a. est. @ \$50. per client per month. b. 78 persons as per total cost of \$68,829. c. 52 persons as per total cost of \$332,124. d. the average time a person placed in the House of Concord.

TABLES 24 & 25 (on the next two pages) illustrate the costs and diminished correctional confinement of regular probation, both the Burnaby and Port Alberni attendance centres, and the House of Concord, residential treatment programme. This relationship of costs to diminished correctional confinement benefits of the various programmes reviewed definitely show that the "best" cost-benefit ratio is that of probation (9.6) with the attendance centres (Victoria: 5.2; Burnaby: 6.3; & Port Alberni: 4.8) while the residential treatment programme, the House of Concord shows a negative (loss) cost-benefit ratio of -1.0. If these ratios are related to effectiveness (lower recidivism & positive self concept change) the cost-benefit ratios would decrease for both the Victoria attendance centre programme and the House of Concord but would increase for the Burnaby attendance centre. Of course, the reader should be made aware of the fact that residential treatment in this instance is viewed as correctional confinement and is by definition a negative benefit (even if lower recidivism & positive changes in self concept are shown--the former is unknown while the later was only slight--). Residential treatment programmes cannot always be considered as negative benefits, especially if they are compared to more drastic treatment strategies such as "real correctional confinement" (i.e., jail). At the same time, attendance centres cannot always be considered as positive benefits, especially when they are compared to

TABLE 24 - Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Burnaby Youth Attendance Centre, and The House of Concord, Residential Treatment Programme (* denotes estimated costs).

Cost-benefit items	Alternative Programmes	
	Regular probation	Attendance centre Burnaby Residential House of Concord
Average cost per client	\$600.00 a	\$865.00 b \$6,387.00 c
Average per diem rate	\$ 7.20 \$ 17.50
Benefit, as confinement time saved	6 months d	6 months - 6 months
Monetary benefits (at \$6,387. per year confinement costs)	\$5,787.00 *	\$5,522.00 -\$6,387.00
Profit (benefit minus cost)	+\$5,187.00	+\$4,657.00 -\$6,387.00
Efficiency (cost-benefit ratio)	9.6	6.3 -1.0

a. est. @ \$50. per client per month. b. 87 persons as per total cost of \$75,240.32 c. 52 persons as per total cost of \$332,124. d. the average time a person placed in the House of Concord.

TABLE 25 - Costs and Diminished Correctional Confinement Benefits of Regular Probation, The Port Alberni Youth Attendance Centre, and The House of Concord, Residential Treatment Programme (* denotes estimated costs).

Cost-benefit items	Alternative Programmes		
	Regular probation	Attendance centre Port Alberni	Residential House of Concord
Average cost per client	\$600.00 ^a	\$1,103.00 ^b	\$6,387.00 ^c
Average per diem rate	\$ 9.19	\$ 17.50
Benefit, as confinement time saved	6 months ^d	6 months	- 6 months
Monetary benefits (at \$6,387. per year confinement costs)	\$5,787.00 *	\$5,284.00	-\$6,387.00
Profit (benefit minus cost)	+\$5,187.00	+\$4,181.00	-\$6,387.00
Efficiency (cost-benefit ratio)	9.6	4.7	-1.0

a. est. @ \$50. per client per month. b. 16 persons as per total cost of \$17,656. c. 52 persons as per total cost of \$332,124. d. the average time a person placed in the House of Concord.

132

probation. Also, the graphic illustrations presented thus far are based upon the assumption that probation is not a treatment programme but rather a co-ordinating body in that proper placement of juveniles experiencing difficulty within the community are dealt with. While the attendance centres and residential treatment centres (see TABLE 26 on the next page) are change agents from which a cost-effectiveness or cost-benefit analysis may be drawn. No matter how brief (and simple) our analysis has been, it does indicate that costs of attendance centres (especially cost-effectiveness as associated with positive self concept change) are substantially lower than the cost incurred by the public in providing residential services. Our findings are similar to those of other researchers (see TABLE 27 below) in demonstrating that community corrections is the least costly of correctional actions and services (and perhaps the most effective).

TABLE 27

Costs of Correctional Actions and Services in an Other Jurisdiction (Washington, D.C.) *

Juvenile arrest	\$17.67
Juvenile probation	11.75 per mo.
Juvenile hearing	88.41
Foster home	80.00 per mo.
Receiving home	14.74 per day
District Training School	12.07 " "
Reformatory	13.88 per day
Community Treatment Centre	8.77 " "

* Barbara Cantor & Stuart Adams, The Cost of Correcting Youthful Offenders. Washington, D.C.: Department of Corrections, Research Report No. 6, September 1968, page 10.

133

TABLE 26 - Costs and Diminished Correctional Confinement Benefits of The Attendance Centres (Burnaby & Victoria), New Haven, and The House of Concord, Residential Treatment Programmes (* denotes estimated costs).

Cost-benefit items	Alternative Programmes		
	Attendance centres ^a	New Haven Residential	House of Concord Residential
Average cost per client	\$943.00	\$4,086.00 ^b	\$6,387.00 ^c
Average per diem rate	\$ 7.85	\$ 22.70	\$ 17.50
Benefit, as confinement time saved	6 months ^d	- 6 months	- 6 months
Monetary benefits (at \$5,236. per year confinement costs)	\$4,293.00	\$1,150.00	-\$6,387.00
Profit (benefit minus cost)	+\$3,350.00	-\$2,936.00	-\$6,387.00
Efficiency (cost-benefit ratio)	3.5	-.4	-1.0

a. data extracted from Tables 24 & 25. b. 1972-1973 budget. c. 52 persons as per total cost of \$332,124. d. the average length of time a person would be placed in the House of Concord or New Haven.

Of particular concern to us was the fact that cost-effectiveness or cost-benefit analysis has not received any direct attention. In fact, the programmes reviewed (especially the residential treatment programme) are considered to be a major function of treating children experiencing difficulties in the community but have never involved themselves in any cost-effectiveness or cost-benefit analyses. Presumably they are programmes which "just naturally evolve" and will continue to evolve" unless government (and non-government) decision-makers become interested in the affairs of such organizations. Our criticism may be extended to most welfare and correctional programmes which now exist in the Province of British Columbia. The question of redistribution of "social service dollars" becomes increasingly important when we recognize that both the Victoria Youth Attendance Centre and The House of Concord residential treatment programme may in fact have no reason to exist (considering that probation is having nearly the same success with "similar" individuals as are involved with these programmes). Diversion or redistribution of the \$400,000 spent on these two programmes could easily be expended on programmes or services that "work" might be viewed as effective in a cost benefit sense.

RESOURCE UTILIZATION

Although all the programmes reviewed in preparation of this report advocate utilization of community resources, few progress from rhetoric to consistent and full usage. Perhaps programme complacency affects the usage of community resources in that as a programme develops, there is a tendency to be less creative in the search for resources which might the programme. Also, counsellors begin to routinize their activity schedules which affects the development of new resources. However, there is a common dilemma shared by all attendance centre programmes, especially a developing programme (for example, Port Alberni) which is short on adequate facilities and/or equipment and must spend a great deal of time and effort developing resources (even to the extent of trying to obtain "freebies"). The necessity of "scrounging" reduces the amount of time counsellors are able to spend with participants. Whereas, the established programmes (for example, the Victoria and Burnaby programmes) increased budget lessens the need for "scrounging", but at the same time the former orientation outward towards the community is lost.

Through an investigation of the various attendance centre programmes the researchers attempted to determine the current status of resource utilization. The following points were recognized as having an important impact upon resource

utilization.

1. There is a recognized need for a general development of community resources to assist programme operations.
2. There is a "discrete" desire that resources should be developed by "someone" or "another agency" rather than by programme staff.
3. There is a degree of mistrust among attendance centre staff that resource utilization often is not beneficial to programme participants (especially those resources which are of a technical or professional nature).
4. There is a recognition by programme personnel that resource utilization is one of its lesser responsibilities.
5. There is a tendency for programme personnel to differentiate the levels of resource usage in a) a formal level which includes the use of other social service agencies in the area; and b) a less formal level which includes public relations, volunteer use, and resource person roles. (The Burnaby attendance centre utilizes a guideline which the staff are encouraged but not required to follow in detailing their resource use (see TABLE 29 on the next page)).
6. There seems to be an attitude that resources serve two major functions: an exploratory function and a problem-solving-design-planning function. For example, the idea that resources if obtained must be used and therefore scheduled into regular programming (i.e., recreational facilities such as ice-hockey, swimming, etc.).
7. There seems to be no particular effort to introduce and teach the development of community resources to its staff members. The assumption seems to be made that proper resource utilization will be learned through experience on the job and is perhaps more of an intuitive development.

Although the need of resource utilization (Points 1 and 5) is recognized by programme staff, there still seems to be a marked degree of apathy and non-committment to their development (Points 3,4,6, & 7). Also, there seems to be no conscious effort

TABLE 28
Types and Number of Services Utilized

Type of Service	Resources Utilized	
	YES	NO
Employment	_____	_____
Vocational	_____	_____
Educational	_____	_____
Psychological	_____	_____
Financial	_____	_____
Medical	_____	_____
Legal	_____	_____
Family	_____	_____
Lodging	_____	_____
Public Information	_____	_____
Volunteers	_____	_____
Other(s)	_____	_____

in planning a long-term orientation of resource usage to meet the needs of programme participants. For example, if the participant is involved in the school programme, the immediate short-term goal(s) (completion of a specific grade(s) or course(s)) is given preference while at the same time the counsellors tend to loose sight of longer-ranged aspirations which means that the participant is quite often not informed of further employment or educational opportunities. Thus, extended "employment" or

"educational" resources are seldom fully utilized.

ASSESSMENT OF EFFORT

"Every man is in certain respects
a) like all other men,
b) like some other men,
c) like no other man."

(Kluckholm & Murray, 1949, 135)

This sentence best describes the complex issue of assessing the effort of staff in social service programmes. What "works" for one counsellor may "not work" for another, but who is to judge the "rightness" or "wrongness" of their action? Because our data (extracted from interview schedules in APPENDIX A) is highly subjective and open-ended, we have selected certain excerpts from questions 3,8,10,18,20, & 24 so as to provide the reader with a basic understanding of the feelings and observations of the counsellors in the attendance centre programmes. Thus, it is left to the reader to draw conclusions concerning staff effort. Hopefully, the reader will interpret the counsellor's comments within a context of the other programme elements that have been documented in earlier sections of this report. (A brief statement about the attendance centre's staff qualifications and training is presented in APPENDIX F).

For purposes of convenience in writing, this section will be divided into the Victoria attendance centre staff

comments and the Burnaby attendance centre staff comments.

a) The Victoria attendance centre staff comments.

Question(3) What would you say is the basic "approach", "strategy", or "methodology" of yourself in dealing with participants?

COMMENTS: -- honesty, trust, and the ability to understand our clients.
 -- approach varies with individuals, but in general we hold out a non-threatening environment, friendship, a place to take a look at yourself and grow from.
 -- warm, trusting friendly environment-non-threatening.

Question(8) What kinds of persons does the programme best serve, in terms of age, sex, background, and types of presenting problems? Is the programme effective with persons who are adjudged to be delinquent or non-delinquent?

COMMENTS: -- with male delinquents 13-17 years-but minimally effective with the hard-core delinquent when all resources have been exhausted-possible need for containment for such individuals.
 -- 13-16 year olds-boys with a "weak" family experience, and in a position of moving into a delinquent life style.
 -- ages 13-17 years-boys-any type of background.

Question(10) Are you, for example, a counsellor, teacher, friend, therapist, etc.? In other words, in what ways do you try to assist the participant and his/her family and/or friends?

COMMENTS: -- friend-counsellor-listening, feedback, sharing experiences, relating my experiences, etc.
 -- counsellor and friend-mostly a counsellor but friendship seeps in.

Question(18) Has there been any staff-training and development, and, if so, what has been the nature and extent of that training? Do you have any suggestions for a staff-training program?

COMMENTS: -- yes-staffgroup-the nature of which has been a state of flux.
 -- staff training starts when the staff member was born and keeps on going until he dies (that's life).

Question(20) What do you think are the personal qualities required of the effective counsellor? What kind of personality should she/he have?

COMMENTS: -- warm, kind, generous person-loving(sustaining).
 -- firm, consistent, decisive(maturity).
 -- prudent(good judgement), fair, honest(balancing).
 -- understanding and helping personality.
 -- sense of humor-desire to do his work, self-assurance, patience, openness.

Question(24) What would you say are the defects ... the features or problems that render it less effective than it might otherwise be?

COMMENTS: -- lack of control of home situation-winter
 -- the defects -only one - no backup from the court
 -- insufficient back-up (confidence) as testified to by few referrals (dependent upon the bias of the probation officer involved).

b) The Burnaby attendance centre staff comments:

Question(3) What would you say is the basic "approach", "strategy", or "methodology" of yourself in dealing with participants?

COMMENTS: -- to establish a good trust-friend relationship by spending time talking and doing various interesting/exciting activities & being supportive-giving time to feel her away around
 -- gain the persons trust-by being his friend and sharing experiences with him and hoping he will do the same.
 -- consistent presence-form a relationship-be a catalyst in developing individual and group decision making skills.

Question(8) What kinds of persons does the programme best serve, in terms of age, sex, background, and types of presenting problems? Is the programme effective with persons who are adjudged to be delinquent or non-delinquent?

COMMENTS: -- boys and girls between 14 & 15 years old who have a fairly stable home life and are first or second offenders.
 -- the programme is effective with the type of person that is most willing to help his/her self.

--This is a stupid question - obviously some people will be easier to work with than others, and will be more successful with those any programme would be most successful with.

Question(10) Are you, for example, a counsellor, teacher, friend, therapist, etc.? In other words, in what ways do you try to assist the participant in his/her family and/or friends?

COMMENTS: --I am all of these and more, depending on individual situations (i.e., divorce counsellor, legal counselor (with backup) shoulder to cry on, listener, painter, etc.
 --as a friend-establishing a good trust relationship with the participant; as a counsellor-establishing a good rapport with the family, being supportive & responsive to the participants needs.
 --a counsellor with a basis in friendship.
 --first as a friend and then a counsellor

Question(18) Has there been any staff-training and development, and, if so, what has been the nature and extent of that training? Do you have any suggestions for a staff-training program?

COMMENTS: --there has been staff training-basically reading into sociological concepts and models for which I have had little use.
 --the staff training handbook-meetings with outside resources such as probation officers and social workers.
 --little staff training.
 --interesting suggestions, none very helpful in my work.

Question(20) What do you think are the personal qualities required of the effective counsellor? What kind of personality should she/he have?

COMMENTS: --patient, observant, empathic, not easily sucked in, knows when to lead and when not to, enthusiastic, good knowledge of resources, mature, good overall knowledge of many things, good sense of humor, ability to be fair, good listener, optimistic, slightly versed in (but not seeped in) psychology, honest, open, good driver, slightly crazy, used to the poverty level lifestyle and good at writing questionnaires.
 --"personality"
 --ideas for activities, confident, sense of humor.

Question(24) What would you say are the defects ... the features or problems that render it less effective than it might otherwise be?

COMMENTS: -- breakdowns in communication between directors and other staff-finance-what we can and can't afford.
 -- a better structure with more room for activities and office space.
 -- counsellors not being more creative/exciting on their planning schedule.
 -- not large enough to serve all referrals.

CHAPTER V

NOTES ON REPLICATION

The major topical areas to be discussed in this chapter are: the analysis of community needs; the organization of resources; programme planning; programme administration; plant facility requirements; and, evaluation. Some of these topics have been covered in earlier reports concerning the establishment of community resources.¹ It might be worthwhile to interject at this time that:

Program replication is not program duplication, however. Replication involves more than following a detailed blueprint. The process of replication also includes the "customization" and adaptation of a program to fit the needs of particular groups or the political, social, or economic circumstances of particular communities (Providence Educational Center, n.d., page 74).

It is stressed, then, that situational variables must be taken into account in making the programme model suitable for replication in other areas.

1. See, for example, Providence Educational Center, An Exemplary Project, U.S. Department of Justice Law Enforcement Assistance Administration, NILECJ, Washington, D.C., n.d., page 74 and also pages 76-95; California Taxpayers' Association, A Report, Cluster Evaluation of Five Diversion Projects, prepared for, Office of Criminal Justice, 1974; Mary J. Mulka & Edmund J. Sheerin, An Evaluation of Policy Related Research on Postsecondary Education for the Disadvantaged, Volume II - Technical Report, Social Science Research Center, Mercy College of Detroit, 1975; and R.F. Kissner & W.W. Zarchikoff, Final Report Regarding the Establishment of an Experimental Adult Attendance Centre in the Province of British Columbia, Fraser Correctional Resources Society, Burnaby, B.C., 1975.

THE ANALYSIS OF COMMUNITY NEEDS

The analysis of community needs should delineate the following areas:

1. Does the community believe there is a problem which warrents action? Are policy-makers' beliefs parallel to those of the community? If so, what is the joint perception of the problem -- is it generally delinquency or is it a composite of specific problems such as underachievement or social maladjustment? If there is consensus that there is a problem, areas 2,3, and 4 should be explored.

2. Does a "population in need" exist? Youth Attendance Centres have primarily been developed as a resource for youth adjudged as delinquent. However, such a resource for youth could easily be set up as a diversion programme for pre-delinquents.

3. Who might be considered in need of such a resource? An accurate description of the "population in need" should consider criteria such as age, sex, criminal history, drug and alcohol history, residence and family situation, education, employment, etc.

4. What existing services are currently being provided for the target population? For example, observations should focus on areas such as usage of existing resources, their administrative structure and decision-making processes, referral procedures, degrees of programme effectiveness, etc.

THE ORGANIZATION OF THE RESOURCE

If it is determined that there is sufficient unmet need in the community to warrent the development of a youth attendance centre, the next steps are to develop a strategy for community involvement, obtain a sponsoring agency or group, and secure funding sources.

In developing a strategy for community involvement a number of options exist: ²

(a) Formal Involvement: Sponsorship of the programme by the community itself, participation of citizens in programme management and functioning, etc.

Advantages of (a): Stated clear legal and functional role for community involvement exists, concordance may exist between community and programme goals and values, the citizen has right of access to the programme's operation, the programme becomes more visible and more subject to effective public scrutiny.

Disadvantages of (a): Owing to the voluntary nature of public participation, many of those involved in sponsorship role may be reluctant to give detailed consideration and time to the programme. Delegation of responsibility to the programme director may occur of necessity and thus the operation of the programme may become dependent solely on the perceptions of paid staff.

(b) Informal Involvement: Provision of opportunities for community involvement through the assumption of voluntary roles (volunteer sponsors, resource people, etc.) and/or openness to public questioning and visitation.

Advantages of (b): Involvement of volunteers results in a saving of costs and healthy interaction of participants and persons who represent the "normal" population, opportunity exists for formation of social relationship skills on a new level, a chance for community input and discussion is still open.

Disadvantages of (b): Participants may become subjected to another "do gooder" out to "reform" him, volunteers may not be representative of the "normal" population, explanations to the public concerning the programme may amount to little more than public relations gestures.

2. An extract from Robert F. Kissner & W.W. Zarchikoff, Final Report Regarding the Establishment of an Experimental Adult Attendance Centre in the Province of British Columbia, Fraser Correctional Society, Burnaby, British Columbia, April, 1975, pages 35-36.

(c) Combination of (a) and (b): Sponsorship of the programme by the community itself with provision for community involvement through the assumption of voluntary roles.

Advantages of (c): In addition to the advantages already previously mentioned for (a) and (b), formal involvement may lead to more effective and educated informal involvement and vice versa.

Disadvantages of (c): Combination of those already mentioned for (a) and (b).

Assuming that the resource would be community-based, a part of the criminal justice system, make use of para-professional staff, and therefore, give consideration to government or non-government sponsorship. The options are listed below: ³

Government Administered:

<u>Advantages</u>	<u>Disadvantages</u>
1. Funding - steady	1. Low priority in funding
2. Acceptance by court personnel	2. Increased labelling
3. Easy access to court records	3. Presumption of guilt
4. Reduction of traditional problem case load	4. Not likely to happen
5. Access to referral services	5. Staffing patterns threaten clients
6. Easy access to eligible clients	6. Jeopardy of proper placement
	7. Community resistance to involvement

3. A extract from Ibid., page 52.

Non-Government Administered:Advantages

1. Autonomy in staffing
2. Autonomy of operation and procedure
3. Freedom of influence from court, prosecutor, police, etc.
4. Capacity to be more responsive and flexible
5. Freedom to determine essence of your professionalism
6. Capacity to be more supportive of community need and involvement

Disadvantages

1. Criminal justice system component (prosecutor, courts, police) suspicion and professional jealousy & opposition
2. Funding insecurity-re: survival, staff security
3. Greater need for a better performance record to legitimize effort
4. Conflict between internal goals and goals of funding agency
5. Community resistance to involvement

It is to be remembered that the reduction or the elimination of the disadvantages, for both approaches could easily be reduced or lessened through information feedback, community development which would be oriented towards acceptance, etc.

With regard to funding, a system of "block grants" on the basis of three categories should be considered: staff salaries, staff benefits, and operating expenses. A block grant is the allocation of funds to generalized categories, for example, building rental might require more than stipulated in the budget, a block grant allows the overrun to be taken from another category, the converse would also apply. It is our view that fixed budgeting

often leads to a "panic" to spend categories whether required or not in fear that if it isn't spent, similar funds will not be allocated the following budget year. A sample budget based upon a block grant system is presented in Appendix G.

PROGRAMME PLANNING

Attendance centre's programme planning are influenced by their assumptions of the causes and remedies of delinquency. The programmes studied indicate that there is a definite relationship between a person's self concept and delinquency and that this relationship may explain the design of the programme.

Listed below are those key elements of programme design most affected by this relationship between a person's self concept and delinquency and, therefore, of interest to any replication effort:

1) The emphasis on life skills improvement. Because the notion of self concept is such a broad generalization, the attendance centre programmes are obliged to become involved in many areas of an individual's life. The sequence of planned experiences would include the following: ⁴

- a) Developing oneself and relating to others
- b) Coping with home and family responsibilities
- c) Using leisure time purposefully
- d) Exercising rights and responsibilities in the community

(e) Making responsible decisions for work future

2) The emphasis on counselling as a method for developing a positive self concept which attempts to reinforce a non-delinquent life style. As a result, much of the counsellor's work is focused on dealing with unsettled relationships contributing to a youth's poor motivation and lack of interest. A major goal is to provide and establish a consistent supportive social environment. It is assumed that feelings, attitudes, values and interests are the most important issues and must be a major part of any planning and development.

3) The gradual re-integration of the "delinquent" youth into "non-delinquent" social patterns. Because of the pre-occupation with the youth's self concept, the programme staff focus their efforts on providing an opportunity for youth to adapt better to their personal environment. Although this seems to be the primary goal of those attendance centre programmes reviewed, our analysis indicates it is not sufficient to expect the individual to be the sole change-agent. Instead, programme personnel should concentrate more effort on introducing change in people and institutions closely affecting the youth as well.

4) The non-residential character of the programme. The

4. After D. Stuart Conger (editor), Readings in Life Skills, Saskatoon, Saskatchewan: Modern Press, 1973.

non-residential nature of youth attendance centres necessitates recognition of the importance of the individual's total milieu, because he/she remains in that setting, rather than being placed in the artificial, segregated environment of a residential institution. A non-residential structure can more easily facilitate the "positive development of self concept," because the programme is freed from responsibility for meeting "housekeeping" needs (i.e., food, shelter, etc.). This simply means more time and resources can be devoted to resocializing the individual into a non-delinquent pattern of living. Also, such a structure allows for the development of less authoritarian, more informal friendship relationships, because there is less need for a formalized set of rules when there are fewer duties to be performed in a non-live-in situation.

Further, the process of social integration provided in a non-residential attendance centre programme reduces the stigma of derogatory labelling.

The reader should be cautioned that there exist a plethora of theories purporting to explain the causes and remedies of delinquency.⁵ Also, it should be noted, that the elements of programme design which have been created by those subscribing to the

5. See, for example, D. Knight, Delinquency Causes and Remedies, California Youth Authority, Division of Research and Development, Research Report No. 61, February, 1972.

relationship described above have validity independent of the underlying theoretical assumptions.

PROGRAMME ADMINISTRATION

Programme administration vis-a-vis staff duties and responsibilities and their interrelationships to other community agencies (especially, the criminal justice and corrections field), programme objectives and goals, and the hierarchy of management are an essential adjunct to the success of the programme. Therefore, it might be beneficial to note those duties and responsibilities which should be accounted for in the replication of an attendance centre (See APPENDIX H).

PHYSICAL PLANT REQUIREMENTS

Because the attendance centres examined for this research project varied greatly in their accommodations, furnishings, equipment, etc., special attention should be paid to these items in any replication effort.

The smaller facilities ranged from no provision of rental building space (100-Mile House) to basically a one-room rental facility with alcoves for storage and an administrative "office" (Port Alberni).

The larger programmes have more facility space which is designed for more specialized function. Though the Victoria

attendance centre programme is located in a large old house and the Burnaby attendance centre has recently moved into a commercial storefront, both programmes have: a classroom, secretarial office area, administrative offices, a kitchen (Victoria only), a group meeting room(s), and other recreational areas.

There is a danger in having a building which could be pressed into service for most of the participants' activities. That danger consists of the possibility that imaginative use of outside community resources might be inhibited if elaborate facilities are provided. However, certainly minimum facility and equipment needs must be met if the programme is to function effectively (as the 100-Mile House programme's experience will attest).

In many communities it may be difficult to find a building that is suitable for the programme. Consequently, structures intended for other uses may have to be modified to meet attendance centre programme needs. Commercial storefronts or even semi-warehouse facilities, recreation agencies, and large houses might be amenable to such modification, although specialized activities may have to be undertaken outside of the attendance centre programme facility (i.e., regular use of donated or rented school gyms, large halls, or shops, for example).⁸ Because attendance

8. It is to be noted that two out of the three programmes studied were located in commercial-zoned areas, and even the old house utilized for the Victoria programme was not directly flanked by residences. These choices of location may reflect the programme's desire to avoid potential opposition of nearby residents in residential-zoned areas.

centre programmes usually have such a high recreational content, a large programme may well give thought to provision of a moderately large, hard-surfaced play area for informal athletics and games. Unfortunately, such a large amount of indoor recreational space often is inordinately expensive and commonly does not exist in conventional structures adapted for attendance centre use.

The kind of facility requirements for an attendance centre programme will be affected by some of the following contingency factors:

1) Size of the Programme: A large programme will not only need more facility space to accommodate more staff and clientele than smaller programmes, but additionally a larger programme will require space for more specialized secretarial and administrative functions a larger programme must serve.

2) Specialized Functions: If a programme (usually a large programme) provides specialized services, such as an alternative education programme or a vocational or hobby training programme, then facilities must be provided, i.e., classrooms, work shops, etc.

3) Locational Problems: The extent to which community residents are willing to allow a programme to operate out of a facility located in a residential neighborhood will determine whether the attendance centre programme may be forced to confine itself to commercially zoned areas.

4) Centrality of Location: The facility must be somewhat centrally located, so the programme participants will not have to travel long distances to regularly attend the programme. This requirement poses some limitations on the facility vis-a-vis bus routes, grid pattern of the community, etc.

5) Building Standards: The building standard requirements of the funding or administrative agencies will affect the kind of facility the programme can move into (for example, the City of Port Alberni administered the Port Alberni programme and set very high building standards, so an older residence could not be considered).

6) Availability of Outside Community Resources: This is an important situational factor affecting the establishment of an attendance centre, including its physical plant requirements. If a programme has regular access to donated or inexpensively rented facilities which are nearby, the physical plant requirements of the programme facility will be less. Or, if the programme is located in an area of the country which has good natural resources and/or good weather (e.g., nearby forested areas, etc.), facility requirements may be lessened.

EVALUATION RESEARCH

An evaluation of a community-based programme is likely

to encounter many "snags," especially in the application of a methodology. Some of the problems which have confronted this study and may present difficulties to other researchers are as follows:

1) Although we believe an ultimate criteria (e.g., reduction of juvenile delinquency) is measurable, adequate time must be allowed to use an indicator, such as recidivism. A realistic time sequence would be a minimum of 2 years, in order to document a person's performance both in the programme and during after-programme follow-up.

2) The intermediate criteria of programme success are very difficult to objectively measure. Because attendance centre programmes often use such intermediate criteria as attitudinal change, improvement in school performance, family situation, friendship patterns, etc., the question becomes which variable or combination of variables are related to the ultimate goal. As well, the selection of appropriate instruments to measure such changes is very difficult.

3) It is necessary to make sure that any improvement in terms of the criteria mentioned above is due to programme exposure and not to other uncontrolled causative influences. For example, influences such as general betterment of social chances or the intervention of fortuitous circumstances may have a distorting

effect on conclusions drawn from the data.

4) No matter how cautious or careful an outside researcher from another agency or department is in securing co-operation from programme administrators, still these administrators may remain covertly recalcitrant, because they fear negative evaluation. Conversely, an in-house evaluation is susceptible to lack of objectivity. As was noted in the latter section on evaluation research recommendations, collaboration and consultation between programme management and outside research experts should be attempted to resolve these issues.

5) If the research design utilizes more subjective data collection methods (e.g., open-ended interview techniques, observational methods, etc.), then data collection by more than one person can become problematic. As well, non-uniform administration of even standardized instruments can distort the data (e.g., data collection by people under different auspices and using different administrative techniques should be avoided).

CHAPTER VI

RECOMMENDATIONS

From the material presented in the previous chapters, we propose the following recommendations which may affect the establishment or on-going development of Attendance Centres in their efforts in curtailing problems of juvenile delinquency.

RECOMMENDATION #1: THE SCOPE OF THE PROGRAMME

The resources available in a particular geographic area should influence an attendance centre's choice of its target population.

Rationale:

The level of development of a community's social service system will have an impact on an attendance centre's function in that community. This leads to a number of options which should be considered:

1. If some of the existing social services are meeting the needs of problem youth, obviously it would be senseless to duplicate their efforts.
2. An existing resource might be modified to become an attendance centre.
3. The creation of a new resource, an attendance centre, should be considered if the above options are not feasible. The form of this new resource is dependent upon whether there are social services, but they are not meeting all the needs of problem

youth or there is almost a total lack of social services in that community. For example, if a community has resources such as programmes for educationally disadvantaged or emotionally disturbed youth, family counselling programmes, recreation extension, etc., the proposed attendance centre might restrict its services to those youth adjudged delinquent. On the other hand, for those communities which do not offer such social service programmes as those noted above, the attendance centre created might well consider becoming a multi-service programme. The target population should include other youth than those adjudged delinquent.

RECOMMENDATION 2: INTEGRATION OF PROGRAMME COMPONENTS

Programme management should review existing programme components in order to determine their contribution to ultimate programme goals.

Rationale:

There is insufficient integration between specific programme elements in that individual programme components do not dovetail to produce the desired goals. In effect, there is a lack of identification of programme components; the boundaries are not highlighted; nor are the goals concretely specified. As a result, each component of the programme becomes independent of the operations of the total structure. For example, there is a tendency to involve the participants in a variety of recreational activities which are seldom utilized as part of the over-all

counselling strategy. What often happens is that recreational activities are first offered as an inducement to involve participants in the programme, with the hope that these activities would provide the material for later discussion in a counselling session. However, the means "fun recreational activities" become the ends of the programme, and counselling goals become displaced.

RECOMMENDATION #3: PROGRAMME REFERRALS

Management should direct their energies towards establishment of programme credibility through communication, co-ordination and consultation with established agencies and other possible referral sources.

Rational:

Recognizing that an attendance centre programme is a relatively new experiment in community-based corrections, it is essential that referring sources, such as probation officers, social workers, school personnel, etc., have an accurate understanding of the operations of the programme. At the moment, a number of difficulties confront the attendance centres (especially a multi-service programme such as the Burnaby Programme) in their efforts to recruit suitable participants for the programme. These problem areas may be categorized as follows:

1) Professional Pride and Expertise: Professionals are reluctant to "take a chance" in referring "their" clients to what

is basically an experimental programme. The problem arises when the professional considers another service to augment his involvement with a client as in competition with his own area of expertise. As Ratner (1974: 16) points out, staff in established agencies are suspicious of programmes such as attendance centres because:

Qualifications such as enthusiasm, life experience, and an undergraduate degree are not seen as enough to "sell the programme". The relative youth of the staff is not necessarily seen as a positive feature since it is argued that if all that is established between worker and client is rapport and identification, then all that is left at the end of it is "two kids, instead of one".

2) Jurisdictional Conflicts: Jurisdictional problems may become a stumbling block dependent upon the formal and legal restrictions imposed upon a prospective participant. For instance, if the attendance centre is under the aegis of a specific department, it becomes obligated to accept only participants deemed suitable by that department. This may limit referrals too narrowly. As well, this may exacerbate endemic conflicts with other departments (e.g., probation officers vs. social workers). Another example encountered in the research was the tendency for a group home to stop continued participation in the attendance centre programme.

3) Defective Communication and Lack of Co-ordination: With the proliferation of social service agencies, it is almost

impossible for a professional in an established agency to be knowledgeable of each agencies services. Therefore, the professional would have at best only a superficial understanding of the attendance centre's programme and may refer only inappropriate candidates. Further, inappropriate referrals may result from utilization of the attendance centre as a "dumping ground" when the established agency has exhausted its efforts. Other problems develop from lack of co-ordination and communication between attendance centre and agency staff, such as: agency professionals may have one of their referrals rejected by the attendance centre programme and be reluctant to make future referrals; or some agency personnel view community programmes (attendance centres) as a reward rather than a punishment and refuse to involve their clients.

RECOMMENDATION #4: THE USE OF VOLUNTEERS

It is not recommended that volunteers be used in an attendance centre programme unless their tasks are well defined and their task performance can be evaluated.

Rationale:

The goodness of volunteers is more imagined than real. Up to now, for example, there has been an over-reliance on gaining public credibility through the use of volunteer staff. The use of volunteers seems to be for the convenience of funding guidelines and policymakers predispositions (the belief that the

use of volunteers coincides with community participation) who view "volunteerism" as a "good and necessary" programme component. Although this may or may not be true, it is important to distinguish and identify where a volunteer can be of the greatest assistance to programme participants rather than of assistance to policymakers inclinations. Therefore, it might be of value to use volunteers in areas which require a special skill and/or equipment (e.g., mechanics, carpenters, sailboat operators, etc.).

RECOMMENDATION #5: SELECTION OF STAFF

A programme's success is largely related to the quality and effort of its staff. Recruitment of programme staff should not be limited to those who are academically certified, as they are not necessarily the most qualified personnel.

Rationale:

As a programme becomes more established, there is a tendency to recruit staff with higher academic and professional qualifications. Rather than "taking a chance" with persons with little or no formal education and experience, programme directors and personnel committees screen prospective employees in terms of academic and professional criteria. At the same time, more highly certified individuals will be attracted to employment in a programme which has stabilized and become more credible in the community.

High academic certification restrictions may exclude qualified candidates for positions in an attendance centre programme. Thus, an ideal programme might well consider a "mixed" staffing arrangement in terms of background experience and education. If such an arrangement was enacted it may enhance a) an alliance between professionals (such as probation officer & social workers in other agencies) and nonprofessionals in the attendance centre programme can help make the professional's role definition more flexible; b) staffing with nonprofessionals can provide "closer" service for programme participants, i.e., staff tend to be relatively young and perhaps more "street-wise", thereby facilitating close relationships with youngsters in the programme; and c) a nonprofessional in his/her perception of each new experience is not channeled by a fixed treatment approach learned in a professional context and this may be an advantage over the professional.

RECOMMENDATION #6: EVALUATION RESEARCH

Attendance centre programmes should develop clear, written, unequivocal outlines of their programme operations. A monitoring system should be developed in consultation with researchers with evaluation expertise. Such a monitoring system would involve the development of evaluation tools to assess the functions of the programme as well as how it impacts clients.

Rationale:

Of late, in the development of social services, there

has been a total lack of programme evaluation. This is especially true of those programmes which have obtained access to the public coffers. Recognizing that the recent proliferation of social services represents a "politics of good intentions" it is often fragmented and abortive. If the political process allocated resources to social service agencies in accordance with performance criteria, there would be no compulsion to continue funding those programmes which have not proven their worth. As N. Long¹ has noted:

Rarely do the (appropriations) committees, except in wartime dramatically move an agency's appropriation up or down. There is a kind of fair shares and almost, in a business sense, a historic share of the market which agencies possess, attempt to maintain, and from time to time try to improve. The committees behave like banks or investors with the agencies proving their worth as political business investments.

Since the rationing system of government is made up of bodies who cannot know much about the agencies and the programs they fund, the incremental system, like inching out on thin ice, may seem to make some sense. It may be regarded as a kind of limited risk trial under conditions of rather primitive uncertainty. What the system does most clearly imply is the lack of any responsible judgement of program and program objectives (author's underlining). We are rarely consciously guilty of building half bridges. The physical appearance of assininity is too apparent. But the analogues of half built bridges abound in government. Agencies are prepared to take half a loaf rather than no loaf. If the bridge they originally intended building is unbuildable, they may find a lesser stream or use the funds in some other worthy way.

1. Cited in W.R. Rosengren & M. Lefton, Organizations and Clients, Columbus, Ohio: Chas E. Merrill Publishing Co., 1970, page 196.

The irresponsibility of government has the most negative consequences for new community programmes, because they are not directly aligned with government departments. This is especially true of newly established attendance centre programmes. Because there is no empowered, centralized evaluation unit, funds are seldom rationally re-directed to programmes that are effective in terms of meeting their goals and objectives. Additionally, if a centralized research department existed, programmes which have been critically examined would be more likely to incorporate evaluation recommendations into their on-going programme operations. We have observed that the attendance centre projects' existing evaluation process had very little relevance to programme planning, policy development, nor even day-to-day administrative guidance over the programmes. It would be advisable that outside research expertise be provided by the Provincial Government to assist all social service programme management to effectively evaluate programme components. Also, the results of such evaluations should be tied directly to the allocation of funds (especially the re-direction of funds).

RECOMMENDATION #7: NEED FOR AN EDUCATIVE COMPONENT IN PROGRAMME DESIGN

There is a definite need for a source of achievement success as defined by the larger society to complement the emotional-supportive role of an Attendance Centre programme.

Rationale:

The school acts to allocate future occupational and

social roles in our society. Consequently, it is an important locus in time and place for a juvenile. A great deal of recent literature in criminology associates delinquency with school failure. Continuous failure at regular school compounds a general failure syndrome which seems to invade family, peer and performance relationships, resulting in a low valuation of self and the feeling one has "nothing to lose" in committing delinquent offenses. It follows that a wedge of some sort is needed to penetrate this vicious circle of failure. An Attendance Centre would need to advance on two fronts in order to alter this failure syndrome. First, an Attendance Centre needs to provide an emotional-supportive structure which effects improved self esteem, interactional skills and motivational aspirations. Second, an Attendance Centre programme needs access to a more successful school situation for the juveniles in the programme. There exist three options: 1) The Attendance Centre staff could act as direct liaison with regular school personnel. This requires a great deal of effort on the part of staff to smooth the pathway for typical Attendance Centre participants who often have a great deal of difficulty in school. 2) The second possibility is to have access to an alternative school programme existing in the local community. 3) The third option is to incorporate a separate alternative school component within the Attendance Centre programme. An advantage of

option #3 is that there is more time spent at one place with the same associates, both in terms of programme staff and other participants. This situation allows the programme to have a greater impact upon a programme participant. For example, the Victoria Youth Attendance Centre programme does not seem to enroll participants who need an alternative school programme into their school component at the same time as they are involved in the Attendance Centre portion of the programme. This means their programme participants are not undergoing the double impact of school success and satisfying interpersonal relationships at the same time, which seems crucial to programme success. P.U.R.P.O.S.E., on the other hand, seems to better integrate the school component with the Attendance Centre component, which may account for the significant improvements in self concept for their participants, unlike the Victoria programme's inferior programme success. (P.U.R.P.O.S.E. showed a 21.52-point increase in mean Total Positive score between pre- and post-test applications of the TSCS, whereas Victoria showed a 2.10-point increase in mean Total Positive score--significantly different at the .05 level).

RECOMMENDATION #9: ROLE OF STAFF VIS-A-VIS PARTICIPANTS

We recommend that staff assume a facilitating, mediating function as opposed to a supervisory, direct change-agent function. Such a role would be easier accommodated within a relaxed and flexibly structured programme.

Rationale:

If the staff become self-appointed supervisors and/or authoritarian in their attitudes, then participants' self development is unlikely to occur. These attitudes are reinforced by a tendency to label youngsters referred to the programme as "clients," rather than as "the normal kid next door." Further, such attitudes seem to be expressed in a serious, exacting view of their job as a "counsellor." On the other end of the continuum there exists a certain "craziness," a more ad hoc approach to most situations and general adoption of a more facilitative, supportive role vis-a-vis youngsters in the programme. One plausible explanation for some differences in view of counsellor's role discovered in the course of this study could be attributed to the notion of "career-line" orientation when pay scales are high and programme funding more secure as opposed to "interim employment" when the reverse is the case. When the counsellor's job is viewed as short-term, there is less need to be cautious so there tends to be more creativity in treatment approach and less need to be concerned with outcome performance and therefore the counsellor may be more relaxed in relationships with programme participants. The place of work is viewed as a "social adventure" so they become less concerned with professional "results" and immediate direct change may become less important as a goal than the friendship

relationship itself. Oddly enough, this less professional approach seems to work better.

The Victoria Youth Attendance Centre tends to fall towards the "more professional" end of the continuum described above, and the P.U.R.P.O.S.E. programme can be located at the opposite end of the same continuum. It can be speculated that some of the significant differences in programme effectiveness might be attributed to these varying role perspectives.

It should also be noted that programme structure may affect role perceptions of staff. For example, the Victoria programme does not have miscellaneous recreational equipment on their premises which is often in use, thus discouraging more informal interaction with the youngsters. Also, this situation more effectively seemed to discourage drop-in attendance. This provision for less informal contact with participants is also related to the more structured nature of the Victoria programme: there is less attention paid to individual participants on an ad hoc basis during non-designated group activity periods. Additionally, the guided group discussions may reduce the recreational content and informal individual counselling aspect of the Victoria programme, perhaps making it more of a "drag" for the youngsters attending the programme and perhaps less beneficial to the participants in terms of their self development. (Interestingly enough, the mean self criticism score

only went down between pre- and post-test for Victoria, which did not occur for any other programme (P.U.R.P.O.S.E.: .39 mean change score; House of Concord: 2.17 mean change score; Probation: 1.50 mean change score) (see TABLE 14, page 98), whereas Victoria showed a decrease of -3.00 between pre- and post-test self criticism scores. A lowered self criticism score is indicative of increased defensiveness and less openness about personal short-comings (see pages 104-106), and this result is significantly different between the Victoria and P.U.R.P.O.S.E. Attendance Centre programmes (see TABLE 17, page 104). Perhaps the discussion section format of the Victoria Attendance Centre can paradoxically be held accountable for these results.

Generally, the more structured character of the Victoria Youth Attendance Centre programme may be related to the lack of significant positive change in over-all levels of self-esteem on the part of programme participants.

RECOMMENDATION #10: FUTURE RESEARCH

- (a) We recommend the cost-effectiveness of Attendance Centres and residential treatment programmes be more thoroughly researched.

Rationale:

This is one of the most neglected areas of research in the social services. Given the evidence of a cost-effectiveness analysis of Attendance Centres and residential

treatment programmes, redistribution of income may be founded upon sound empirical evidence.

- (b) We recommend that recidivism on a long-term basis (2+ years) for Probation, Attendance Centres and residential treatment programmes be more thoroughly researched in the future.

Rationale:

Because recidivism is the ultimate criteria in evaluating the effectiveness of correctional programmes, a long-term comprehensive research effort should be initiated as soon as possible. Perhaps a study of recidivism could be combined with a cost-effectiveness or cost-benefit analysis as mentioned above.

- (c) We recommend that more research be undertaken on client impact for Probation, Attendance Centres and residential treatment programmes.

Rationale:

Although this area has received the greatest amount of time and energy by researchers, there still exists a need to understand which programmes have the greatest impact upon certain clientel groups.

SELECTED BIBLIOGRAPHY

I. Public Documents (Reports)

BROWN, B.S.

- 1969 The Impact of Institutionalization on Recidivists and First Offenders, District of Columbia Department of Corrections, Research Report No. 14.

CANADA, DEPARTMENT OF THE SOLICITOR GENERAL

- 1973 Report of the Task Force on Community-Based Residential Centres, (The Outerbridge Report), The Queen's Printer, Ottawa.

DISTRICT OF COLUMBIA DEPARTMENT OF CORRECTIONS

- 1971 A Comparison of the Community Performance of Community Correctional Centre and Institution Releasees: Some Preliminary Findings, Research Release, District of Columbia Department of Corrections, Washington, D.C.

NATIONAL COUNCIL ON CRIME AND DELINQUENCY

- 1972 Effect of Vocational Upgrading Upon Probationer Recidivism, One-Year Evaluation of the Singer/Graflex Monroe County Pilot Probation Project, N.C.C.D., Hackensack, New Jersey.

- 1971 Des Moines Model Neighborhood Corrections Project, Research Evaluation Report Number 1 (February 3, 1970 to December 16, 1970), N.C.C.D., Hackensack, New Jersey.

II. Published and Unpublished Monographs & Reports

ATCHISON, C.O.

- 1958 A Comparative Study of the Self-concept of Behaviour Problem and Non-behaviour Problem High School Boys, Unpublished doctoral dissertation, Indiana University.

BALESTER, R.J.

- 1956 The self-concept and juvenile delinquency. Unpublished doctoral dissertation, Vanderbilt University.

BROWN, G.K.

- 1947 Recidivism: A Socio-Legal Survey of its Definition, Incidence and Treatment in the United States. Unpublished doctoral dissertation, University of Pennsylvania.

- KIM, YOUNG KIL.
1967 A comparison of self concept of delinquent and non-delinquent boys, Unpublished Masters thesis, Seoule National University, Seoule, Korea.
- LEFEBER, J.A.
1965 The delinquent's self concept, Unpublished doctoral dissertation, University of Southern California.
- MEESE, B.G.
1961 An experimental program for juvenile delinquent boys, Unpublished doctoral dissertation, University of Maryland.
- MONKMAN, G.S.
1974 Cost-Benefit Analysis, Three Applications to Corrections... American Bar Association, Washington, D.C.
- PERRY, P.E.
1966 The Effect of the Youth Attendance Centre Guided Group Interaction Counseling Program on the Self-Concept and on the Rate of Recidivism Among Selected Juvenile Delinquents, Unpublished Masters thesis University of Victoria.
- RATNER, R.S.
1974 Spring Street Project, Final Report, University of British Columbia.
- RICHARD, W.C., MATES, C.G., & WHITTEN, L.
1967 Personality traits and attitudes of adolescent girls with behaviour disorders, Paper presented at Southeastern Psychological Association, Atlanta.
- UNITED STATES DEPARTMENT OF JUSTICE
1974 An Exemplary Project: A Handbook on Community Corrections in Des Moines. A Coordinated Approach to the Handling of Adult Offenders, Fifth Judicial District of Court Services, Des Moines, Iowa.
- 1974 Evaluation of the Effects of Alternatives to Incarceration on Juvenile Offenders, NILECJ, (April).
- VENEZIA, P.S. & GOTTFREDSON, S.D.
1972 The Pace Institute: A Limited Assessment of its Effectiveness, N.C.C.D., Davis, California.

- CURRY, M.W., MANNING, R.D., & MONROE, D.R.
1971 A study of the self concepts of juvenile delinquents in specific institutions in the State of Tennessee, Unpublished master's thesis, University of Tennessee (School of Social Work).
- DEITCHE, J.H.
1959 The performance of delinquent and non-delinquent boys on the Tennessee Department of Mental Health Self-Concept Scale, Unpublished doctoral dissertation, Indiana University.
- GILLIAM, J.L.
1969 Project First Chance - An Experimental And Demonstration Manpower Project - Final Report, South Carolina Department of Corrections.
- FITTS, W.H., & BELL, G.K.
1962 An evaluation of group counseling with nursing students, Unpublished research report.
- FITTS, W.H. & HAMNER, W.T.
1969 The self concept and delinquency, Nashville Mental Health Center Monograph No. 1 Nashville: Counselor Recordings and Tests.
- HALL, H., MILAZZO, M., & POSNER, J.
n.d. A Descriptive and Comparative Study of Recidivism in Pre-Release Guidance Center Releasees, U.S. Department of Justice, Bureau of Prisons, Washington, D.C.
- HAMNER, W.T.
1968 The Self Concept of Delinquents, Nashville Mental Health Research Bulletin, No. 3, Nashville.
- HOLAHAN, J.F.
1970 A Benefit-Cost Analysis of Project Crossroads, Washington, D.C., National Committee for Children and Youth.
- JOPLIN, G.H., HAMNER, W.T., FITTS, W.H., & WRIGHTSMAN, S.
1973 A Self Concept Study of Juvenile Offenders in Minnesota, Dede Wallace Research Center, Nashville.
- JOPLIN, G.H.
1967 (Highfields Residential Group Center, New Jersey) Unpublished data shared with W.H. Fitts.

- VENEZIA, P.S. & McCONNELL, W.A.
 1972 The Effect of Vocational Upgrading Upon Recidivism: A One-Year Evaluation of the Singer/Graflex Monroe County Pilot Probation Project, N.C.C.D., Davis, California.
- VIA, M.
 1970 (Los Angeles City Schools), Unpublished data.
- WALLIN, H.A.
 1972 Evaluating Effectiveness in the Social Services: A General Discussion of Problems, Models, and Recent Efforts, United Community Services of Greater Vancouver Area, Vancouver, (December).
- WITMER H.L. & TUFTS, E.
 1954 The Effectiveness of Delinquency Prevention Programs, Children's Bureau, Publication No. 350, Department of Health, Education, and Welfare, Washington, D.C.
- III. Books and Articles
- AKERET, R.
 1959 "Interrelationships among various dimensions of self-concept", Journal of Counseling Psychology, Vol. 6, No. 3, 46-59.
- BAILEY, W.C.
 1970 "Correctional Outcome - An Evaluation of 100 Reports", Reprinted from The Journal of Criminal Law, Criminology and Police Science, Vol. 57, No. 2 (June).
- BAKAL, Y.
 1973 Closing Correctional Institutions - New Strategies For Youth Services, Lexington Books, Maryland.
- CARO, F.G. (editor)
 1971 Readings in Evaluation Research, Russell Sage Foundation, New York.
- EMPEY, L.T.
 1967 Alternatives to incarceration, U.S. Department of Health, Education and Welfare, Washington, D.C.

- EMPEY, L.T. & LUBECK, S.G.
 1971 The Silverlake Experiment, Aldine Publishing Company, Chicago.
- EMPEY, L.T. & RABOW, J.
 1961 "The Provo Experiment in Delinquency Rehabilitation", American Sociological Review, Vol. 26, 679-696.
- FITTS, W.H.
 1965 Tennessee Self Concept Scale Manual, Counselor Recordings and Tests, Nashville, Tennessee.
- FITTS, W.H. & THOMPSON, W.
 1972 Correlates of the Self Concept, Counselor Recordings and Tests, Nashville, Tennessee.
- FREEMAN, H.E. & SHERWOOD, C.C.
 1965 "Research in Large-Scale Intervention Programs", Journal of Social Issues, Vol. XXI, No. 1, 11-28, (January).
- GLASER, D.
 1973 Routinizing Evaluation: Getting Feedback on Effectiveness of Crime and Delinquency Programs, National Institute of Mental Health Center for Studies of Crime and Delinquency, Rockville, Maryland.
- GRIGGS, B.S. & McLUNE, G.R.
 1972 "Community-Based Correctional Programs - A Survey and Analysis", Federal Probation, Vol. 36, No. 2, 7-13 (June).
- HASLETON, S.
 1972 "Recidivism and the Evaluation of Institutions", British Journal of Criminology, Vol. 12, No. 1, 83-89 (January).
- HERZOG, A. & DENTON, L.R.
 1971 A Compendium of Papers on Evaluation and Methodology, Nova Scotia Newstart, Yarmouth, N.S.
- HOGARTH, J.
 1971 Sentencing as a Human Process, University of Toronto Press, Toronto.
- JENKINS, W.O. & BARTON, M.C.
 1972 Measurement And Prediction of Criminal Behavior And Recidivism - The Environmental Deprivation Scale (EDS) And Maladaptive Behavior Record (MBR), Rehabilitation Research Foundation, Springfield, Va.

CONTINUED

2 OF 3

- McCLINTOCK, A.
1961 Attendance Centres, Macmillan, London.
- McCORKLE, L., ELLIAS, A., & BIXBY, F.L.
1958 The Highfields Story, Holt, Rinehart and Winston, New York.
- PEARL, A.
1964 "The Highfields Program: A Critique and Evaluation", in F. Reisman, (editor), Mental Health of the Poor, The Free Press, New York.
- RECKLESS, C.R. & DINITZ, S.
1957 "The Self Component in Potential Delinquency and Non-delinquency", American Sociological Review, Vol. 22, 566-570.
- ROSSI, P.H. & WILLIAMS, W. (editors)
1972 Evaluating Social Programs: Theory, Practice and Politics, Seminar Press, New York.
- ROVNER-PIECZENIK, R.
1974 Pretrial Intervention Strategies: An Evaluation of Policy-Related Research and Policymaker Perceptions, American Bar Association, Washington, D.C.
- SUCHMAN, E.A.
1967 Evaluation Research: Principles and Practice in Public Service and Social Action Programs, Russell Sage Foundation, New York.
- TAYLOR, D.M.
1955 "Changes in the self concept without psychotherapy", Journal of Counseling Psychology, XIX, 205-209.
- WEISS, C.H.
1972 Evaluation Research: Methods of Assessing Program Effectiveness, Prentice Hall, Englewood Cliffs, N.J.
- 1973 "Where Politics and Evaluation Meet", Evaluation, Vol. 1, No. 3, 37-45.
- 1973 "The Politics of Impact Measurement", Policy Studies Journal, Vol. 1, No. 3, 179-183.
- WILKINS, L.T.
1969 Evaluation of Penal Measures, Random House, New York.

APPENDIX A

DATA COLLECTION FORMS USED

PARTICIPANT INTERVIEW IPersonal Data

1. Name _____
2. Date of Birth _____
3. Sex _____
4. Race _____
- Anglo-Canadian _____
- Canadian-Indian _____
- Asiatic-Canadian _____
- Other (specify) _____

Residence and Family Information

5. Living arrangements _____
- Alone or with friends _____
- With parent(s) _____
- Group home _____
- Unknown _____
- Other (specify) _____
6. Months at present address _____
7. Months at last previous address _____
8. Residence changes in last 12 months _____

Criminal History

9. Prior detention stays _____
- Prior jail stays _____
- Number of arrests to date _____
- Prior probation terms _____

Drug and Alcohol History

10. Drug connection with current case _____
- No connection _____
- Related charge _____
- Other connection _____
- Unknown _____
11. Type of drug connected with current case _____
- None _____
- Alcohol _____
- Marijuana, hashish _____
- Amphetamines, barbiturates or hallucinogens _____
- Narcotics, cocaine _____
- Unspecified drug _____

Employment Status

12. Are you working? _____
- Full-time _____
- Part-time _____
- Unemployed _____
- Unemployable _____
- Unknown _____
13. Primary income source _____
- None _____
- Own employment _____
- Parent(s) or relative(s) _____
- Welfare _____
- Unemployment insurance _____
- Criminal activity _____
- Unknown _____

14. Income for last month _____

15. Income for last 12 months _____

Education

16. Student Status Not a student _____

Student full or part-time _____

Unknown _____

17. Highest educational level
achieved

Less than grade 7 _____

Grade 8 _____

Grade 9 _____

Grade 10 _____

Grade 11 _____

Grade 12 _____

Special trade or higher _____

Unknown _____

18. Months in current school _____

19. Months in last previous school _____

20. Number of schools in last 12 months _____

21. Average grade in last school attended _____

22. Reason for leaving school

Dropped-out _____

Dismissed _____

Expelled _____

Transferred _____

Unknown _____

PARTICIPANT INTERVIEW II

1. How did you become involved in the Youth Attendance Center?

2. Do you want to participate in the Youth Attendance Center Programme?

Why or why not?

3. At this time, do you think you need help from someone besides your family, friends or people you know?

4. Do your parents want you to come to the Youth Attendance Center?

5. How do your friends feel about your starting in the Youth Attendance Center?

6. Are you still in school? Yes _____ No _____ How do (did) you feel about school?

7. Describe how you get along with your:

Mother

Father

Brothers

and/or

Sisters

8. What do you do with your spare time?

9. Have people from other agencies worked with you (for example, Probation, School Counsellors, etc.)? If so, what do you think of the help you've gotten from them?

10. Have you done things in the past that may have caused other people to describe you as "delinquent"?

11. Would you, yourself, describe anything you've done as "delinquent"?

12. Have you gotten into trouble by yourself or with others (for example, a group of friends, gang)? By myself _____ With others _____

Why would you be more likely to misbehave in a group or by yourself?

13. Who do you think is responsible for your trouble-making? Is someone else to blame for the way you act?

14. Why have you done things that have gotten you into trouble?

15. Do you think anyone has suffered in any way because of your misbehavior?

16. Did you want to cause trouble for someone in particular when you misbehaved? Yes _____ No _____

If yes, why? _____

17. Did you have some good reasons for your misbehavior which other people did not seem to understand?

STAFF INTERVIEW

1. What is your age, sex, educational background, and work experience in the social work field?
2. How would you describe the basic aims and general intent of the programme?
3. What would you say is the basic "approach", "strategy", or "methodology" of yourself in dealing with participants?
4. Do you establish any kind of behavioral "contract" with your participants? If so, is this contract verbal or written, formal or informal, and at what stage(s) of the relationship do you develop it with the participant? What role does he/she have (if any) in the establishing of the contract?
5. How important are schooling incentives in your work with the participants? Does their importance vary over the course of the relationship? What kinds of schooling activities do you engage in with your participants? Are some subjects or courses better or more useful than others? If so, why? Are credits or grades transferable to regular school situations? What role does he/she have (if any) in the establishing of the school programme?
6. How important are the recreational incentives in your work with the participants? Does their importance vary over the course of the relationship? What kinds of activities do you engage in with your participants? Are some activities better or more useful than others? If so, why? Who pays for the recreational activities? If shared, what is the ratio of payment?
7. Do you employ "rewards" and/or "punishments" in your work with the participants? If so, what is the nature of these rewards and punishments? How effective do they seem to be?
8. What kinds of persons does the programme best serve, in terms of age, sex, background, and types of presenting problems? Is the programme effective with persons who are adjudged to be delinquent or non-delinquent?

9. What does "control" mean to you in your experiences with your participants? Do you distinguish between "giving directions" and "non-directing" activities, and, if so, what are the differences? About how many "sessions" do you tend to have with a participant on a one-to-one basis, group basis, and is there any change in the nature of these "sessions" over the course of the relationship? What role do these "sessions" play in the evolution of the worker-participant relationship?
10. Are you, for example, a counsellor, teacher, friend, therapist, etc.? In other words, in what ways do you try to assist the participant and his/her family and/or friends?
11. Do you involve local proprietors, neighbours, etc. as treatment agents in your work with the participant? If not, why?
12. What procedures are involved in the termination of a participant? What and/or whom decides a person is successfully completed or hopelessly unsuccessful in programme involvement? Are problems associated with termination? Are follow-ups part of your termination plan with the participant? Please explain the nature and frequency of follow-ups with a participant and how these determinations are arrived?
13. Do you work with the families of the participant? How necessary is it to work with the families as opposed to working with the participants alone? Are there problems in working with the families of the participants?
14. What has been your experience with workers and administrators from other agencies whom you have contacted in your efforts to work successfully with persons of the programme you are involved with? Have they been co-operative? Do you work together, or does one another(s) take the major responsibility for the participant?
15. Do you work with friends or peer-groups of the participant? Is it useful and advisable to do this, or do you think it best to work with the participant in isolation from his/her friends? In what ways are friends of the participant helpful and/or obstructive as regards the programme process?
16. Have there been any problems created for your participants and/or their families because of their involvement in the programme? If so, what kinds of problems and how are they resolved?

17. Has there been any orientation period for new staff members joining the programme, and, if so, what has been the substance and quality of that orientation? Do you have any suggestions for an orientation programme?
18. Has there been any staff-training and development, and, if so, what has been the nature and extent of that training? Do you have any suggestions for a staff-training programme?
19. How have you been supervised and what is your opinion of the type of supervision that staff receive in the programme? Do you have any suggestions for improving supervision of staff, if you feel that such improvement is necessary?
20. What do you think are the personal qualities required of the effective counsellor? What kind of personality should he/she have?
21. Do you have any thoughts about matching certain kinds of participants with certain kinds of workers? What sort of correspondence between worker and participant would be desirable? What kinds of match-ups should be avoided?
22. What are your views as to the future status of the programme? Do you feel it should remain as it is now, or should it change? If so, in what form, for what purpose, and under whose auspices?
23. What would you say are the specific virtues of the programme?
24. What would you say are the defects...the features or problems that render it less effective than it might otherwise be?
25. How do you feel about having been a staff (counsellor) in this programme? What has it done for/to you?

ADMINISTRATOR INTERVIEW

1. Location: Where are the existing Attendance Center facilities located?
 - a) Describe the "physical plant".
 - b) What are the main areas of the City and/or environs served by the Center?
 - c) Do the participants have far to come?
 - d) Has the location changed in the past? If so, why?
2. History: How long has the programme operated? Who or what agencies originated planning for the programme and why did he/she/they do so at that particular time? What agencies or individuals were contacted regarding funding of the Attendance Center?
 - a) What kinds of controls do the granting agencies maintain now as a result of these early "negotiations"?
 - b) Any changes in programme goals, programme structure (expansion, etc.), criteria for recruiting participants, relationships with other agencies, relationship with the larger community, relationships between participants and staff, personnel turnover, budget changes?
 - c) Is your Center derived from any other foreign or Canadian experiment? If so, which one or ones?
3. Structure of Programme: What kind of activities are offered, i.e., what general categories of activities and what proportion of each type (outline of activities over past week as an example)?
 - a) Do the participants follow any special programme of activities during the day or do they attend regular public schools?
 - b) Who determines what activities are included in the programme -- participants or counsellors, and in what manner are these decisions made?
 - c) How many hours per week are spent with the participant on a group basis, on an individual basis?
 - d) Are the participants grouped on the basis of certain criteria (age, sex, presenting problems, etc.)?
 - e) Is the programme divided up into successive "stages" which the participant undertakes progressively?
4. Programme Goals and General Approach: What are the goals of

the programme, and how does each part of the programme dovetail to achieve those goals? Can you describe any "strategy" which is used by the counsellors in dealing with participants?

- a) In their approach to participants, do the counsellors attempt to establish "parent-child" or "peer" relationships with the young people? Does the role of the counsellor vary with certain situations--describe particular examples.
 - b) Do the counsellors deliberately offer themselves as models to emulate? If so, how?
 - c) Do you think the counsellors are viewed as part of the "police force" by the participants? If so, how do they shed that image?
 - d) How is a trusting relationship obtained between counsellor and participant?
 - e) How does the counsellor enable the participant to recognize his/her behavior as unacceptable and as something which can be changed?
5. Referral Procedures: Who or what agencies refer the young people? Is the Center related in any direct or indirect way with the Court?
 - a) Who is responsible for the referral procedures as they exist now?
 - b) What are the exact referral procedures when selecting the young person -- give some examples?
 - c) What criteria for recruitment are used, if any?
 - d) Are all the "delinquents" in your area enrolled in the programme (i.e., who becomes enrolled in the programme out of what "pool of eligibles")?
 - e) Are the present recruitment procedures in harmony with the goals and resources of the programme?
 6. Description of Participants: Who are the participants generally? Age, sex, family situation, where they live, social background, presenting problems, school situation, prior contacts with judicial and correctional agencies, etc.
 7. Termination and Participant Evaluation: What criteria are used to judge "success"? Generally how is participant behavior evaluated? By whom? What criteria are used for termination? Who or what agency decides?

- a) Is there a follow-up upon termination from the Attendance Center Programme? If so, what is the nature of the follow-up? Any problems?
 - b) How long do you feel most participants need to be in the programme?
 - c) What do you try to "leave behind" on termination? Do you think programme participation has a long run effect in changing behavior and attitudes?
8. Relationships with other Agencies and Community: What has been your experience with workers and administrators in other agencies, and the community generally?
- a) Do you think there is adequate communication and liasons between the Attendance Center and other agencies? Are the goals and needs of the Center understood by other agency personnel?
 - b) In general, how have other agencies reacted to the Attendance Center's work? Any conflicts? Describe.
 - c) What has been your impression of wider community response (media coverage, talking to people, etc.)? Is community recognition increasing?
 - d) In what ways does your programme depend upon existing community resources for implementation of the programme? Use of volunteers, etc. Give specific examples.
9. Relationship between Line and Administrative Staff: Who develops the programme on a long-term basis? What decisions are the counsellors able to make on their own? In what situations and to whom do they go to for supervision, guidance, direction?
10. Budget: What is the present budget for the programme, and how is the outlay itemized? Past budgets?
- a) Salary? Per diem costs (1974)? Etc.
 - b) Where do the funds come from?
 - c) Who administers the funds?
 - d) Do the participants contribute by working for the programme, providing equipment themselves, providing admission costs, etc.?

APPENDIX B

THE TENNESSEE SELF CONCEPT

THE COUNSELLING FORM: NATURE AND MEANING OF SCORES

TENNESSEE SELF CONCEPT SCALE				ANSWER SHEET	
ITEM NO.	PAGES 5 AND 6	ITEM NO.	PAGES 3 AND 4	ITEM NO.	PAGES 1 AND 2
13	1 2 3 4 5	7	1 2 3 4 5	1	1 2 3 4 5
14	1 2 3 4 5	8	1 2 3 4 5	2	1 2 3 4 5
15	1 2 3 4 5	9	1 2 3 4 5	3	1 2 3 4 5
16	1 2 3 4 5	10	1 2 3 4 5	4	1 2 3 4 5
17	1 2 3 4 5	11	1 2 3 4 5	5	1 2 3 4 5
18	1 2 3 4 5	12	1 2 3 4 5	6	1 2 3 4 5
31	1 2 3 4 5	25	1 2 3 4 5	19	1 2 3 4 5
32	1 2 3 4 5	26	1 2 3 4 5	20	1 2 3 4 5
33	1 2 3 4 5	27	1 2 3 4 5	21	1 2 3 4 5
34	1 2 3 4 5	28	1 2 3 4 5	22	1 2 3 4 5
35	1 2 3 4 5	29	1 2 3 4 5	23	1 2 3 4 5
36	1 2 3 4 5	30	1 2 3 4 5	24	1 2 3 4 5
49	1 2 3 4 5	43	1 2 3 4 5	37	1 2 3 4 5
50	1 2 3 4 5	44	1 2 3 4 5	38	1 2 3 4 5
51	1 2 3 4 5	45	1 2 3 4 5	39	1 2 3 4 5
52	1 2 3 4 5	46	1 2 3 4 5	40	1 2 3 4 5
53	1 2 3 4 5	47	1 2 3 4 5	41	1 2 3 4 5
54	1 2 3 4 5	48	1 2 3 4 5	42	1 2 3 4 5
67	1 2 3 4 5	61	1 2 3 4 5	55	1 2 3 4 5
68	1 2 3 4 5	62	1 2 3 4 5	56	1 2 3 4 5
69	1 2 3 4 5	63	1 2 3 4 5	57	1 2 3 4 5
70	1 2 3 4 5	64	1 2 3 4 5	58	1 2 3 4 5
71	1 2 3 4 5	65	1 2 3 4 5	59	1 2 3 4 5
72	1 2 3 4 5	66	1 2 3 4 5	60	1 2 3 4 5
85	1 2 3 4 5	79	1 2 3 4 5	73	1 2 3 4 5
86	1 2 3 4 5	80	1 2 3 4 5	74	1 2 3 4 5
87	1 2 3 4 5	81	1 2 3 4 5	75	1 2 3 4 5
88	1 2 3 4 5	82	1 2 3 4 5	76	1 2 3 4 5
89	1 2 3 4 5	83	1 2 3 4 5	77	1 2 3 4 5
90	1 2 3 4 5	84	1 2 3 4 5	78	1 2 3 4 5
99	1 2 3 4 5	95	1 2 3 4 5	91	1 2 3 4 5
100	1 2 3 4 5	96	1 2 3 4 5	92	1 2 3 4 5
		97	1 2 3 4 5	93	1 2 3 4 5
		98	1 2 3 4 5	94	1 2 3 4 5

Figure 1: A schematic diagram of a 1D lattice chain. It shows a horizontal line with several vertical bars representing lattice sites. The sites are labeled with '1' and '2' at the ends. Arrows indicate interactions between adjacent sites. The diagram is labeled 'Figure 1' and '1D Lattice Chain'.

DATE	TIME STARTED	TIME FINISHED	TOTAL TIME
11	✓ 11	✓ 12:05	12:20
11	✓ 11	✓ 12:05	12:20

SCORE SHEET

Counseling Form Tennessee Self-Concept Scale

HOW THE INDIVIDUAL PERCEIVES HIMSELF

DATE	TIME	LOCATION	WIND	WAVE	SEA	TEMP	WIND	WAVE	SEA	TEMP
11	✓ 16	T.M.	36	1475	12	03	12	20	15	15

15

HOW THE INDIVIDUAL PERCEIVES HIMSELF												
IN TERMS OF	COLUMN A			COLUMN B			COLUMN C			COLUMN D		
	PERSONAL SELF			MORAL ETHICAL SELF			PERSONAL SELF			FAMILY SELF		
	P-1	P-2	P-3	N-4	N-5	N-6	P-7	P-8	P-9	N-10	N-11	N-12
ROW 1	P-1	P-2	P-3	N-4	N-5	N-6	P-7	P-8	P-9	N-10	N-11	N-12
IDENTITY	5	5	5	5	5	5	5	5	5	5	5	5
WHAT HE	4	4	4	4	4	4	4	4	4	4	4	4
IS	3	3	3	3	3	3	3	3	3	3	3	3
	2	2	2	2	2	2	2	2	2	2	2	2
	1	1	1	1	1	1	1	1	1	1	1	1
ROW 2	P-7	P-8	P-9	N-10	N-11	N-12	P-13	P-14	P-15	N-16	N-17	N-18
SELF SATIS.	5	5	5	5	5	5	5	5	5	5	5	5
FACTORY	4	4	4	4	4	4	4	4	4	4	4	4
HOW HE	3	3	3	3	3	3	3	3	3	3	3	3
ACCEPTS	2	2	2	2	2	2	2	2	2	2	2	2
HIMSELF	1	1	1	1	1	1	1	1	1	1	1	1
ROW 3	P-13	P-14	P-15	N-16	N-17	N-18	P-19	P-20	P-21	N-22	N-23	N-24
BEHAVIOR	5	5	5	5	5	5	5	5	5	5	5	5
HOW HE	4	4	4	4	4	4	4	4	4	4	4	4
ACTS	3	3	3	3	3	3	3	3	3	3	3	3
	2	2	2	2	2	2	2	2	2	2	2	2
	1	1	1	1	1	1	1	1	1	1	1	1
COLUMN TOTALS	<div> <div>5</div> <div>4</div> <div>3</div> <div>2</div> <div>1</div> </div>											

DISTRIBUTION OF RESPONSES

[illegible]

191

The Counselling Form provides information concerning fourteen variables of self concept. A brief explanation of each is as follows: ¹

SC -- Self Criticism:

This scale is ten items. These are all mildly derogatory statements that most people admit to being true for them. Individuals who deny most of these statements are being defensive and making a deliberate effort to present a favourable picture of themselves. High scores generally indicate normal, healthy openness and capacity for self criticism. Extremely high scores (above the 99 percentile) indicate the individual may be lacking in defences and may be in fact pathologically undefended. Low scores indicate defensiveness, and suggest that Positive scores are probably artificially elevated by this defensiveness.

P -- Total P Score:

This is the most important single score on the Counselling Form. It reflects the overall level of self esteem. Persons with high scores tend to like themselves, feel that they are persons of worth and value, have confidence in themselves, and act the same. People with low scores are doubtful about their own worth; see themselves as undesirable; often feel anxious, depressed, unhappy; and have little faith or confidence in themselves.

Row 1 -- P Score:

These are the "what I am" items. Here, the individual is describing his basic identity as regards to what he is as he sees himself.

Row 2 -- P Score -- Self Satisfaction:

This score is derived from those items where the individual describes how he feels about the self that he perceives.

Row 3 -- P Score -- Behaviour:

This score is derived from those items concerned with the "what I do" or "this is the way I act". Here, the score measures the individual's perception of his own behaviour.

¹ A fuller account of the nature and meaning of scores of the Counselling Form is found in W.H. Fitts, Manual For the Tennessee Self Concept Scale, Nashville: Counselor Recordings and Test, 1965, pages 10-12.

Column A -- Physical Self:

Here the individual is presenting his view of his body, his physical appearance, skills and sexuality.

Column B -- Moral-Ethical Self:

This score describes the self from a moral ethical frame of reference -- moral worth, relationship with God, feelings of being "good" or "bad" and satisfaction with one's religion or lack of it.

Column C -- Personal Self:

This score reflects the individual's sense of personal worth, his feelings of adequacy as a person and his evaluation of his personality apart from his body or his relationship with others.

Column D -- Family Self:

This score reflects one's feelings of adequacy, worth and values as a family member; it refers to an individual's perception of self in reference to his closest and most immediate circle of associates.

Column E -- Social Self:

This is another "self" as perceived in relationship to others in a more general way; it reflects the person's sense of adequacy and his worth in his social interaction with other people.

The Variability Scores -- V.

The V scores provide a simple measure of the amount of variability or inconsistency from one area to another.

Total V:

Represents the total amount of variability for the entire record. High scores mean that a person's self concept is so variable from one area to another as to reflect little unity or integration. High scoring persons tend to compartmentalize certain areas of self and view these areas apart from the remainder of the self. Well integrated persons usually score below the mean on these scores but above the first percentile.

Column Total V:

This score measures the variations within columns.

Row Total V:

This score is the sum of variations across the rows.

D -- The Distribution Score:

This score is the summary score of the way one distributes his answers across the five available choices in responding to items on the scale. For example, high scores indicate the subject is very certain about what he says about himself while low scores mean the opposite.

Norms:

The Tennessee Self Concept Scale norms were originally developed from a broad sample of 626 subjects from geographic areas throughout the United States, with age ranges of 12 to 68. This norming group included equal representation of males and females, both black and white subjects, all socio-economic classes, and all educational levels from 6th grade through PhD were represented.

Since the original TSCS normative data was tabulated there have been hundreds of studies which have concurred with the original normative data. Perhaps more important are the findings which suggest a "distinct delinquency self concept pattern". For example, the mean Total P Score is typically in the range of 300 to 315, a range that falls from 1 to 1½ standard deviations below the mean of the normative group from which the TSCS was standardized; the Row P Scores show a significant deviation in the negative direction in every group while self satisfaction (Row 2) is less deviant than are behaviour (Row 3) and identity (Row 1) which form an inverted V common to most studies.

The Column Scores of moral-ethical self (Column B) and the family self (Column D) are most often negative and tend to form the low points on the profile. The social self (Column E) is much higher than family self while the personal self is moderately well-defined with physical self (Column A) being the highest score. The mean P scores form a "W" profile which seems to be characteristic of a delinquent population.

Samples obtained through translations of the TSCS have shown that delinquents in Mexico, French Canada, Israel, and Korea all report self concepts similar to American delinquents. Variables such as age, sex, education, and race have generally been shown to be sec-

ondary factors in accounting for a rather universal "delinquency profile" (Wrightsmann, 1973: 4).

The normative data, including the means, standard deviations, and reliability coefficients for all major scores in the Tennessee Self Concept are reported below:

Normative data for the TSCS

Score	Mean	Std. Dev.	Rel.
Self Criticism	35.54	6.70	.75
Total Positive	345.57	30.70	.92
Row 1	127.10	9.96	.91
Row 2	103.67	13.79	.88
Row 3	115.01	11.22	.88
Column A	71.78	7.67	.87
Column B	70.33	8.70	.80
Column C	64.55	7.41	.85
Column D	70.83	8.43	.89
Column E	68.14	7.86	.90
Total V	48.53	12.42	.67
Col. Total V	29.03	9.12	.73
Row Total V	19.60	5.76	.60
D	120.44	24.19	.89

Source: W.H. Fitts, Manual for the Tennessee Self Concept Scale, Nashville: Counselor Recordings and Tests, 1965, page 14.

APPENDIX C

FREQUENCY OF OFFICIALLY RECORDED OFFENSES
AND ASSIGNED WEIGHTSTABLE 1 -- The Burnaby Youth Attendance Centre Programme
Frequency of Officially Recorded Offenses and
Assigned Weights.Prior to entry, during programme, after completion
including length of time in programme and length of
time since completion of programme.

Person	Prior to entry		During programme (mean 3.58 mos.)		Follow-up (mean 7.83 mos.)	
	Offenses	Weight	Offenses	Weight	Offenses	Weight
1	6	370	--	--	--	--
2	1	30	--	--	--	--
3	3	132	--	--	--	--
4	1	35	--	--	--	--
5	1	60	--	--	--	--
6	5	310	--	--	--	--
7	1	30	--	--	--	--
8	7	365	--	--	--	--
9	2	105	--	--	--	--
10	6	225	1	65	4	175
11	2	70	1	25	--	--
12	1	25	--	--	--	--
13	1	60	--	--	--	--
14	1	25	--	--	--	--
15	18	900	--	--	--	--
16	1	10	--	--	--	--
17	5	195	1	10	--	--
18	1	35	--	--	--	--
19	1	10	1	35	--	--
20	1	60	2	35	--	--
21	1	130	--	--	--	--
22	2	165	--	--	--	--
23	3	110	--	--	6	200
24	3	40	--	--	--	--
25	1	170	--	--	--	--
26	3	65	1	65	--	--
27	1	25	--	--	--	--
28	1	65	1	40	4	120
29	1	25	--	--	--	--
30	1	60	--	--	--	--
31	9	510	--	--	--	--
32	1	60	--	--	--	--
33	2	60	--	--	--	--
34	1	35	--	--	--	--
35	6	60	--	--	--	--

TABLE 1 - (Con't.)

Person	Prior to entry		During programme (mean 3.58 mos.)		Follow-up (mean 7.83 mos.)	
	Offenses	Weight	Offenses	Weight	Offenses	Weight
36	1	55	--	--	--	--
37	7	420	--	--	current	--
38	8	345	1	35	current	--
39	3	195	--	--	--	--
40	1	35	--	--	--	--
41	1	55	--	--	--	--
42	3	170	--	--	current	--
43	1	10	--	--	current	--
44	4	240	--	--	current	--
45	13	712	--	--	current	--
46	1	60	--	--	current	--
47	1	10	--	--	--	--
48	1	35	--	--	--	--
49	1	35	--	--	--	--
50	2	50	--	--	--	--
51	1	25	--	--	--	--
TOTAL	150^a	7084	9	305^b	14	495
MEAN	2.94	138.9	.20	6.93	.32	11.25
	n=51		n=44		n=44	
MEAN WEIGHT PER CRIME	47.2		33.8		35.4	

a. Number of persons actually committing a crime after completion of the programme (n=44) was 5 or 11.35%

b. Number of persons committing a crime during the programme (n=44) was 6 or 13.67%

Tennessee Self Concept Scale

Counseling Form

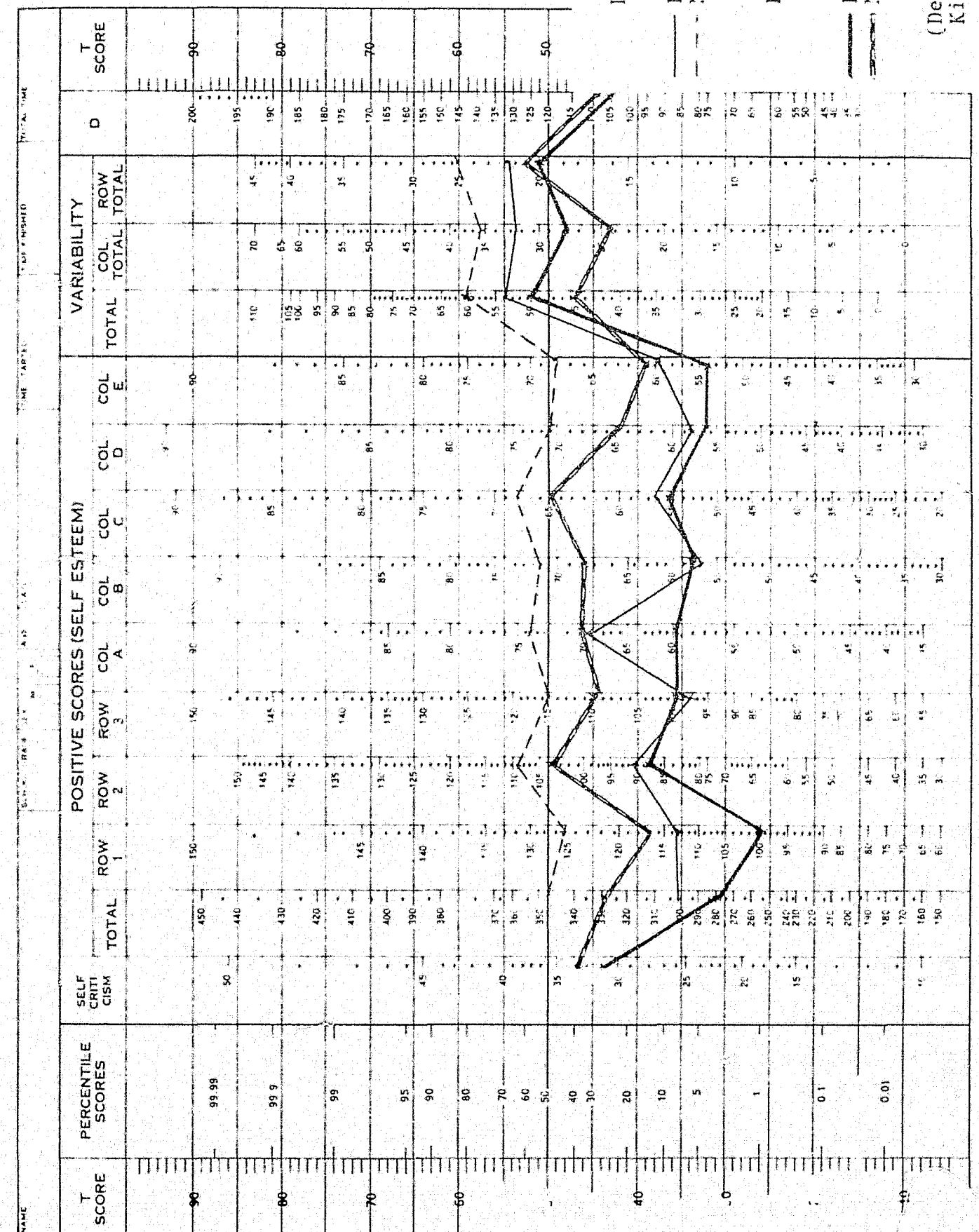


TABLE 2. Comparison of Self Concepts of Delinquents and Non-delinquents

PUBLISHED BY
COUNSELOR RECORDING AND
BOX 6184 ACKLEN STA
NASHVILLE TENN 37212

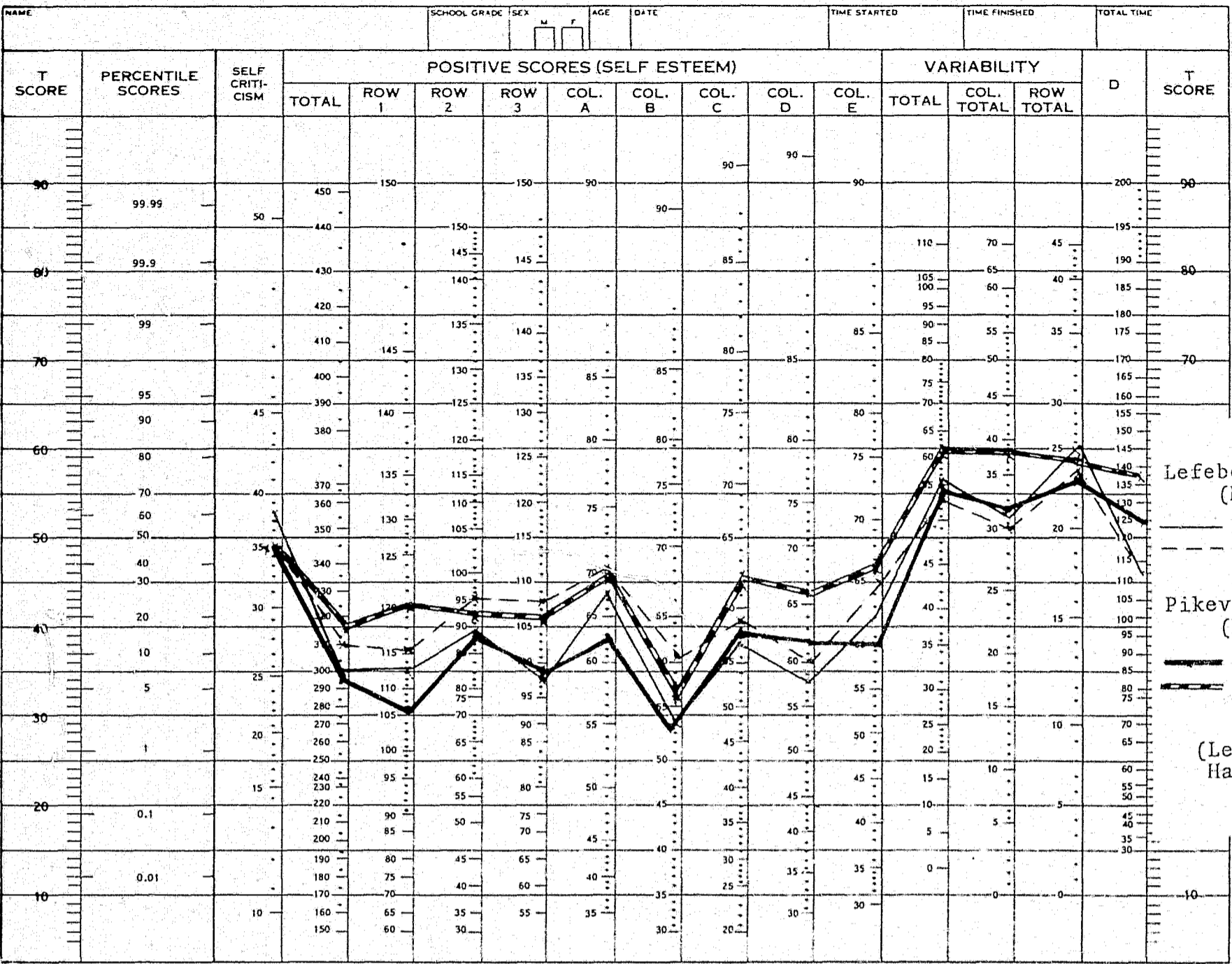


TABLE 3. Self Concept Comparison of First Offenders and Recidivists

PUBLISHED BY
COUNSELOR RECORDINGS AND TESTS
BOX 6184, ACKLEN STA
NASHVILLE, TENN. 37212

TABLE 4

Analyses (by t-test) of Differences between
NR Group^a (N=17) and R Group^b (N=11) on Pre-tests,
Post-tests and Change Scores

TSCS SCORE	Pre-test Means NR	Pre-test Means R	Sig. of Diff.	Post-test Means NR	Post-test Means R	Sig. of Diff.	Change NR	Change R	Sig. Diff.
Self Criticism	36.7	32.2	.05	36.3	35.7		- .04	3.5	
Total P	302.6	325.6		352.0	346.5		50.6	20.9	.05*
Row 1	113.5	117.5		127.7	119.5	.03*	14.2	2.0	.02*
Row 2	93.3	102.0		111.1	113.6		17.8	11.6	
Row 3	95.8	106.2		114.0	113.3		18.2	7.1	.04*
Column A	70.1	71.5		75.6	76.0		5.5	4.5	
Column B	55.7	60.0		66.6	63.7		10.9	3.7	.06*
Column C	55.8	63.5	.05	67.5	68.5		11.7	6.3	.03*
Column D	59.8	62.9		72.9	69.2		13.1	6.3	.03*
Column E	61.2	67.7		70.2	69.1		9.0	1.4	.03*
Total V	61.2	46.3	.01	52.0	48.0		-9.2	1.7	.04*
Column V	33.0	26.1	.05	36.9	25.7		-2.1	-.4	
Row V	28.2	20.2	.01	21.1	22.3		-7.1	2.1	.001*
D	116.1	109.1		128.2	131.5		12.1	22.4	

*One-tailed significance test because of directional hypothesis.

^aNR Group = Non-recidivist Group

^bR Group = Recidivist Group

CHamner, 1968

TABLE 6 - Statistical Tests Used in Comparing Socio-demographic Profiles of Study Samples

1. Mean Age

Programme	Mean Age
Probation	15.51
P.U.R.P.O.S.E.	14.75
Victoria	16.04

Analysis of Variance: $F(2,50) = 2.50$
N.S.

2. Sex

	Probation	P.U.R.P.O.S.E.	Victoria
Male	21 (20)	19 (20.9)	10 (9.09)
Female	1 (2)	4 (2.09)	0 (.91)

$\chi^2 = 3.48$
df = 2
N.S.

3. Family Stability (living arrangements)--Broken Down into 3X3 Table

	Probation	P.U.R.P.O.S.E.	Victoria
Both Natural Parents or Natural & Step-Parent	15 (10.8)	9 (11.29)	3 (4.91)
1-Parent	5 (7.6)	8 (7.95)	6 (3.46)
Foster Parents or Group Home	2 (3.6)	6 (3.76)	1 (1.64)

$\chi^2 = 7.87$
df = 4
SIG. at .05 Level with Direction Predicted

TABLE 6 (Con't.)

4. Family Stability (living arrangements)--Broken Down into 3X2 Table

	Probation	P.U.R.P.O.S.E.	Victoria
Both Natural Parents or Natural & Step-Parent	15 (10.8)	9 (11.29)	3 (4.09)
1-Parent, Foster Parent, or Group Home	7 (11.2)	14 (11.71)	7 (5.09)

$\chi^2 = 5.59$
df = 2
SIG. at .05 Level with Direction Predicted

5. Residential Stability--Broken Down into 3X3 Table

	Probation	P.U.R.P.O.S.E.	Victoria
0 Moves in Last Year	15 (12.55)	8 (13.18)	9 (6.27)
1 Move in Last Year	2 (3.92)	8 (4.12)	0 (1.96)
2+ Moves in Last Year	3 (3.53)	5 (3.71)	1 (1.76)

$\chi^2 = 11.10$
df = 4
SIG. at < .025 Level with Direction Predicted

TABLE 6 (Con't.)

6. Residential Stability--Broken Down into 3X2 Table

	Probation	P.U.R.P.O.S.E.	Victoria
0 Moves in Last Year	15 (12.55)	8 (13.18)	9 (6.27)
1+ Moves in Last Year	5 (7.45)	13 (7.82)	1 (3.73)

$Y^L = 9.95$
 $df = 2$
 SIG. at < .005 Level with Direction Predicted

7. Offense History

Programme	Mean Loaded Weighted Recidivist Scale Score	Standard Deviation
Probation	80.6	59.76
P.U.R.P.O.S.E.	95.6	140.2
Victoria	125.9	89.27

F ratio of S.D.'s = 2.35. Calculated F value exceeds F.95 (20,22) of 2.07. Therefore, Analysis of Variance could not be used because assumption of equal variances between populations could not be met. Consequently, the nonparametric alternative to Analysis of Variance, the Kruskal-Wallis test was used.

$H = 4.82$
 $df = 2$
 SIG. at < .05 Level with Direction Predicted

Tennessee Self Concept Scale

PROFILE SHEET

Counseling Form

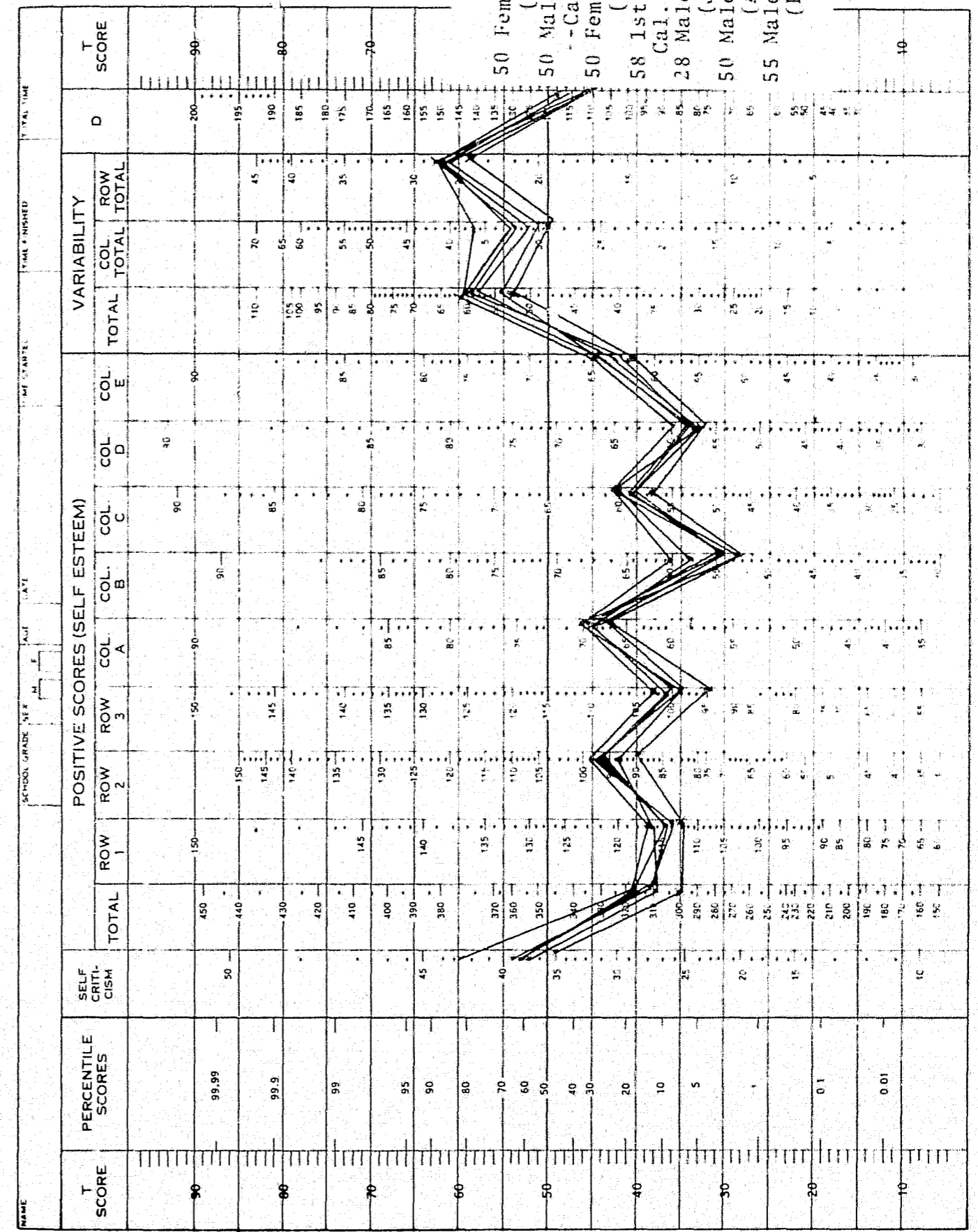


TABLE 9. Self Concept Patterns of Adjudicated Offenders

PUBLISHED BY
 COUNSELOR RECORDING AND TESTS
 BOX 6184 ACKLEN STA.
 NASHVILLE, TENN. 37212

Relationship of Pre-test Level to
Self Concept Change in Probation
and Attendance Centre Samples (a)

Probation

331+ Total P Pre-test 330 & Less Total P Pre-test

Mean Change
Score

-2.27

Mean Change
Score

9.81

$U_{11,11} = 45$

Sig. = N.S.

Attendance Centres

295+ Total P Pre-Test 294 & Less Total P Pre-test

Mean Change
Score

-5.24

Mean Change
Score

37.8

$U_{17,16} = 15$

Sig. = < .0005 with direction
predicted

(a) The non-parametric Mann-Whitney test was used

APPENDIX F

SAMPLES OF ADMINISTRATIVE FORMS USED IN YOUTH
ATTENDANCE CENTRE PROGRAMMES

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

Phone 388-6123 & 388-7045

Dear Parent

As you are probably aware, your son has been directed by the Court to participate in the program at the Attendance Centre.

Since attendance is now a condition of his Probation, we must point out that non-attendance, without permission, constitutes a Breach of Probation, and is a serious matter.

We would request, therefore, that your boy receive your support in ensuring that he attends when required, and that he arrives on time. If he cannot attend for any legitimate reason, please phone us at the number listed above. It is further requested that he be provided with running shoes and a swim suit for the appropriate evenings.

Please find enclosed a monthly schedule with the Group Counselor's phone number listed in the heading and also a Medical Consent form which we would appreciate you signing and returning. Feel free to contact the counselor if any difficulties arise.

In future unless you request otherwise we will give your child his monthly schedule which will be most likely identical to the first month's.

Sincerely

THE YOUTH ATTENDANCE CENTRE

Supervisor

PEP/yg

ENCL.

ATTENDANCE CENTRE

MEDICAL CONSENT FORM

We/I, the undersigned parent/s or guardians
of _____

born on the _____ day of
_____, 19 _____, do

hereby authorize any medical treatment which
might be found necessary while under the
supervision of THE ATTENDANCE CENTRE.

M.S.A. or Medical Insurance Number: _____

Name, Address and Phone No. of Family Doctor.

Parent's or Guardian's
Signature

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

INDIVIDUAL'S MONTHLY REPORT

DATE: _____

NAME: _____

AGE: _____

GROUP: _____

DATE JOINED PROGRAM: _____

PROBATION OFFICER _____ SOCIAL WORKER _____

1. GENERAL OBSERVATIONS: _____

2. PARTICIPATION IN PROGRAM: _____

A. GROUP COUNSELLING SESSIONS _____

B. GROUP ACTIVITIES _____

C. WEEK-END EVENTS _____

3. BEHAVIOURAL CHANGES AND RECOMMENDED TARGETS FOR CHANGE _____

4. SUMMARY: _____

SUPERVISOR, YOUTH ATTENDANCE CENTRE

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

Telephone: 388-6123 & 388-7045

The Principal,

Dear Sir:

There are numbers of boys and girls in the Greater Victoria District attending school who are involved in a rehabilitation program through the Family Court. In all cases these youth are required to attend this program, "The Attendance Centre" as a condition of their probation.

The following person/s presently attending your school are involved at The Attendance Centre:

To facilitate our program, I am requesting that you consider permitting the above person/s to miss school one Friday per month in order that they may participate in our campouts and weekend events. Since the program is intensive but short term in duration five (5) days would be the maximum number of days absent, over a five (5) month period.

Further, please feel free to contact me concerning my request or the welfare of the persons concerned.

Sincerely,

Supervisor,
THE ATTENDANCE CENTRE.

PEP:pn1

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

FILE CHECK LIST:

MEDICAL CONSENT FORM	()
REPORTS TO PROBATION OFFICER	()
FINAL REPORT ON COMPLETION OF ATTENDANCE	()
DEMOGRAPHIC INFORMATION P.O.'s REPORT	()
INDEX CARD COMPLETED	()
LETTER TO PARENTS RE RESPONSIBILITY	()
LETTER TO PROBATION OFFICER RE GRADUATING TO 6 HOUR PROGRAM	()
LETTER TO PROBATION OFFICER RE GRADUATION	()
LETTER TO PARENTS RE GRADUATION	()
LETTER TO SCHOOL PRINCIPALS	()
PROGRAM TO PARENTS	()
TAKEN OFF PROGRAM	()
MONEY EARNED	()
GRADUATION	()

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

The Provincial Court of B.C.
(Family Division)
2020 Cameron Street,
VICTORIA, B.C.

ATTENTION: _____

Dear

This is to certify that the following boy who is
on your caseload, has been taken off the ATTENDANCE CENTRE
Program, as of:

The reason being:

NAME:

Yours truly,

for: _____

Supervisor
THE ATTENDANCE CENTRE.

/pnl

YOUTH ATTENDANCE CENTRE
1527 Coldharbour Road
Victoria, B.C.

Dear Parent:

We are writing in the hope of involving you in the Attendance Centre decision to graduate your child from our program.

Your child has now succeeded in the goals set by his/her Group Supervisor, and could soon be graduated by their Group Members.

At this time we would like you to express your opinion as to the readiness of your child to be graduated.

QUESTIONS:

- (a) Do you feel your child should be graduated from The Attendance Centre?

Yes _____ No _____

- (b) Would you please tell us why yes, or why no?

ANSWER:

- (c) Has your child benefitted from attending The Attendance Centre?

Yes _____ No _____

- (d) Would you please tell us why yes, or why no?

ANSWER:

Sincerely,

Supervisor,
THE ATTENDANCE CENTRE

/pnl

APPENDIX F

ATTENDANCE CENTRE STAFF

TABLE 28
Attendance Centre Staff Background

<u>Item</u>	<u>Victoria Attendance Centre</u>	<u>Burnaby Attendance Centre</u>
1. Mean Age	30.0	24.5
2. Sex:		
Male	4	4
Female	0	1
3. Education:		
No University	0	1
1-2 Years	2	0
2+ Years	1	3
B.A. &/or B.Ed.	1	3
M.A. &/or Social Work Degree	1	2
4. Work Experience:		
Less than 1 Year	0	0
1-2 Years	0	0
2-3 Years	0	2
3+ Years	4	4

APPENDIX G

A SAMPLE BUDGET

A Sample Budget:

	Per Month	Per Year
STAFF SALARIES		
100- Salaries		
- Director	\$ 1, 000.	\$ 12,000.
- Counsellors (4).....	3, 600.	43,800.
- Clerical Staff (1).....	700.	8,400.
TOTAL SALARIES	5, 300.	64,200.
110- Employee Benefits @ 10%	530.	6,420.
120- Professional fees and Accounting expenses ...	130.	1,560.
130- Supplies	85.	1,020.
140- Telephone	40.	480.
150- Postage	15.	180.
160- Building Rental	540.	6,480.
Maintenance	60.	720.
Utilities & Insurance ..	95.	1,140.
170- Printing	100.	1,200.
180- Mileage Payments	350.	4,200.
Agency Vehicle	350.	4,200.
Insurance	40.	480.
Operating Cost	50.	600.
Repairs	20.	240.
TOTAL TRANSPORTATION	810.	9,720.
190- Staff Training	70.	840.
200- Programming Expenses ...	300.	3,600.
210- Specific Assistance to Individuals	50.	600.
TOTAL CARRIED FORWARD	8,125.	98,260.

A Sample Budget: (Con't.)

	Per Month	Per Year
TOTAL BROUGHT FORWARD ..	8,125.	98,260.
220- Equipment (office)		
Rental	40.	480.
Purchase	50.	600.
TOTAL EQUIPMENT COSTS	90.	1,080.
230- Contingency Funds	200.	2,400.
TOTAL EXPENSES	\$8,325.	\$100,660.

APPENDIX H

A SAMPLE CONTRACT

Specific responsibilities of the Attendance Centre Directorship:

1. Designated by the Society ^a to carry the responsibility for the clientele involved in the programme.
2. The programme Directorship shall be responsible for the financial management of the programme.
3. The programme Directorship will have the final decision as to the suitability and acceptability of an individual offender for the programme.
4. The programme Directorship will make recommendations if and when a change of policy is required.
5. The programme Directorship will, in conjunction with programme staff, plan and design programmes.
6. The programme Directorship is responsible for staff management and deployment as the programme may indicate.
7. The programme Directorship will provide, as required, status reports to the Board of Directors of the Fraser Correctional Resources Society.

Specific responsibilities of the Probation Officer Supervising Assigned Cases:

1. To continue supervision of any probationer referred and accepted in the programme and to assume all the statutory duties relating to their Probation supervision.
2. To be in attendance at case management meetings.
3. To be active in planning and assessing each assigned offender's treatment progress in conjunction with the programme Directorship and the liaison Probation Officer.
4. To make client files available on request.
5. To share the contents of any psychiatric or psychological reports if available at the request of the programme Directorship.

Specific responsibilities of B.C. Corrections Branch:

1. Prompt and consistent payment of monies due and agreed to.
2. A commitment to fund at least two months prior to the beginning of the new fiscal year.

a. The following is from a draft copy of a contract between Fraser Correctional Resources Society and B.C. Corrections concerning the establishment of an experimental adult attendance centre.

3. Prompt dissemination of directives, policy statements, etc. which may pertain to the programme.

END