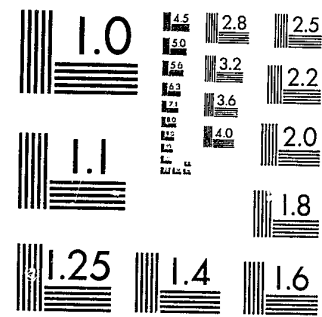


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# A Process Evaluation of a Juvenile Delinquency Prevention Program: Youth and Family Services



Province of British Columbia  
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A PROCESS EVALUATION OF A  
JUVENILE DELINQUENCY PREVENTION PROGRAM:  
YOUTH AND FAMILY SERVICES

by

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February 1981

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EXECUTIVE SUMMARY

A study was undertaken by the Ministry of Attorney General, Research Unit, to evaluate the effectiveness of a juvenile crime prevention program that has been operating in the community of Langley, B.C. for three and a half years. The program, Langley Youth and Family Services, is unique in that it works closely with the RCMP in Langley and provides short-term family counselling for pre-delinquent and first-time delinquent offenders. The primary objective of the program is to resolve underlying youth and family problems that may be predisposing or precipitating a youth's involvement in delinquent activities.

The study was designed as a process analysis, requiring description and analysis of program goals and objectives, the program operating procedures, the types of services provided, the needs and characteristics of the referred population, the needs of the community (particularly of the police, schools and agencies) and the amount of client and community self-reported satisfaction with the program.

Data was collected on all 725 clients referred to the program. This included biographical information on the clients' source of referral, reason for referral, type of action taken on referral, known recidivisms (missing data was undeterminable) and length of treatment. A random sample of sixteen former clients were surveyed as to their perception of problems prior to referral, resolution of problems following treatment and their self-reported satisfaction with the program.

Results from the evaluation can be summarized as follows: (1) the program is operating successfully according to its conceptual plan, (2) there is a high degree of satisfaction from the police, schools and social service agencies that the program is meeting the needs of the community, and (3) while parents of delinquent and behaviour-problem youth (sample size = 16) did not feel that all their problems were being resolved, nevertheless, most of them felt highly satisfied with the program and most felt they were coping better with their problems.

A number of issues are briefly discussed in the report: (1) the inappropriateness of using recidivism rates as a measure of program effectiveness, (2) the difficulties of selecting an appropriate criterion of program success relevant to clients, staff, police, schools and the social service community, and (3) the face validity of attaching a family counselling program for pre-delinquent and minor delinquents with the police rather than placing it under the auspices of a community board or agency.

#### ACKNOWLEDGEMENTS

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The researcher wishes to express her appreciation for the tremendous response and cooperation given by the schools, the police and the social service agencies in the Langley Community in providing the researcher with information on the community's relationship with Langley Youth and Family Services.

Special thanks go to Bonnie Duchak and Heather Herrington, former secretaries, Langley Youth and Family Services, who greatly assisted the researcher in data collection.

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PREFACE

Increases in juvenile crime rates and the failure of most juvenile delinquency prevention programs to reduce or eliminate juvenile crime has prompted those in the juvenile justice field to focus more effort on early identification of the potentially delinquent youth and to provide direct corrective services to these youths to inhibit or reduce involvement in delinquent activities.

One such program that has received considerable attention in the Vancouver Lower Mainland as a juvenile crime prevention program is the Langley Youth and Family Services Program. According to a report prepared by the Consultation Centre, Solicitor-General of Canada (Clark, 1978), Langley Youth and Family Services is described as a "family counselling (program) ... to prevent future delinquent behaviour by improving communication among family members and by intervention at an early age" (1978, p. 1). The report goes on to say that the program has a "97 percent success rate in relationship to recidivism" (1978, p. 1).

On the basis of this report, Langley Youth and Family Services was initially selected by members of the Ministry of the Attorney General's Committee on Juvenile Crime Prevention to represent a model for a juvenile crime prevention program to be implemented or at least promoted throughout the province of British Columbia.



However, a number of questions were raised concerning this unequivocal belief in the successfulness of Langley Youth and Family Services program. First, a 97% success rate is spuriously high considering the difficulties of modifying human behaviour. Second, little was really known about the program in terms of its specific objectives, the type of activities, the characteristics of the client population, the impact of the program on the clients and the community, and the critical elements for program success. Third, although the program may be highly successful in the Langley area, there was no assurance that success could be attributed to the type of services provided and not just due to the personalities of the program counselors or the particular climate of that community. Similar type programs may not be successful when implemented in other communities with different staff and a different environment. And finally, there was the consideration that many other types of delinquency prevention programs exist that needed to be reviewed before any one program was accepted and promoted as an effective approach for dealing with juvenile problems and crime.

These issues prompted the Ministry of Attorney General, Research Unit, to request a more comprehensive 'evaluation' of the Langley Youth and Family Services Program to learn more about its operation and determine its effectiveness in reducing or preventing youths from becoming involved in delinquent activities. Two other youth and family service programs had arisen in the past year, one in Burnaby, B.C. and the other in Kelowna, B.C. It was felt that a comparison of

the three programs would yield useful information concerning the implementation and success of this type of service in other communities. The Research Unit was also concerned with examining the evaluation studies of many other types of delinquency prevention programs to determine the effectiveness of different approaches to the problem and to identify critical features of early prevention programs that are necessary for success.

The decision to 'evaluate' Langley Youth and Family Services presented immediate problems concerning the role of 'evaluation' in human service programs that have been operating for a number of years. These issues are discussed in another report, "The Evaluation of Operational Human Service Programs: An Examination of Juvenile Delinquency Prevention Programs" (Rowe, 1981). These issues played a significant role in the design of the evaluation of Langley Youth and Family Services. The Langley report will attempt not only to present relevant data on the effectiveness of the program but also will attempt to deal briefly with these issues concerning the evaluation of 'operational' juvenile delinquency prevention programs. These issues shaped the design of the study and because of these issues the type of questions that could be answered by a short-term evaluation study were limited. Methods to deal with these limitations or inadequacies through further research or careful planning in the development of other delinquency programs are discussed in the "Recommendations" section of the report.

Chapter I of this report will present general background information on the effectiveness of juvenile delinquency prevention programs. In particular, programs that provide direct services to youths to remediate or treat problems that may be precipitating the youths' involvement in delinquent activities are examined to determine critical features or services necessary for success.

Chapter II will attempt to present all of the relevant issues that influenced the design of the evaluation study. This involved understanding the philosophical basis of the program, determining who its funders were and how the program was administratively structured, and identifying the evaluative information needs of the program managers, the funders and those requesting the evaluation (the Ministry of Attorney General). Thus, all factors and evaluation issues that limited or shaped the design of the study are outlined. The evaluation of Langley Youth and Family Services was designed primarily as a process analysis of program goals, objectives, activities and target characteristics. Subjective analysis of the impact of the program on clients and the community was also included in the design of the study.

Chapter III lists the specific research objectives that were identified taking into consideration the socio-political context of the evaluation, and information needs of the program manager, funders and the evaluators.

Chapter IV describes the procedures adopted to address each of the research objectives. The type of procedures employed reflect the various program conditions and evaluation issues raised in Chapter II.

In Chapter V the results from the 'process analysis' of Langley Youth and Family Services and the results of the impact assessment of the service on clients and the community are presented. A tentative conclusion concerning the 'effectiveness' of the program is offered.

In Chapter VI, The Langley Youth and Family Services Program is compared with the Kelowna Youth and Family Services Program and with the Burnaby Youth Services Program. Similarities and differences are stressed to emphasize the fact that a program reflects the needs and characteristics of the community in which it operates. The implications of these factors for the development and implementation of other youth and family services are considered.

Chapter VII presents recommendations for the development and evaluation of juvenile delinquency programs in general and for further research in the field of juvenile crime prevention.

CHAPTER I: BACKGROUND: EFFECTIVE JUVENILE DELINQUENCY  
INTERVENTION STRATEGIES?

A. INTRODUCTION

Many systems of intervention have been employed to prevent or reduce juvenile crime. Lejins (1967) describes these intervention methods in terms of being 'punitive', 'corrective' or 'mechanical'. In punitive intervention, a threat of punishment is used as a method to inhibit further delinquent activity. Fines, restitution, and probation are such measures. The diversion of juvenile offenders from formal processing through the justice system can be considered as an absence of punitive intervention. Mechanical intervention refers to the placing of obstacles in the way of the potential offenders that make it difficult or impossible for them to commit an offence. Examples of this would be curfew laws, gun laws, burglary alarm systems, unbreakable glass in school buildings, etc. Corrective intervention is based on the assumption that delinquent behaviour is symptomatic of certain underlying causes. Services or treatment strategies such as counselling, recreational experiences, vocational skill training, etc. are provided directly to youths to eliminate those underlying problems that are precipitating the delinquent behaviour. Elimination of the underlying causes is expected to result in an elimination or reduction in the delinquent behaviour. These three systems of intervention can be combined in any manner. Thus, youths on probation are frequently provided with various direct services.

Youths diverted from the justice system may or may not receive individual counselling or some other service.

The application of these sophisticated intervention and treatment strategies to the hard-core juvenile offenders produced discouraging results. The recidivism rates of youth on probation range between 25-50% (Romig, 1978). Providing direct services to youth on probation does not seem to have much of an effect on these figures (Romig, 1978). Most direct service treatment approaches attempting to resolve underlying precipitating causes do not seem to be effectively preventing further delinquency in the multiple offence juveniles (Romig, 1978).

Despite these discouraging results many program developers and researchers have continued their efforts to discover more effective intervention techniques for remediating the hard-core juvenile offenders. In recent years, however, increasing emphasis has been placed on attempting to intervene earlier in the life of a delinquent youth. It is assumed that the youth's deviant or delinquent behaviour is less firmly established and thus may be more likely to change as a result of punitive intervention or corrective treatment strategy.

Reflecting this new emphasis on early intervention and prevention strategies, Brantingham & Faust (1976) have developed a classification system for describing intervention strategies and programs according to the temporal entry point in the delinquency history of a youth. In this system Brantingham and Faust have described three levels of prevention: 'primary', 'secondary' and 'tertiary'.

Primary crime prevention is concerned with identifying the physical and social environmental conditions that provide opportunities for or precipitate delinquent behaviour, and with changing these conditions so that juvenile crime is not spawned. Examples of primary prevention are 'mechanical' strategies (e.g., security precautions, police patrols, and Neighborhood Watch), and also direct service corrective strategies (e.g. school-community public relations programs, community recreational programs, poverty programs, child abuse programs, educational programs, etc.).

Secondary prevention aims at the early identification of problem youth that may be potential delinquent offenders, and seeks to intervene in their lives in such a way as to prevent the occurrence of delinquent behaviour. School counselling programs, therapeutic recreational programs, job training programs, etc. for pre-delinquent youths are examples of secondary prevention programs.

Tertiary prevention involves the application of punitive and corrective services to actual delinquent offenders. Usually this involves the use of probation, fines, or reformatory jail sentencing in combination with limited direct services offered to hard-core delinquent offenders. Direct service programs for first-time delinquent offenders who have been diverted from the juvenile justice system, however, are generally classified as 'secondary' level prevention, rather than tertiary level intervention.

While juvenile justice researchers and program developers have developed comprehensive classificatory systems to describe juvenile delinquency intervention and treatment strategies, they still do not

know clearly what type of intervention strategies are the most effective in reducing juvenile crime. There are a number of reasons why it is so difficult to answer this question. Evaluation studies testing the effectiveness of these intervention strategies are generally negative or inconclusive. The recidivism rates of delinquent and pre-delinquent youths who have been treated are just as high as rates for delinquent youths who receive no direct services (Romig, 1978; Dixon, 1978).

The reasons underlying these evaluation results are generally not clear. One cannot simply conclude that the particular program or intervention strategy being evaluated is an ineffective method to reduce or eliminate youth involvement in delinquent activity, and that all one has to do is find a more effective intervention strategy. It may be that no human service program can be expected to have an impact on reducing or preventing juvenile crime as reflected in recidivism rates or overall crime rates. But it may be that the program is very effective in resolving interpersonal youth problems, or improving vocational skills or reducing the amount of time the police have to spend dealing with juvenile crime, or improving family communication patterns, etc. An evaluation of these programs may indicate that the program fails to reduce or prevent the involvement of juveniles in delinquent activities but only because of the inadequacy of the conceptual model linking program social services to a reduction in juvenile crime rates or because expectations are too high. There are many factors that operate in interaction that influence or precipitate

a youth's involvement in delinquent activities. To expect that treatment of one or two of these factors in isolation will have a decisive effect on a global behaviour, such as delinquency conduct, may be premature. However, the program may be very effective in resolving the one or two factors treated in isolation.

Another reason that makes evaluations difficult to conduct and makes it difficult to determine the effectiveness of one type of service over another is the fact that typically a number of different services in combination are provided to a youth. For example, a juvenile offender on probation may also require individual counselling, vocational skill training and therapeutic recreational opportunities. In addition, there may be vast differences between different programs although they may all be conducting the same general type of intervention approach such as family counselling. Two counsellors may have significantly different counselling styles. This may be an important factor in whether a youth continues his involvement in juvenile crime.

A third reason why it is difficult to determine the most effective intervention strategies is implementation failure (Selke, 1977; Lewis & Davidson, 1977). Simply stated, this means that the program has not been implemented (i.e., put into operation) as it was intended. Implementation failure can occur if the political and social environment in which the program is operating is not supportive and cooperative in the task of identifying and servicing delinquent and pre-delinquent youths. Implementation failure can occur if the administrative and funding structure of the program is unstable.

Implementation failure can occur if the on-line workers are incompetent or attitudinally unsupportive of the goals of the program. If a program is not operating as it should be, the evaluation of the program is essentially meaningless.

A fourth reason affecting the assessment of effective intervention strategies is the fact that most intervention strategies are not first experimentally tested and then evaluated. By using quasi-experimental techniques, one can control for the effects of extraneous variables and for spontaneous change or delinquency reduction without treatment. Typically, most programs are evaluated (if at all) in terms of how satisfied clients are with the services they have received. Most clients of social service programs, however, tend to report that they are highly satisfied with the services, although this is not likely to be correlated with any objective measures of behavioural change. In addition, clients' objectives for attending the program may not coincide with the program objectives expressed by the counsellors or the program manager. A parent may be quite unconcerned with whether her child engages in 'shoplifting' offences, although she might be concerned that her child is obedient in the home environment. Thus, subjective measures of client satisfaction are not a sufficient basis for judging program success.

Proper evaluations of the successfulness of a program in meeting its program objectives are rare. In addition, few evaluations of juvenile delinquency programs are conducted to determine whether the program is operating as planned, in terms of the target population, type of services delivered, and in terms of administrative

procedures. This situation makes it difficult to judge what type of intervention or corrective services would be the most effective approaches for juvenile crime reduction. Despite these problems in determining what are the most effective approaches for delinquency prevention, and the problems in conducting evaluation studies, a number of quasi-experimental evaluation studies have been completed (primarily in the United States). Based on these evaluations tentative statements have been made about the successfulness of delinquency prevention programs, particularly about what type of intervention and therapeutic approaches do not work.

According to extensive reviews conducted by Dixon & Wright (1978) and Romig (1978) the type of intervention and treatment approaches that have shown evidence of not being effective include juvenile probation, community residential treatment, diversion, social casework, recreational programs, individual psychotherapy, group counselling, detached worker/gang worker projects, and therapeutic camping. Evidence exists that suggests other types of programs or specific elements of these programs might be successful. These include community treatment approaches, the use of volunteers, behaviour modification programs that focus on specific objectives, and family counselling that focuses on problem-solving and communication.

These approaches to delinquency prevention will be more fully described and analyzed in the following section of this report. The implications of this analysis for judging the potential of the Langley Youth and Family Services Program will then be considered.

B. SOCIAL CASEWORK PROGRAMS

Romig (1978) attempts to analyze why certain types of services fail and why other types of services have more promising results. In his review of social casework programs, Romig points out that social casework programs which emphasize only diagnosis and recommendations will automatically fail. He goes on to say that even programs that provide direct services will fail unless there is follow-up provided which gives the individual the skills to work on his or her own problems. Most social casework provides no direct services to the youth and certainly no follow-up and skill-training to make sure the individual is continuing to function adequately on his or her own.

C. BEHAVIOUR MODIFICATION PROGRAMS

In analyzing behaviour modification programs, Romig states that behaviour modification does seem to be effective in changing specific behaviour of the delinquents such as school attendance, test scores, classroom behaviour, etc., but that it has no effect on global issues such as delinquency or arrest rates. In addition, he states that behaviour modification may change the behaviour of delinquents in an institutional setting but the results do not generalize to improved functioning back in the community. He goes on to conclude that behaviour modification will work only when the behaviour to be changed is specific and behaviourally simple. In his final recommendations, Romig states "behaviour modification should not be offered as a treatment modality for juvenile delinquency reduction...differential reinforcement and contingency contracting [can however] be utilized to help motivate the youth to change" (1978, p. 21).

D. ACADEMIC EDUCATION PROGRAMS

Rehabilitation or prevention programs for juvenile delinquents that emphasize academic education appear to be successful only under certain conditions. In his analysis of educational programs that seem to work and those that did not, Romig isolates the following composite program ingredients that are necessary for effective correctional education:

- 1) understanding teacher
- 2) individualized diagnosis
- 3) specific learning goal
- 4) individualized program
- 5) basic academic skills
- 6) multi-sensory teaching
- 7) high-interest material
- 8) sequential material
- 9) rewarding attention and persistence, initially
- 10) differential re-inforcement of learning performance (1978, p. 37).

Romig concludes that classroom education which includes at least four of these composite program ingredients should succeed. A positive emotional relationship provided by the teacher will, in and of itself, not be sufficient. Rehabilitative programs that focus only upon the teaching of academic skills will likewise not be successful in reducing recidivism or preventing delinquency.

E. VOCATIONAL TRAINING PROGRAMS

It has long been believed that the reason a youth engages in acts of delinquency is that he doesn't have enough to do to constructively occupy his time; that a job is all he needs. However, after reviewing twelve studies involving over 3300 youths, Romig concludes that for the most part job placement, vocational training, occupational

orientation, field trips and work programs did not positively affect juvenile delinquency. But, some programs did work. According to Romig, the key factor for success was that "the youths were provided job opportunities where either advancement was possible or they were given supportive educational skills and diplomas that made advancement likely" (1978, p. 5). In particular, effective programs were ones that provided follow-up help, problem solving skill training and systematic job selection skill training. Romig specifically recommends that vocational programs for delinquents should include the following program components: "(1) educational programs that support career goals, (2) systematic career decision making, (3) job advancement skills, (4) career advancement plans and (5) follow-up help after job placement" (1978, p. 53). Generally, he recommends that rehabilitative programs should be developed around a plan that shows youths specifically how they will improve and systematically moves them toward their highest goals.

#### F. GROUP & INDIVIDUAL COUNSELLING PROGRAMS

The most frequently used methods for rehabilitation of juvenile delinquents or pre-delinquents involves individual counselling, group counselling, group therapy, and group discussion. The reviews of studies using this method, however, have found that generally group and individual counselling did not result in significant behaviour changes (Romig, 1978; Wright & Dixon, 1977).

Romig states that at best, group and individual counselling allowed for the verbal ventilation of negative feelings of institutionalized individuals - a 'catharsis effect'. In trying to analyze

why group counselling fails, Romig suggests that it is because group counselling encourages youths to understand their problems but this information is then not utilized to make objective diagnoses. In addition this information is not utilized for the development of a program plan, and there is no follow-up provided to the youths to help in transferring the learning from the group experience to their normal lives.

Romig finally suggests that rehabilitation or effective intervention should be based on "specificity". "There should be the acquisition of specific input, the development of a specific and objective diagnosis, the planning of a specific program, the provision of specific intervention, and the provision of the specific follow-up and transition applications back to the community" (1978, p. 744). Programs that do not specifically and directly tie intervention to an objectively diagnosed problem, such as group counselling, will not succeed.

#### G. RECREATIONAL PROGRAMS

Recreational programs and, in particular, 'therapeutic camping' programs such as Outward Bound, were another very popular approach adopted to deal with the juvenile delinquent. Romig, however, feels that while the recreational experience may be very beneficial to a youth, these 'skills in the woods' do not transfer to the home environment. The youth therefore finds it painful to leave the good memories of the recreational experience behind and return to the home environment where he is just as ill-equipped as before to handle the complexities of his social environment.



#### H. STREET-CORNER WORKER PROGRAMS

Street-corner worker programs developed partly as an answer to the failure of the recreational projects. The strategy of street-corner workers was to make contact with juvenile gangs, gain their confidence and then direct their disruptive energies into positive channels. However, not only have the traditional street-corner programs failed to prove effective in reducing delinquent behaviour but also there is some evidence that they may increase the cohesiveness of the gang and thereby indirectly influence the gang to increase their involvement in delinquent activities (Klein, 1969).

#### I. FAMILY COUNSELLING PROGRAMS

Family counselling programs are another approach to the treatment of juvenile delinquents. Like most of the other types of programs that have been reviewed, some of these programs work and others do not. Romig observes that focusing upon family treatment per se does not facilitate improved communication or improved behaviour by the youths. Family treatment that specifically focuses upon improving the communication skills of the family members does result in improved communication and improved behaviour (Alexander & Parson, 1973). In addition, Alexander and Parson found that families that had acquired better communication skills over a six week training course, had a lower recidivism rate for their delinquent child than families with non-improved communication patterns. Youths participating in the Alexander and Parson's family treatment study were those referred to the local probation department for such delinquent offences as truancy and repeated running away from home. Similar type programs that

indicate effectiveness are the Sacramento 601 Diversion Project (Baron & Feeney, 1976), the San Diego County Parent-Aide Program (1973), the San Fernando Family Crisis Intervention Counselling Program (Stratton, 1975), and the Homebuilders (Kinney, 1976). These programs are all similar in that they provide immediate family crisis intervention and provide short-term family counselling focusing on the family communication patterns. Youths participating in these programs were generally referred for truancy, running away, or unmanageability. Some of these programs also provide parent effectiveness training to focus on improving the disciplinary and decision-making skills of the parents as well as improving communication.

Other family counselling programs, however, have not had such favourable results (Romig, 1978; Famiglietti, 1980; English & Janvier, 1980). Romig suggests that family therapy is effective for youths who are clearly experiencing family difficulty as indicated by their truancy or running away behaviour; but that it may not be relevant treatment to deal with the juvenile criminal offender. He goes on to say that one cannot conclude that the family is the root cause of all delinquency. Therefore, in order to maximize the effectiveness of family counselling techniques, it is important to diagnose the family in a setting where their communication, discipline and problem-solving behaviour can be observed. If diagnosis reveals that the family is not the problem, then family counselling can be avoided and, instead, an individualized program can be developed to deal with the youth's specific problems or skill deficiencies.

J. PROBATION

Typically, a youth who has committed a delinquent offence is referred to the local juvenile court and after found guilty of the alleged offence, he or she is placed on probation for a specific length of time. Under a probation system, a youth may be required to report once a week to his or her probation officer. The probation officer may carry a caseload of 30-50 youths. Recidivism rates for youths on probation tend to be very high, ranging between 20 and 30 percent (Scarpitti & Stephenson, 1968). In some cases, recidivism rates may even be as high as 50 percent. In attempts to improve the poor record of the probation systems, numerous variations have been attempted. These include reducing the probation worker's caseload (presumably so that he can provide more individual counselling and surveillance), providing intensive educational, recreational and counselling services to youths on probation, matching the youth and the probation officer on personality and sex characteristics, providing differential treatment on the basis of a personality-delinquency typing of the youth (Jesness, 1971), and utilizing an informal or voluntary probation system (similar to diversion by the court). According to Romig's analysis of the probation approach to delinquency prevention, these variations in the probation system did not significantly reduce the recidivism of these youths compared with youth under regular probation. In fact, a couple of studies found that closing a case without any intervention was as effective as probation supervision (Venezia, 1972; San Diego County, 1971). For first-time offenders, only the use of monetary fines in relation to the severity of

the offences, was found to be more effective than regular probation (Kraus, 1974).

K. DIVERSION PROGRAMS

The principle component of diversion programs involves diverting juvenile offenders from being processed through the juvenile justice system. This act of diversion can be initiated at the police officer's discretion when he is investigating the case or it can be initiated by Crown Counsel. Typically, a youth diverted from the justice system is then provided with individual or family counselling, referral to an outside agency, or work or recreational experiences, etc.

There are two basic issues in evaluating the benefits of diverting juvenile offenders as opposed to processing them through the justice system. First of all, when diversion is initiated by the police officer investigating the case it may be that police officer is simply diverting those juveniles to the diversion programs that he would normally (in the pre-diversion time) have just warned and released without any further adjudication. These juveniles would be the young pre-adolescent boys and girls apprehended for their first or second offence. The probability of these juveniles committing further offences is much lower than for multiple offenders. If this occurs, then one has a built-in success rate for pre-delinquent and first-time delinquent diversion programs. In addition, the juveniles who in past times were being processed through the juvenile justice system and generally given probation or a jail sentence may be the ones continuing to be adjudicated rather than being diverted. The recidivism

rates of these youths would likely remain the same. If this occurs then there is no way of accurately assessing whether diversion is an effective system for reducing a youth's involvement in juvenile crime.

The second issue concerning the effectiveness of diversion is that diversion is nearly always coupled with some sort of direct service and is only as effective as the type of direct services provided to the youth and family as a part of the diversion effort. Romig observed in his analysis of several diversion programs that had produced negative effects that they had provided individual counselling, work experiences or referral services. These types of direct services have been shown to be ineffective strategies for reducing a youth's involvement in delinquent activities. Thus, he points out that it is likely that diverting a youth and providing these direct services would be no more effective than for youths who were found guilty of their offences and then assigned to a treatment program offering these services (Romig, 1978).

Although diversion cannot claim to be a more effective system for reducing juvenile crime, there is some evidence that there are many youths being diverted who would otherwise have been processed through the judicial system (California Youth Authority, 1980). Although this might not reduce recidivism rates, this could have substantial benefits in terms of reducing the load and operating costs of juvenile courts and reducing the amount of time spent by a police officer in processing the juvenile through court. In addition, it is apparent that diversion and direct services are no less effective than

probation and direct services, at least for certain types of juvenile offenders.

#### L. COMMUNITY RESIDENTIAL PROGRAMS

The experimental evaluation studies of community residential programs, such as group homes, halfway houses, foster homes or residential centers are also negative (Romig, 1978; Empey & Lubeck, 1971; Palmer, 1972). Empey and Lubeck (1971) found residential treatment programs to be no better than institutionalization. In some cases, group homes were not even superior to the youths' own homes. Recidivism rates continue to remain high for youths placed in community residential programs. Again, Romig points out in his analysis of this type of intervention system that these approaches fail because the main treatment components, individual counselling, group counselling, behaviour modification, etc., are not effective. He felt that only one residential program he examined, Collingwood's Rehabilitation Center Program (Collingwood, 1972), had potential because the direct service component of the program involved systematic skill development in the physical, emotional and intellectual areas.

Romig goes on to say that in most cases youths placed with their own families did as well or better than similar youths placed in residential settings. He predicts that the greater the positive involvement of the families in the rehabilitation programs, the greater the likelihood of success. This involvement of the families should be along the lines of training in improved problem-solving, communication and discipline techniques. In his final analysis, however, Romig argues that residential programs can be useful when used to provide

temporary care for youths receiving intensive training, for youths whose delinquent behaviour is too severe to be handled in the home but which does not warrant the custody of a training school and for youths in transition from a training school back to their community. But, he stresses an effective direct service treatment strategy must be developed beyond that inherent in the setting.

M. YOUTH SERVICE BUREAUS

A major systematic effort to deal more effectively with juvenile delinquency problems has been through Youth Service Bureaus (YSB). In 1967, the United States Government encouraged the development of community-based "youth service bureaus" that would operate independently of the judicial system. Fundamental to the concept of the YSB was the belief that most minor juvenile delinquency is the product of personal problems, family disorganization, school difficulties, lack of opportunities for youths to engage in legitimate social activities and lack of jobs and job skills.

Since it was felt that services were available or could be made available in most communities to address these needs in youths, the YSB were conceived to primarily act as "service brokers", to bridge the gap between available services and youths in need, as "resource developers" to encourage the community to develop additional resources or services, and as "systems modifiers" to modify attitudes and practices in institutions discriminating against troublesome youth (Norman, 1972).

Hundreds of YSB have been set up all over the United States and several extensive and systematic evaluations have been conducted

(Haapanen & Rudisill, 1980; Schuchter & Poek, 1977; Elliot, 1974; Lewis & Davidon, 1977; Selke, 1977) These findings will be briefly reviewed.

Evaluation researchers discovered that the YSB varied considerably and were not restricted to 'service brokerage', 'resource development' and 'system modification'. Most provided some direct services to pre-delinquent and minor delinquent youth as well as modifying other community resources. The typical YSB is described as a

...private, nonprofit, youth-serving agency which covers a single community and operates on funds from federal, state or local government... It is formally independent of the justice system, the schools, mental health and other governmental agencies... The typical YSB uses a fairly wide-ranging approach to clients...most referrals come from justice system agencies, schools, other social or service agencies, parents. These clients tend not to be severely maladjusted or criminal, and are not treated as such. Rather they are treated as young people in need of guidance, support, help with school, or help with finding a job. YSB staff try to give the youths the specific services they need, although the main emphasis is on providing short-term nonintensive counselling to youths and their families" (Haapanen & Rudisill, 1980; p. 4).

Since the YSB vary considerably in terms of specific operational objectives and specific services, large scale evaluation of all the YSB in a state have typically concentrated on assessing the effectiveness of YSB in (1) preventing or reducing delinquent behaviour among YSB clients and (2) in diverting youth from the criminal justice system.

Evaluation of the YSB in California (Haapanen & Rudisill, 1980) and in Michigan (Selk, 1977; Lewis & Davidson, 1977; Renolds, Blyth,

Bush & Vincent, 1977) have been disappointing. The YSB in these evaluations were found to have no appreciable effect on delinquency rates as compared with comparison groups. However, the YSB appear to have been quite successful in diverting youth from the criminal justice system, in filling a need for short-term nonintensive counselling and guidance to youths, and in increasing social, educational and vocational opportunities for youths in the community.

Many explanations have been generated to account for the failure of the YSB to have a significant impact on juvenile delinquency rates. Haapanen & Rudisill (1980) contend that nonintensive counselling and other direct services provided by the YSB should place increased emphasis on direct services and that significant impact should be expected at the individual level, not in terms of the level of overall community delinquency rates. He also emphasizes that the YSB fail because of lack of local community support and inadequate resources, and because of poor attention to the theoretical goals and objectives of the program. The programs are just not implemented according to a clearly defined conceptual model.

#### N. CONCLUSIONS

It is difficult to make definitive statements regarding the effectiveness of juvenile delinquency prevention programs. Certainly most of the direct corrective and therapeutic services provided to youths have proven to be ineffective in preventing or reducing juvenile delinquency. However, Romig suggests that by examining the few successful programs and their constituent services, crucial elements for program success can be isolated. He argues that

therapeutic programs based on these elements can be successful as a method to reduce juvenile crime recidivism. In summary, Romig recommends that a successful delinquency prevention program should focus upon the following set of principles:

- (1) get the youth's attention
- (2) obtain input using staff who have empathy
- (3) objectively diagnose
- (4) set behavioural goal
- (5) teach youths new behaviors using effective teaching methods
  - (a) individualized diagnosis
  - (b) specific learning goal
  - (c) individualized program based on personally relevant material
  - (d) teach basic academic skills
  - (e) multi sensory techniques
  - (f) sequential presentation, breaking, complex steps into simple steps
  - (g) initially rewarding youth's attention and persistence
  - (h) differential reinforcement of learning performance
- (6) teach skills in the following areas
  - (a) communication skills
  - (b) daily living and survival skills
  - (c) educational advancement and study skills that result in a diploma or certificate that supports career goals
  - (d) career skills such as career decision making and career advancement
- (7) practice skills in problem setting
- (8) differentially reinforce
- (9) family training in communication, problem solving and disciplining skills
- (10) follow-up skill training and reinforcement"

(Romig, 1978; p. 109).

Direct services based on these principles can be instituted at any stage of intervention. Romig goes on to recommend that at the point of a youth's initial contact with law enforcement agencies, the youth should be diverted, diagnosed and, if appropriate, provided with services based on his "principles". Romig also feels that such programs should be closely allied with, if not under the direct supervision of, police departments. Keve, Buchwalter and Kirkpatrick (1973) reviewed a variety of diversion programs and Youth Service Bureaus in Illinois. They concluded that the police should be involved in delinquency intervention because of the potential for a more efficient referral and follow-up system. The police officer is already engaged in a considerable amount of family and youth crisis intervention counselling. Therefore it would be convenient and appropriate to extend this involvement.

According to Romig, youths that continue to become involved in delinquent activities, despite diversion and initial treatment, could be dealt with at a higher level of system intervention, probation, residential treatment, and, finally, institutionalization. Treatment at each of these levels, however, should continue to be based on Romig's principles if success is ever to be hoped for. The effectiveness of direct service approaches to delinquency has thus yet to be determined. In addition, the effectiveness of the YSBs in the capacity of 'service brokers', 'resource developers' and 'system modifiers' has also to be fully explored. It may yet be that this is also a viable strategy for dealing with the problems of juvenile delinquency.

According to this analysis of existing juvenile delinquency intervention and treatment strategies the prognosis for Langley Youth and Family Services (LYFS) is excellent. Certainly at a superficial level, LYFS contains many of the elements and principles for program success stressed by Romig. LYFS is a family counselling program focused on improving family communication patterns. LYFS attempts to intervene as early as possible in the delinquency path of a youth, accepting as referrals pre-delinquent and first-time delinquent offenders. As a result of being attached to the local police department, the counsellors particularly encourage involvement from the police officers in diverting delinquent offenders and in identifying and referring pre-delinquent youths. The following evaluation of the LYFS program will attempt to describe and analyze these components of the program's activities to assess whether the program is a successful intervention strategy to resolve youth and family problems that may underly the youth's involvement in delinquent activities.

CHAPTER II: RELEVANT ISSUES INFLUENCING THE DESIGN OF  
THE EVALUATION STUDY

A. DESCRIPTION OF THE LYFS PROGRAM

1. Type of Social Service and Philosophical Basis

Langley Youth and Family Services is a short-term family counselling program located in the community of Langley, B.C. (pop. 50,000) and is attached to the Langley RCMP. The Langley Program provides counselling for families with youths who are committing delinquent acts or are exhibiting problem behaviour in the home, school or community. LYFS also acts as a referral and social services coordination agency for youths having problems.

LYFS is considered to be a juvenile crime prevention program. It is assumed that juvenile crime can be prevented or reduced by identifying and treating children and youths who are displaying problematic behaviour that is indicative of continuing or future involvement in delinquent activity. The treatment approach is based on the philosophy that socially problematic or delinquent behaviour in youths is symptomatic of underlying disturbances, usually in the home environment. The program is based on the premise that early identification and early intervention in the form of family counselling are the keys for preventing juvenile crime.

2. Historical Background

Langley Youth and Family Services has been operating for over three years (since March 1977). The concept of "youth services" was brought to Langley from Burnaby by two counsellors who had been operating the Burnaby program and by a Burnaby RCMP officer (this RCMP

officer became the officer-in-charge at the Langley detachment). The previous Burnaby program had placed particular emphasis on shoplifting, curfew violation and runaways and had operated under the auspices of a Youth Advisory Committee made up of representatives from Human Resources, Probation, the Burnaby RCMP, the Special Services Branch of the Burnaby School Board, and Mental Health Services. The program was funded by Human Resources but operated in close alliance with the Burnaby RCMP. It operated from March 1, 1974 until Spring 1977, when it was terminated for ministerial reallocation and budgeting reasons.

The role of 'youth services' as a means for preventing or reducing juvenile crime was more firmly established in Langley. The program is funded by the Langley City and Township Councils and is considered to be a division of the Langley RCMP, Crime Prevention Unit. Program staff are directly accountable to the officer-in-charge (OIC) of the Langley RCMP. In 1978, the OIC who initially promoted the development of the program stepped down. The new officer-in-charge, however, continued to be supportive of the program.

According to the program director and the assistant director, Langley Youth and Family Services was well received by the police, the community and social agencies in Langley. By working with the families of problem youths under seventeen years of age and pre-delinquent and delinquent youths under twelve years of age, LYFS was perceived by police, Probation, MHR and schools to be filling a gap in services for troubled youths.

The primary focus of the program was placed on identifying pre-delinquent and delinquent youths (target average age = 12 years), and providing short-term family counselling. However, additional services such as marital counselling, family crisis, child care counselling and recreational programming were also provided. While the core of LYFS consisted of two social worker counsellors (who are the program director and assistant director) and one clerical person, a psychiatrist, child care worker and psychologist were available on a part-time or consultation basis. Referrals were solicited and accepted directly from schools, police, probation, all social service agencies, community agencies, and from parents themselves (at the recommendation of an agency).

The philosophical basis and operational focus of LYFS in its first eighteen months of operation from March, 1977 - August, 1978 was represented in contractual form in the "Director's Contract". The terms of this contract are listed below:

- a) he will establish and implement a juvenile diversionary process providing solutions for youth related problems occurring within the boundaries of the Municipality and the City (hereinafter called the Community), by attempting to minimize the entry of such youths into the criminal justice system;
- b) he shall be responsible for the development of a system whereby to prevent juvenile crime by the co-ordination of effort between the Police, Social Services Agencies and Schools within the Community;

- c) he shall be responsible for providing education and counselling to children in potential or actual conflict with the law and their parents, with the aim of enabling the parents to gain control of the delinquent behavior of their children;
  - d) he shall be responsible for providing in-service training to the R.C.M. Police with the goal of improving police effectiveness in dealing with juvenile and family problems;
  - e) he shall be responsible for assisting the Corporation and/or City in developing required social and community agencies that would facilitate crime prevention;
  - f) he shall initiate a program with the School Board of the Community in an effort to facilitate the early identification of pre-delinquent behaviour in youth and juveniles and instituting remedial action towards the prevention of future criminal activity;
  - g) he shall assess and analyze his findings and, when required, produce a comprehensive report of his findings and his suggestions of ways in which the goals of this project can be best achieved;
  - h) he shall supervise and direct any staff allocated to him by the City and the Corporation." (Quoted from a Langley In-house Report, October, 1978.)
- In a Langley R.C.M.P. P.O.G. report (December, 1979) outlining program goals and objectives the focus on Langley Youth and Family Services was conceptualized in the following manner.



Policy: To identify, diagnose, treat and/or refer indigenous youth problems and family related youth problems, to reduce recidivism and subsequently possible entry to the criminal justice system.

Objectives: "To continue to develop and maintain the co-ordination of efforts between the police, social service agencies and schools within the community.

To continue to enable parents to gain control of the delinquent and/or maladaptive behaviors of their children in potential or actual conflict with the law.

To improve police effectiveness in dealing with juvenile and family problems.

To assist in the development of crime prevention service.

To continue to facilitate early identification of pre-delinquent, delinquent and maladaptive behaviour.

To facilitate earliest identity of pre-delinquent, delinquent and maladaptive behaviour and family disorder." (Quoted from Langley R.C.M.P. P.O.G. report, December 1979.)

For additional information on the historical development of Langley Youth and Family Services, see the Consultation Center's report for the Ministry of the Solicitor-General (1978) and an In-House Report prepared by LYFS for the Langley City and Township Councils (1978).

Information pertaining to the administrative activities and procedural objectives for delivering services to clients in Langley will be presented in later sections of this report. Program procedures were subject to ongoing assessment and modification. Therefore, it is impossible to identify a stable operational system that existed in the first year of operation that would be distinct from the current operating procedures. Current procedures will be discussed in later sections of the report.

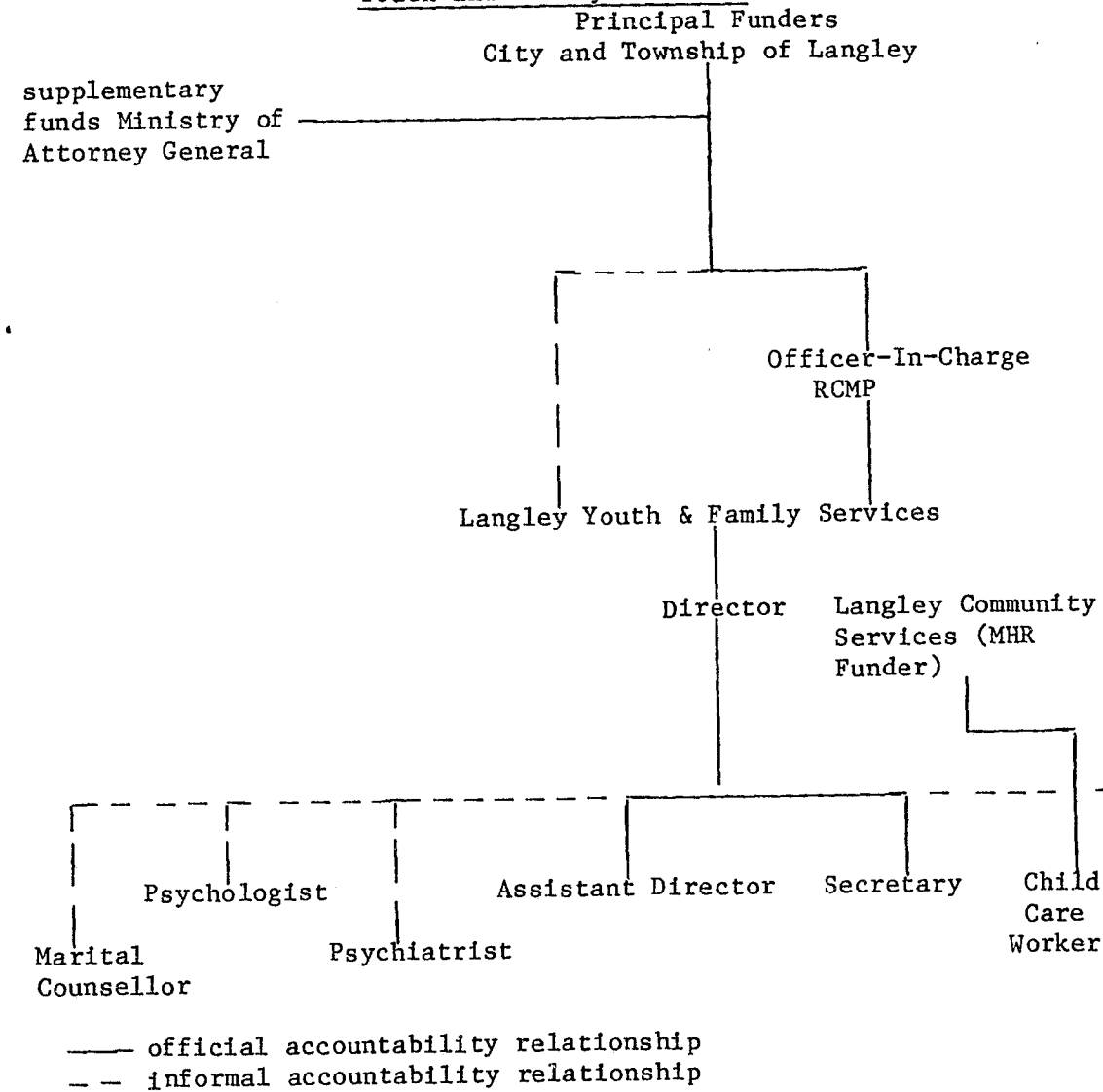
### 3. Program Cost

Langley Youth and Family Services is principally funded in a cost-sharing arrangement between the Langley City Council and the Township Council. For the first ten months of operation (March 1, 1977 - December 31, 1977) the LYFS budget was approximately \$55,000. From January 1, 1978 - December 31, 1978, the program budget was raised to \$74,000. For 1980, the program budget was set at approximately \$84,000. Thus, over the period March 1, 1977 - June 30, 1980 the LYFS has operated at a total cost of \$236,000. (Since there have been 725 referrals to the program over this period, the cost per client has been approximately \$325.00.) Most of the funds from the Langley City and Township Councils are derived from the Langley Community tax-base. The Ministry of Attorney General, however, has provided supplementary funds to the Langley Community to cover program costs. In 1978, this amount was \$7,000. In 1980, \$28,000 in supplementary funds were provided to Langley to cover some of the program's costs. Salaries for the two counsellors and the clerical worker account for most of the program costs. The salary for the child care worker is covered by separate funds from the Ministry of Human Resources to Langley Community Services. The psychiatrist, psychologist and the marital counsellor provide their services free of charge or by means of private arrangement with clients.

### 4. Accountability and Funding Structure:

The organizational structure of Langley Youth and Family Services in terms of its funding and accountability relationships are represented in Figure 1.

Figure 1. Organizational and Accountability Structure of Langley Youth and Family Services.



## 5. Case Management and Client Records

There are five basic record-keeping systems maintaining information on the clients and their status in the program. First of all, there is a client file that contains personal information on the client and the family. The program secretary or the counsellor systematically collects the following information: referral source, reason for referral, date of referral, name, addresses and phone numbers, previous problems, and the names of other agencies involved with the youth or family. When necessary other information on the social and educational history of the child and family is obtained. If other agencies have been involved with the family then information is solicited from the agency and is included in the client's file. An up-to-date record is also kept by the counsellor of the treatment objectives for a client and any progress obtained during counselling. This information is not recorded in any systematic format.

An inactive and active card system (each organized alphabetically) indicates the name and file number of all active cases. On each card is listed the client's name, file number, address, and telephone number. This system provides a means of reviewing the present status of the clients.

A case management records system provides a means of keeping track of and updating the counselling status of the referred client. The case management form consists of columns with the following headings: (1) name, (2) reason for referral, (3) source of referral, (4) intake, (5) assessment, (6) still under investigation (SUI), (7) referred elsewhere, and (8) concluded. On this form, the name,

reason for referral and source of referral for each client is also recorded for all clients referred during a particular month. As the client's status in the program progresses through each stage; i.e. from intake, then each step of progression is noted with the next consecutive number. Once a week a list is made up of all active clients with their present program status and the name of the counsellor. Following this, each case on this list is reviewed by the counsellors, and the status is updated. If counselling is concluded or a client is referred elsewhere, then the client's card moves into the inactive card file. Recently the counselling category has been further subdivided into four categories, assessment, short-term intensive, long term counselling and sustaining.

Two statistics records are kept. One is a monthly record of the number of referrals by each referral source by type of reason for referral for each month of operation. For each of these categories, the number of cases still under investigation, referred elsewhere, actively receiving counselling, counselling concluded, and no action taken, would be indicated for each month. Grand totals of the number of total cases referred, the total number of these cases concluded, no action taken, referred elsewhere or still receiving counselling would then be tabulated.

Another statistics record keeps selected information on each client referred to LYFS under the following categories: (1) client file number, (2) sex of client, (3) residence of the youth (city or municipality), (4) the birthdate of the client, (5) the area in which the problem occurred (city or municipality), (6) the nature of the

problem (behaviour problem or type of delinquent offence), (7) recidivism (whether a youth referred to LYFS for a delinquency offence has recidivated and been referred again to LYFS), and (8) stability of the family (status of parents in home - divorced, separated, single, widowed, remarried, alcoholic, frequently absent, foster parents or adoptive parents). Most of this information is systematically collected, except for birthdate, recidivism and family stability. Not all youths who have committed other delinquent offenses after leaving LYFS are referred back to LYFS. No procedure exists by which the police can systematically inform LYFS about each and every one of these juveniles. However, when LYFS does become aware that a youth has recidivated, then this statistic on the client is updated.

#### B. EVALUATION GOALS AND PURPOSE

As previously discussed the evaluation of Langley Youth and Family Services was initiated at the request of the Ministry of Attorney General, Research Unit. In order to determine policy for the development of juvenile delinquency prevention programs, the Ministry of Attorney General required information on the functioning, efficiency and effectiveness of juvenile delinquency prevention programs presently operating in the Vancouver Lower Mainland. In particular, the Ministry of Attorney General was concerned about the effectiveness of the Langley Youth and Family Services Program. Subjective claims were circulating in the juvenile justice field that LYFS is an extremely effective program for preventing juvenile delinquency. Subsequently, statements were being made that this type of youth service and family counselling intervention model should be

promoted throughout the province of British Columbia as the most effective and efficient method for dealing with the pre-delinquent and delinquent youth.

The Ministry of Attorney General, Research Unit, thus, proposed that LYFS be evaluated: (1) to test and validate subjective claims about its effectiveness, (2) to acquire additional information about its operational structure and procedures in order to assist communities in the planning and development of similar type programs, and (3) to acquire information that would aid decision-makers in the Ministry to formulate official government policy concerning the development and implementation of juvenile crime prevention programs.

In order to accomplish these goals, the Research Unit suggested that similar type programs operating in the communities of Burnaby and Kelowna also be examined. It was expected that a comparison of the three programs would yield valuable information about the implementation of this type of service in different types of communities.

While the LYFS program director was not instrumental in the initial decision to conduct an evaluation of the program, he was instrumental in formulating the scope and purpose for the evaluation.

The program director and assistant director were concerned that LYFS had not been adequately represented by the Consultation Centre's report completed for the Ministry of the Solicitor General. The program director and assistant director therefore requested that the evaluation of LYFS (1) provide information on program objectives, activities and procedures to supplement and correct erroneous information presented in this report, (2) provide feedback on how well the

program is operating according to staff expectations in order to make improvements, (3) provide general feedback on how effectively the program is achieving its objectives, and most importantly, (4) identify critical features about the program's operation and its socio-political environment that are essential for program effectiveness.

In order to avoid disruption in their operation, program staff also expressed concern that the study be completed within approximately three months.

The RCMP and the Langley City and Township Councils were kept informed about the evaluation study but they were not involved in planning the scope and purpose for the evaluation, nor in the implementation of the research design.

#### C. THE SOCIO-POLITICAL CLIMATE OF THE EVALUATION

The program director and the assistant director were adamant that no intrusive research procedures be implemented to accomplish these evaluation goals. The director and assistant director were highly skeptical of the Attorney-General's primary motive for requesting the evaluation. They, therefore, requested that they be involved in every planning phase of the study (1) to help direct its activities, (2) to ensure that all confidential client information be safeguarded, and (3) to correct any erroneous information or impressions obtained about the program.

Since the Ministry of Attorney General is neither a direct nor a principal funder of the LYFS program, questions were raised as to whether the Ministry was entitled to "demand" an evaluation of the program. The program staff recognized that the Ministry was entitled

to ask for an evaluation of the program in light of the substantial funds allocated for the program in 1980. The program staff, the Langley RCMP and the Langley City and Township Councils also recognized that they would receive substantial benefits from the completion of the study.

The Ministry of Attorney General researcher approached the program director directly, rather than negotiating with the RCMP or the Langley Councils, in order to request informally their voluntary cooperation and participation in an evaluation study of their program. This procedure was followed in order to expedite the initiation and completion of the study. Since funds for the evaluation project were limited to three months, the Attorney General researcher was also concerned that the study be completed as quickly as possible.

These issues were eventually resolved to the satisfaction of the program director, assistant director, Attorney General researcher, and the Officer-in-Charge of the Langley RCMP and expressed in a "terms of research" agreement. The terms of the research agreement served to outline the purpose and goals of the research, the research objectives and procedures, and conditions for the gathering and disseminating of the research findings. (See Appendix A.)

#### D. THE GENERAL EVALUATION DESIGN

It was apparent that it was inappropriate and not feasible to conduct a standard quasi experimental retrospective evaluation of the effectiveness of Langley Youth and Family Services nor a single-case evaluation study of the 'impact' of the program on client behaviour and problems. First of all, the objectives of the program were not

all reports that LYFS had been implemented to identify pre-delinquent children and to provide counselling to the families in order to prevent youths from committing delinquent activities. But it was apparent that LYFS had no global program to identify all pre-delinquent children in Langley. Rather, LYFS merely accepted referrals, from schools, agencies and the police, that had been identified by these individuals as pre-delinquent or first-time delinquent offenders. In addition, family counselling could not be considered a client objective of the program. Instead, it was a service provided in order to meet specified client objectives. And finally, the program staff were unable to define what were their criteria for reducing or preventing delinquency. They were also hesitant to claim that the program's success should be evaluated in terms of whether it is preventing youths from getting further involved in juvenile crime. They felt that a more reasonable objective for the program would be to improve family functioning or increase the family's awareness of their problems. However, even for these immediate client objectives, program staff were unsure as to what would constitute improved family functioning.

Since the program services were not delivered to clients to meet certain specified program objectives, it is no wonder that there was no systematic objective measurements taken of the clients' needs or problems prior to counselling nor of the status of their needs or problems when counselling was terminated. In addition, no systematic record was kept of the number of previous delinquency offences by a youth nor whether the youth became involved in new or additional

delinquent activities following counselling. Thus, it is impossible to calculate accurately recidivism rates (this is the standard criterion of program effectiveness in reducing juvenile delinquency). The only (easily available) systematic information kept on clients was biographical data and the reasons for and source of referral. While there was additional information in the client files that might have been useful for estimating pre-post program changes, this would have required violating the confidentiality of client records or extensive involvement from program staff to analyze and categorize this information. The staff were neither willing to do this nor was there sufficient time available. The lack of records on clients' needs or problems prior to and following counselling made it impossible to conduct even a single-case pre-post program evaluation study of the impact of the program on clients.

Another element necessary for a quasi experimental evaluation of the effectiveness of a program is a control group of juvenile delinquents who receive no treatment or counselling. By using a control group one can determine whether these juveniles in treatment improve or have lower recidivism rates than those juveniles receiving no treatment (the control group). This is a necessary condition to determine program effectiveness. An examination of the LYFS program revealed that there was no group of juveniles that could be used as a control group. All pre-delinquent or first-time delinquent juveniles were being referred to the program and no waiting list of similar juveniles existed. Although it would have been possible to select a

comparison group of juveniles from another community and then examine police files to determine the recidivism rates of these youths, it would have been difficult to complete this data collection in three months (the time limit for the project). Since it is impossible to determine the pre-delinquent and first delinquent behaviour of these comparison juveniles (they have been selected after the fact), it would be unclear whether these youths are indeed similar to the type of youths referred to LYFS. There would be a strong bias for the youths in the comparison group to be representative of the smaller percentage of behaviour problem children who do get into further trouble with the police. When police, social workers and even teachers are asked to select a sample of predelinquent and delinquent offenders, they will generally recall and select only those youths that have been brought to their attention frequently for disruptive or delinquent behaviour. Even with treatment, the average recidivism rates for these juveniles would be much higher than for a more general group of behaviour problem and first-time delinquent juveniles (such as were being referred to LYFS).

One way to overcome the lack of program records on clients' pre and post program behaviour and the problem of finding a representative comparison group is to conduct a prospective study. In a prospective evaluation study new clients referred to the program would be objectively measured in terms of their problems and behavioural patterns and then reassessed following counselling. A control group would then be randomly selected from among these juveniles

(experimental study) or selected from another community (quasi-experimental study). The control group would be measured twice on the same behavioural indices as the experimental group. The time between each assessment would match the average treatment duration of the experimental group. The delinquency rate and recidivism rates of both groups could then be monitored for a year or two following treatment of the experimental group.

While the three-month time limitation of the LYFS evaluation project forestalls any consideration of this evaluation design, even if there were more time available it would still not be appropriate. The program is a well established, firmly entrenched program in the community. To impose new data collection procedures on the program staff and to attempt to create a control group would be highly intrusive and likely to lead to considerable conflict and confusion. Even if it were possible to complete such a study successfully the results would not provide much useful information for program staff on how to modify the programs' operation in order to make it more effective.

A discussion of these issues and of the difficulties of conducting 'single-case', experimental, and quasi-experimental evaluations of the effectiveness of 'operational programs' will be available in a Ministry of Attorney General report "Evaluation of Operational Human Service Programs: An Examination of Juvenile Delinquency Prevention Programs" (Rowe, 1981).

A final problem hindering the implementation of quasi-experimental or single-case impact evaluation of the program concerned program staff attitudes. The program staff demonstrated extreme

reluctance to subject their clients and their counselling strategies to pre and post program objective measurements of client behavioural changes. The program staff were also reluctant to indicate specific measurable objectives by which the program could be judged a success or a failure, as they were unsure as to what criterion would constitute success in this type of program.

Considering these problems and issues, and considering the evaluability need of the funders, the program staff and the Ministry of Attorney General, it was decided that the most feasible and useful method for evaluating LYFS was to conduct an analysis of the process by which LYFS operates and an analysis of client and community satisfaction with the program.

A "process evaluation" of the LYFS program would involve a description and analysis of program activities, the characteristics of the client population, and expected side-effects of the program. A description and analysis of the conceptual adequacy of the relationship of program objectives to program procedures, of program procedures to program activities and of program activities to the needs and characteristics of the client population would also be in order. An attempt would be made to describe and analyze the significance of all environmental, community and program resources that support and maintain the program, and to determine whether there is adequate support for successful operation. By conducting a process analysis, one can determine whether the program is operating as it should be and provide information on how the program can be modified (if necessary). Such information is a necessary, although not a sufficient, component for judging program success.

In addition to conducting a process analysis of the program, it was felt that a tentative assessment of the impact or effectiveness of the program could be conducted by two means: (1) through client's self-report statements of satisfaction and their perception of behavioural changes attributable to the program, and (2) through comments from the directors of social service agencies in the community and school principals about their satisfaction with the program and the ability of LYFS to meet their needs. In no way are these two measures of program impact to be construed as sufficient or objectively valid and reliable indicators of the degree to which the program is effectively attaining its objectives. They merely provide one measure of community and client feelings of satisfaction and well-being. One should not take these measures to be the sole criteria of program success of the degree to which the program attains its specified objectives. Measures of client and community satisfaction should be considered only one of the relevant criteria to be used to judge program success.

### CHAPTER III: THE SPECIFIC RESEARCH QUESTIONS

In light of the general research design for evaluating LYFS (described in Chapter II) specific research objectives for a process evaluation of Langley Youth and Family Services were formulated. These objectives (listed as follows) elaborate on the research objectives expressed in the 'terms of research agreement':

1. Determine the theoretical goals and objectives for the Langley Youth and Family Services program in terms of their measurability. Determine which objectives are procedural or process objectives, which are immediate outcome objectives for dealing with each client and which are long-term outcome objectives, that is, objectives dependent upon the attainment of the immediate objectives.
2. Describe all services or activities provided in the program theoretically designed to meet each objective.
3. Describe the total client population in terms of the following characteristics: age, sex, referral source, reason for referral, length of treatment, the family arrangement, whether the case has been closed, reopened, or is still ongoing and whether the youth has committed another or new delinquent offence following counselling at LYFS. Determine any significant relationships between these characteristics.
4. Describe the case management procedures - the procedures for identification, referral, intake, assessment, diagnosis, for determining counselling strategies and counselling objectives, for determining termination, and for conducting case follow-up.



5. Describe the funding , staff and administrative structure of the program and describe management procedures for operating LYFS. Identify critical elements that may influence or directly affect program efficiency and effectiveness.
6. Describe and assess (1) the amount of agency, school, and community awareness of the program, (2) the nature and intensity of the interorganizational relations between the program and the police, schools, and social service agencies, (3) the flow or network of information between the program and its referral sources, and (4) the degree to which the school, police and social service agencies are satisfied with Langley Youth and Family Services. Identify critical issues or elements about the program's relationships in the community that may influence or affect program efficiency and effectiveness.
7. Describe and assess the degree to which a small sample of previous clients of Langley Youth and Family Services are satisfied with the services they received. Assess the degree to which they perceived their relationship with their counsellor to be comfortable and conducive to counselling. Through clients' retrospective self-reports, describe the type of problems parents and youths were experiencing prior to referral, whether these problems were solved or alleviated by the counselling and whether parents are now coping better with their children. Elicit any additional criticisms or praises from parents about Langley Youth and Family Services.

8. Make tentative assessments about program efficiency and effectiveness through the following types of analysis:
  - (a) assess the clarity of program goals and objectives;
  - (b) determine which objectives are presently being measured and what objectives need to be measured to assess program effectiveness;
  - (c) determine whether there are services being provided to meet each objective;
  - (d) determine whether the characteristics of the client population are aligned with characteristics of the target population (as specified in the program objectives);
  - (e) determine whether case management procedures are being systematically and objectively followed;
  - (f) assess the degree to which clients perceive the effectiveness of the program as evidenced by overall satisfaction, improvement of problems, and improvement in ability to cope with the problems;
  - (g) assess the degree to which police, schools and other social service agencies perceive the effectiveness of the program as evidenced by the ability of LYFS to fill a service gap in the community and to get along well with the community;
  - (h) identify other side-effects and indirect benefits of the program that are not specific objectives of the program.

Research Objectives 1 to 5 will be considered part of the Process Analysis of Langley Youth and Family Services. Research Objectives 6 to 8 will be considered part of the Impact or Effectiveness Analysis of Langley Youth and Family Services.

#### CHAPTER IV - RESEARCH METHODOLOGY

The procedures for addressing each of the research objectives previously outlined will be precisely described. Extensive interviews were conducted with the program director and assistant director of LYFS to obtain information on the following research objectives (described in Chapter III, pages 43-45):

Objective 1: Determining the theoretical goals and objectives of LYFS.

Objective 2: Describing the services and program activities provided to meet each objective.

Objective 4: Describing the case management procedures.

Objective 5: Describing the funding, staff and administrative structure of the program.

In order to meet Objective 3 (to describe the characteristics of the total client population, see page 43) information on the age, sex, referral source, reason for referral, type of action taken, length of treatment, the family arrangement, status of case, number of recidivisms (if any), opening and termination date for each client was obtained from the monitoring files of Langley Youth and Family Services. This information was categorized and coded for computer analysis. This task involved collecting information on fifteen variables for 725 clients. There was no access to or examination of individual client files.

A semi-structured questionnaire was designed to obtain information on Objective 6 (assessing community awareness and satisfaction with the work of LYFS, see page 44). The questionnaire and a covering

letter explaining the evaluation study were sent to the principals of twenty elementary and four junior secondary schools in the Langley District.

Questionnaires were also sent to the director or supervisor of all major social service or justice system agencies operating in the Langley District. This included (1) the Director of the Langley School Boards Special Services Department, (2) the Officer-In-Charge of the Langley RCMP Detachment, (3) The Director of Probation & Family Services (Langley), (4) The District Supervisor, Ministry of Human Resources, (5) the Executive Director of the Langley Family Services Association, (6) the Director of the Central Fraser Valley Health Unit, and (7) the Director of Langley Community Services.

The questionnaire consisted of a number of open-ended questions oriented around ten primary issues or areas. These are as follows.

- Issue 1: Do you deal with or encounter potentially delinquent or delinquent youths?
- Issue 2: Are you aware of Langley Youth and Family Services?
- Issue 3: Have you made referrals to LYFS?
- Issue 4: How successful were these referrals to LYFS?
- Issue 5: Have you wanted to make more referrals to LYFS? If so, what has prevented you from making more referrals?
- Issue 6: Is there contact with LYFS after a referral is made?
- Issue 7: How is this contact established, and how is information exchanged?
- Issue 8: How satisfied are you with the LYFS program?
- Issue 9: Do you have any complaints about LYFS?
- Issue 10: What do you feel are the particular strengths of LYFS?

A highly structured client satisfaction questionnaire (see appendix B) was designed to address Objective 7 (assessment of client satisfaction and perception of program effects, see page 44). Initially a sample of 91 LYFS clients were randomly selected from the total number of clients who were referred in 1979 and terminated prior to June 1980. Sixteen were dropped from the list because no action had been taken with the family or the family had been referred elsewhere. Another 45 clients could not be reached because the phone was out of service, there was no answer or they had moved. Thirty clients were finally contacted by telephone and their satisfaction questionnaire was mailed to them to be completed and mailed back to the researcher. There were no refusals during the initial contact. The questionnaire asked the respondents (1) to describe family characteristics, (2) to identify the reason for referral, (3) to indicate which members of the family received counselling, (4) to identify the source of referral, (5) to indicate who was their counsellor, (6) to fill out a nine-item rating scale on the climate of the relationship between counsellor and client, (7) to fill out a 5-item rating scale on the comfort of the counselling relationship, (8) to check off the type of services they received, (9) to check off the type of problems they were experiencing prior to referral, whether these problems had improved and whether they were coping better with their child, (10) to indicate the reason for termination, (11) to indicate who terminated counselling, and (12) to fill out an 8-item rating scale on their degree of overall satisfaction with LYFS. An

open-ended question at the end provided each client with the opportunity to make additional comments about LYFS.

To address Objective 8 (to tentatively assess program efficiency and effectiveness, see page 45) information gathered to address research objectives 1 to 7 was re-examined and analyzed. Sources of problems or inadequacies in the conceptual program model were identified and their significance analyzed. The impact of the program on the sampled clients was summarized and interpreted. The degree of community cooperation and satisfaction with LYFS was taken into consideration. The environmental and administrative conditions in which LYFS operates were analyzed in terms of their positive or negative effect on the successfulness and operational efficiency of the program. This information was used as a basis to make a tentative or qualified statement about the efficiency and possible effectiveness of the program.

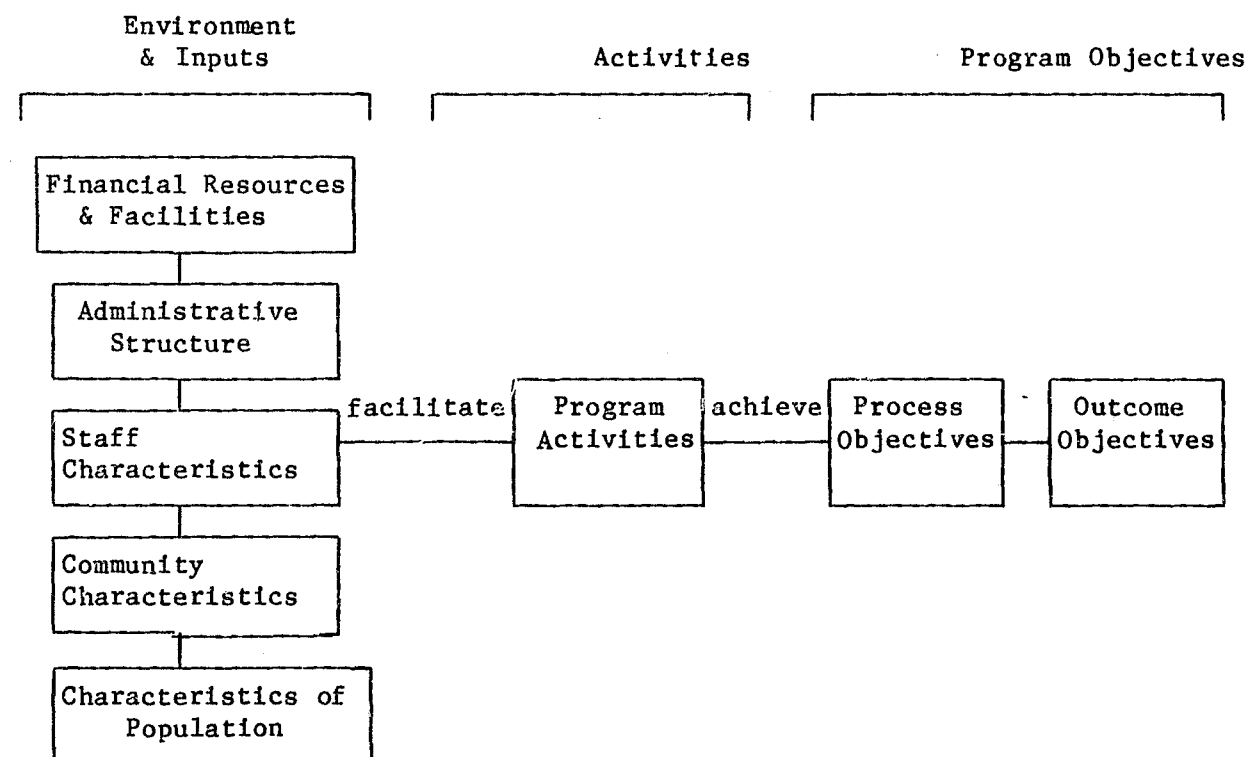
## CHAPTER V - RESULTS

### A. PROCESS ANALYSIS

#### 1. General Program Process Model

Information obtained about the 'process' by which Langley Youth and Family Services operates will be presented and analyzed in terms of the model depicted in Figure 1. A description of the program model as it is conceived by program staff will be presented. An analysis of the adequacy or existence of this conceptual model will be presented later.

Figure 2: General Program Process Model:  
Interrelationship of Inputs, Activities,  
Procedures and Objectives.



The first step in describing the program model is to present the counsellors' perception of the outcome objectives for the program. In some cases the outcome objectives will be hierarchically separated into those which are immediate client objectives and those which are long-term objectives. The attainment of these long-term objectives are integrally related and necessary for the attainment of specified outcome objectives.

In order to achieve outcome objectives, the program has certain procedural or process objectives that must be obtained. Specific procedural objectives are also integrally related and necessary for the attainment of specified outcome objectives.

In addition, the attainment of procedural objectives and program outcome objectives is dependent on the delivery of specified program activities or services. Likewise, the delivery of program services is affected or dictated by environmental and administrative conditions, such as the characteristics of the client population, the qualifications and attitudes of the staff, the financial resources available, other community resources, the facilities or support systems available, etc. These environmental and administrative conditions or inputs will be described and examined in terms of their effect on program activities, procedures and objectives.

#### 2. LMS Program Outcome Objectives or Goals

According to the conceptions of the program director and assistant director, there are three major global objectives or goals for their program. These are as follows:

- (1) to resolve family and youth interpersonal problems that may be contributing or predisposing youths toward juvenile delinquency.
- (2) to maintain effective communication and cooperation with other community agencies in the delivery of services to families and youths referred to LYFS.
- (3) to assist police to become more knowledgeable about family dysfunction (in regard to families they have referred). To teach the police to become better able to recognize potentially delinquent youths and to deal more efficiently and effectively with the family and youths they might encounter.

The first objective, to resolve family and youth interpersonal problems, is considered to be the primary focus of the program. This is a global long-term goal. In working with youths and families referred to the program, program staff emphasize the attainment of more specific or immediate objectives.

The most important of these specific objectives are listed as follows (in no way should this be considered an exhaustive or necessary list of objectives for each youth or family):

- a) to increase family communication;
- b) to promote good positive self-esteem for all members of the family involved in counselling;
- c) to increase parent sensitivity, nurturance and acceptance of appropriate behaviour in their child; to like their child and see him/her as an individual;
- d) to teach parents how to better control and monitor their child's behaviour;
- e) to eliminate or reduce the child's behaviour problem;
- f) to provide families with methods for coping with problems or crises in the family;
- g) to provide youths with methods or solutions for coping with any interpersonal problems;

- h) to enable the family to understand the underlying problems in their family and to be willing to work on them;
- i) to establish a therapeutic supportive relationship between family and counsellor.

### 3. Procedural or Process Objectives

Particular to each outcome or program objective there are specific program procedures considered crucial to the attainment of the program objective, and thereby crucial for overall program effectiveness. These procedures will be designated as procedural or process objectives, and their attainment can be assessed as a measure of program effectiveness. Program procedures that are considered to be simply a part of the program's operation but not critical for program effectiveness are not designated as 'objectives'.

The director and assistant director of LYFS have listed a number of procedural objectives which they believe are critical to the task of resolving family and youth interpersonal problems. Some of these procedures are conditions for receiving treatment at LYFS. LYFS could not be expected to be an effective program if it attempted to treat inappropriate cases. Case management procedures are also listed as process objectives if both the assistant director and director believe these procedures are important for effective counselling. The most important program procedures are:

- (1) to provide an immediate response (within 2 days) to a youth or family who has expressed a need or where a crisis exists;
- (2) to divert from the juvenile justice system youths under 13 years of age who have committed a delinquent act;
- (3) to persuade the youth and all relevant members of his family to attend LYFS;

- (4) to determine why each member of the family thinks he or she has attended LYFS, and what kind of help each person feels is needed;
- (5) to assess whether there are underlying family problems that may be contributing or predisposing the youth toward problem behaviour. If family counselling is considered appropriate, then counselling at LYFS is provided. If problem behaviour exhibited by the referred youth is not related at all to family conditions, then the youth is referred elsewhere;
- (6) to provide family counselling to families who have a child under 17 years with a behavior problem and/or have a child under 13 years who has committed a delinquent act. Typical reasons for referring a youth are truancy, other school misconduct, unmanageability in the home, runaway, drugs and alcohol abuse, and shoplifting;
- (7) to refer the following types of families elsewhere: (a) families with children who have been abused or neglected, (b) children who have chronic psychiatric or medical problems, (c) children who have physical or mental handicaps, and (d) when the child's school problems are only due to academic difficulties and not to family disturbances;
- (8) to accept all those clients who have been referred by the police for committing an act of delinquency and to accept clients from other social service agencies in the community considered appropriate to receive family and youth counselling;
- (9) to provide three months of intensive family counselling to each family but provide counselling for longer periods of time only in exceptional circumstances;
- (10) to follow structured case management procedures. These can be briefly summarized as follows: (Relevant forms used are presented in Appendix C.)
  - (a) intake procedures:
    - (i) enter child's name into the system and obtain information on age, school, address and phone, referral source, nature of problem, mother and father's occupation and names (Form A),
    - (ii) contact parents by letter to inform them of the referral, and to make an appointment for an interview (Form B(a) and B(b)),
    - (iii) make an appointment and conduct an interview (within a week) to assess the problem (Form C),

- (iv) have parents sign a consent form to release any information possessed by other agencies (Form D),
  - (v) obtain any information on the youth and family from other agencies,
  - (vi) contact the referral source by letter informing them that the referral was received and what type of action was taken (Form E).
- (b) conduct an informal non-structured assessment of the problem behaviour of the youth and of the underlying family problems (Form F);
  - (c) obtain a diagnosis as to what type of service or treatment is necessary (Forms G, and H, are used occasionally to assist in the diagnosis);
  - (d) establish and conduct counselling;
  - (e) when intensive counselling is no longer necessary, provide a support or sustaining system to the family whenever they need assistance;
  - (f) close the file when counselling or sustaining support is no longer necessary or wanted;
  - (g) contact the referral source advising that the case has been terminated (Form I);
  - (h) conduct a follow-up assessment of the client after counselling has been terminated.

In order to achieve the second program objective, that is, to maintain continued communication and cooperation with other community agencies, LYFS staff have formulated a number of procedures and activities that must be carried out:

- (1) ensure that all personnel in the Langley RCMP detachment, all probation workers, public health nurses, all principals of elementary and junior secondary schools, Langley medical doctors, all Langley store security officers and all directors and social workers in social service agencies in Langley:
  - (i) are aware of Langley Youth and Family Services,
  - (ii) are aware of the appropriate population referral to LYFS,

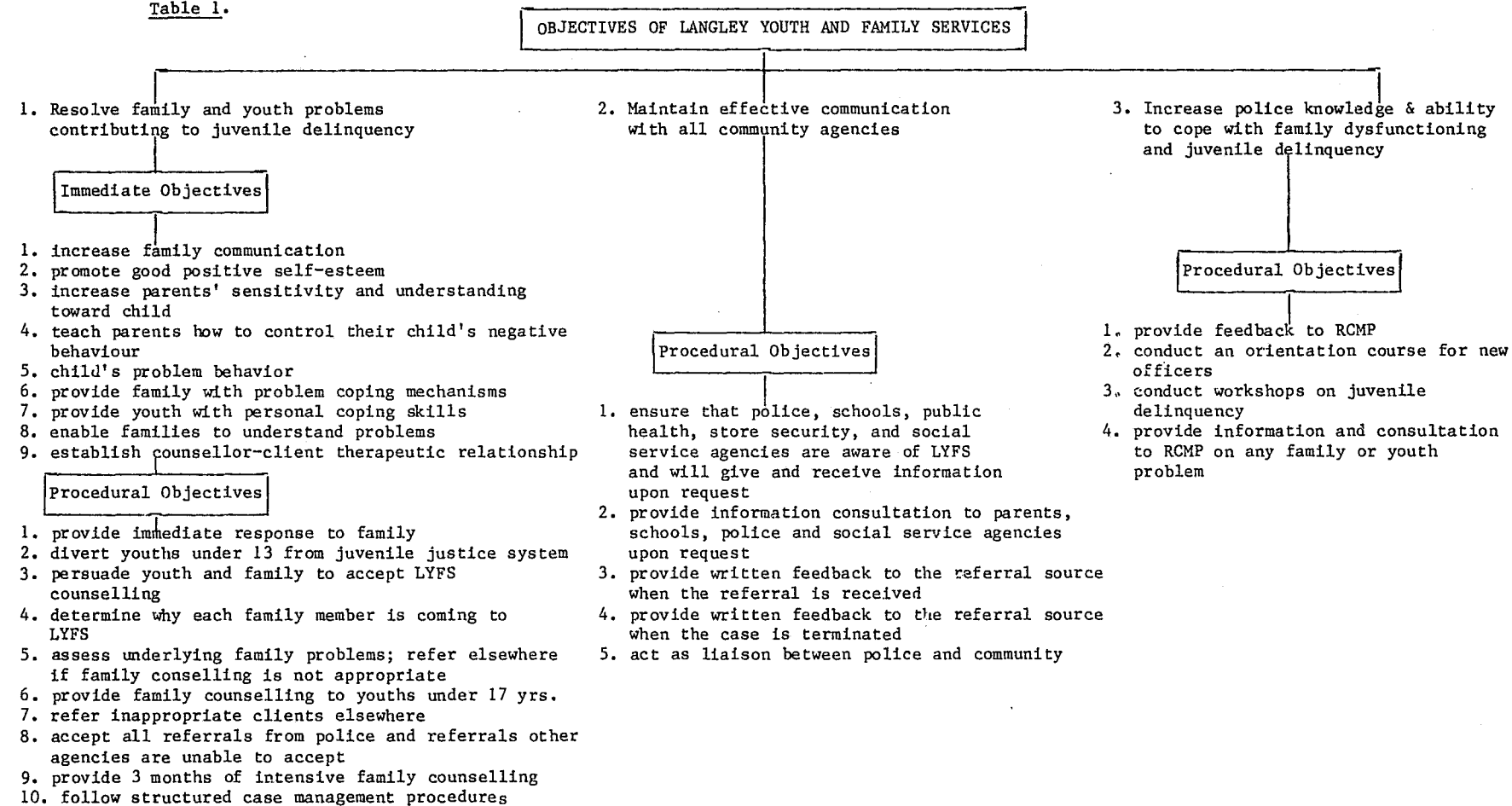
- (iii) will provide information upon request from LYFS about a client whom they may have dealt with in the past,
- (iv) will meet regularly with LYFS to discuss optimum intervention for family.
- (2) provide information, guidance and consultation to any agency, institution or individual in the community attempting to deal with problem youths and their family.
- (3) provide written feedback to the referral source with regard to the action taken by LYFS on the referral; whether the client has been accepted for counselling or referred elsewhere.
- (4) provide written feedback to the referral source when counselling has been terminated, describing the status of the case.
- (5) act as liaison between another agency and a family, between two or more agencies working with a family, or between police and other agencies, in order to expedite referral and remediation of the youths' or the families' problems.

To achieve the third objective, that is, to increase police knowledge and ability to cope with family dysfunctioning and juvenile delinquency, the LYFS staff have stipulated that they will:

- (1) provide feedback on the family (of nonconfidential information) to the RCMP officer who made the referral,
- (2) provide orientation courses on the LYFS program to new officers of the Langley RCMP detachment,
- (3) conduct workshops or seminars on juvenile delinquency, family counselling and how to identify and refer the potentially delinquent youth,
- (4) provide information, consultation or guidance to any RCMP officer, upon request, on how to deal with a family or youth problem.

Table 1 presents a summary of the program and procedural objectives of Langley Youth and Family Services.

Table 1.





#### 4. Program Activities and Services

Numerous services are provided and many activities are carried out in order to achieve process and program outcome objectives. These will be described in relation to the three primary program objectives (listed in Chapter III).

Objective 1: Resolve family and youth interpersonal problems.

##### Services or Activities

- (1) family and individual counselling,
- (2) home visits,
- (3) 24 hour on-call response to crises (beepers and car telephones are used to facilitate this response),
- (4) marital counselling (consulting marital counsellor is available 1 day a week),
- (5) one-on-one child care counselling with child (child care worker able to work with children),
- (6) behaviour modification planning for youth (if warranted).

Objective 2: Maintain effective communication and cooperation with other social service agencies, the schools, and police.

##### Services or Activities

- (1) letters are sent to the individual making the referral to acknowledge the referral and to inform him/her when the case has been closed,
- (2) information is provided upon request to any community institution or agency or family,
- (3) information is frequently requested from community institutions or agencies,
- (4) representatives will attend general meetings of all community agencies, institutions and professional groups in the community to introduce LYFS (attempt to do this once a year),

- (5) representatives will meet regularly with school principals and counsellors about youths referred to LYFS by the schools (at least once for every case),
- (6) LYFS will request comments and criticisms from community agencies and institutions and then meet to immediately resolve these problems.

Objective 3: Increase police knowledge about family dysfunctioning and juvenile delinquency.

##### Services or Activities

- (1) representatives will meet with any new members of the Langley RCMP and introduce the concept of LYFS to them,
- (2) representatives will attend zone meetings regularly (twice a year),
- (3) LYFS will conduct annual workshops on juvenile delinquency, on family dysfunctioning, on how to identify the potentially delinquent youth, and how to cope with family and youth problems.

#### 5. Environmental and Administrative Conditions and Inputs

A social service program can severely diminish its effectiveness when a) there is a lack of financial resources, b) there is an inept or conflicting administrative operation, c) the professional skills of the counsellors are inadequate, d) there is an unsupportive community and lack of community resources, and e) the needs and characteristics of the referred population are not being addressed by the objectives of the program. Each of these factors will be examined briefly.

##### a) Financial Resources

Langley Youth and Family Services has adequate financial security over the next four years in order to operate the program under its present structure. This budget provides for the salaries of two counsellors and one clerical worker, and for general operating costs.

A contract has been directly negotiated with the Langley City Council and the Langley Township Council for LYFS to provide family counselling services to the community during the years 1980-1984. It is unlikely that LYFS would expand its operation or attempt to provide more services to more clients under the present budget and financial arrangement.

b) Administrative Structure

LYFS is directly accountable to Langley City and Township Councils through the officer-in-charge of the Langley RCMP detachment. This is stipulated by means of a unique formal contract. LYFS is exempt from regulations or standards set for Langley municipal workers. LYFS is also exempt from regulations or mandates set for other social service agencies in the community or province.

The contract stipulates the terms by which the program director and assistant director must provide a family counselling service for four years. This establishes and guarantees LYFS's relationship with the City and Township Councils. However, LYFS is highly dependent upon its relationship with the Langley RCMP and, in particular, the officer-in-charge. Not only does LYFS receive a sizeable proportion of its referrals from the police, it depends heavily upon the police to promote and maintain their credibility. Changes in command at the Langley RCMP detachment could have serious repercussions for LYFS if a new OIC was not favorable to the program.

At present, however, LYFS relationship with the officer-in-charge at the Langley RCMP is extremely positive and supportive. The inspector allows the program staff maximum flexibility and freedom to

provide services and operate their program in any manner they consider necessary.

c. Staff Qualifications and Skills

The director of Langley Youth and Family Services has a bachelor's degree in physical education. He is a registered social worker and has had 15 years of experience in youth counselling in the recreational field and in social service agencies. The assistant director has a bachelor's degree in sociology, and is a registered social worker. He has had 10 years of experience in youth counselling, as a behavioural modification therapist with the Children's Foundation and as a youth counsellor in the Ministry of Human Resources. Both counsellors have been working together for over four years providing family counselling in the community in liaison with the police.

d) Community Characteristics and Resources

Langley is a community of approximately 50,000 people, situated in the Lower Mainland area of British Columbia, adjacent to several municipalities. It is 50 kilometers south-east of the City of Vancouver, whose estimated population is 500,000. Because of its geographic location it has access to financial, recreational, justice, health and social services of Vancouver, as well as to provincial resources servicing the entire Lower Mainland.

Langley Youth and Family Services makes frequent use of the health and social service resources in its community as well as in Vancouver, by encouraging and accepting referrals from these agencies or departments, by making referrals of inappropriate LYFS cases to

these agencies, and by working in joint cooperation with these agencies and individuals to service the needs of the youth or family.

Langley Community Services is one agency that works closely with LYFS. Langley Community Services (LCS) is a non-profit agency (funded by MHR) which supervises and assigns child care workers to youths and families in the Langley community. LCS will often refer families directly to LYFS for counselling and then have no other involvement. At other times, LYFS and LCS will work in cooperation with a family; a child care worker from Langley Community Service provides intensive counselling and recreational opportunities for the youth while LYFS counsellors work with the family and youth to solve dysfunctional interaction patterns.

LYFS works in close cooperation with the provincial probation office for the Langley District. The probation office acts as a referral source and provides information on the delinquency history of any youths referred to LYFS. They will assist LYFS when restitution is a necessary action to be taken for a youth who has committed a delinquent act. The probation office may also assist LYFS by placing cases, by court order, under the supervision of the director of LYFS so that LYFS can continue to provide counselling to the family and youth.

LYFS also makes use of Langley Family Services, accepting referrals from them and referring their own clients to them for lay counselling and for parent effectiveness training courses. LYFS has this type of two-way communication and cooperation with the physicians in Langley, with the public health nurses and with mental health

agencies. LYFS will accept referrals from physicians and in return will contact the physicians in order to make a referral to a psychiatrist, to provide medical consultation on a case and to obtain medical information on a youth. Public health nurses are a good referral source as they will provide assistance to LYFS counsellors whenever requested. LYFS involve the public health nurses in providing dietary counselling to LYFS clients, in providing prenatal counselling and guidance to LYFS clients and in helping give school talks (particularly with regard to sex education).

LYFS tries to make use of the lay counsellors from the Big Brother Organization in Langley (although their waiting list is long) and from Trinity Western College. Trinity Western College will provide tutors for youths experiencing academic problems at school.

LYFS will refer youths to the Vancouver and Burnaby Children's Foundation for residential treatment, and to the Vancouver General Hospital Diagnostic Center for extensive assessment.

As an integral part of their family counselling, LYFS frequently consult with and use a marital counsellor for assessment and counselling, make occasional use of a psychiatrist in Langley and another psychiatrist in Vancouver, and occasionally make use of a Burnaby psychologist.

LYFS is also attempting to involve Parks and Recreation in setting up additional recreational facilities in high juvenile crime areas (such as Fort Langley).

The Lower Mainland Emergency Services in Coquitlam are utilized to respond to any child abuse emergency. All other child abuse cases

are referred to the Ministry of Human Resources. In addition, LYFS makes use of the emergency ward at Langley Memorial Hospital when they are called in on an emergency basis by the police to deal with a youth who is 'high' on drugs.

6. Characteristics of the Client Population

a) Number of Referred and Counselling Clients

From its opening days in March 1977 until June 30, 1980, Langley Youth and Family Services received 725 referrals. Of these referrals, 16 (2.2%) were referred elsewhere, 107 (14.8%) were concluded 'naturally' (family failed to contact program, moved or refused service), 510 (70%) have terminated counselling and 92 (13%) are still receiving counselling. A total of 83 percent of the referrals received counselling at LYFS.

b) Duration of Treatment

It is apparent that LYFS provided counselling to most youths and families referred to its program. The duration of counselling ranges from only one or two sessions (one or two weeks) to as long as two and three years. However, the average duration of treatment for those clients who required intensive counselling is 4.6 months. (Most clients requiring intensive counselling are seen once a week.)

Taking into consideration all clients who were referred to LYFS, 60 percent were dealt with in less than three months, and another 18 percent within three to six months, 9 percent of the clients required counselling for over one year. Thus, although LYFS provided long-term and sustaining counselling to a few clients, it is primarily a short-term, three-to-six month counselling service.

c) Age and Sex of Clients

The average age of the juvenile referred to LYFS was 11.2 years. They ranged in age from 3 to 17 years (85 cases, age unknown). Fourteen clients referred to LYFS were adults over 18 years of age. Table 1 presents the number of clients by age and sex. It can be seen that approximately 12 percent of the children referred are nine years of age and younger, 25 percent are between ten and twelve years of age, and 63 percent are between thirteen and seventeen years of age.

Most juvenile delinquency programs provide services for adolescent youths between ages thirteen and seventeen. A truly preventive service needs to assess the delinquent and potentially delinquent youth at a much younger age than this for it to be considered an early intervention and prevention program. Langley Youth and Family Services seems to be achieving its objective of intervening early during the pre-delinquent phase, as evidenced by the fact that over a third of the LYFS clients were twelve years and under (with a sizeable proportion under ten years of age).

Table 2 - Number of Clients by Age and Sex

		Number of Clients		
	AGES	MALE	FEMALE	TOTAL
Age Groups -9 years	3	0	1	1
	5	2	0	2
	6	7	1	8
	7	5	5	10
	8	25	3	28
	9	20	7	27
	SUB TOTAL	59	17	76
Age Groups 10-12 years	10	37	9	46
	11	33	11	44
	12	44	23	67
	SUB TOTAL	114	43	157
Age Groups 13-17 years	13	71	41	112
	14	56	58	114
	15	50	32	82
	16	33	35	68
	17	10	7	17
SUB TOTAL	220	173	393	
TOTAL	393	233	626	
ADULTS	11	3	14	
MISSING	58	7	85	
TOTALS	462 (64%)	263 (36%)	725	

It can be seen from Table 2 that approximately two-thirds (64%) of the clients referred to LYFS were boys. An examination of the ages of the boys and girls referred to LYFS (Table 3) reveals that the younger children (12 years and younger) were predominantly boys. Youths between the ages of thirteen and seventeen were almost equally divided between boys and girls.

Table 3 - Age Categories by Sex of Clients (Juveniles Only in Which Both Age and Sex is Known)

	MALE	FEMALE	TOTALS
12 years & under	173	60	233
13-17 years	220	173	393
totals	393 (63%)	233 (37%)	626*

\*age is unknown for another 85 juveniles (68 boys and 27 girls)

d) Reason for Referral

Table 4 lists all the reasons for which youths and families were referred to LYFS. In cases where a child was referred for both an act of delinquency and a behavioural problem, the act of delinquency was taken as the primary reason for referral (since it was considered to be the more serious offence).

Table 4 - Reasons for Referral

School Problems	8 (1%)
Runaway	46 (6.3%)
Child Abuse	15 (2.1%)
Family Problems	18 (2.5%)
Other Behaviour Problems (not specified above)	301 (41.5%)
Total Behaviour	388 (53.5%)
Theft Under \$200	171 (23.6%)
Breaking and Entry	39 (5.4%)
Drugs and Alcohol	39 (5.4%)
Theft and Stolen Property	18 (2.5%)
Arson and Vandalism	38 (5.2%)
Other Delinquent	32 (4.4%)
Total Delinquent	337 (46.5%)
Totals	725 (100%)

All reasons for referral pertaining to behavioral problems in the youth or the home can be grouped together as distinct from specific acts of delinquency committed by a youth. Thus, behaviour problem youths included those youths who had run away from home, were unmanageable in the home or school, were frequently truant from school, were frequently out late at night without supervision, etc., but had not committed any criminal offence. Delinquent youths included all youths referred to LYFS for committing a criminal offence. This included shop lifting (theft under \$200), breaking and entry, drug and alcohol use, arson, vandalism, etc. Table 4 indicates that approximately half of the clients (53.5%) had been referred for a behavioural type problem and the remaining 46.5 percent of the youths were referred for an act of delinquency. Approximately half of the

delinquent offences were for theft under \$200. In most cases the theft under \$200 involved shoplifting.

Table 5 presents the sex and age of youths referred for a behavioural problem and for those referred for an act of delinquency. It can be seen that of all children 12 years and under, a slightly higher proportion were referred for acts of delinquency than for behavioural problems (58% vs. 42%) respectively. In contrast, of all youths 13 - 17 years of age, a slightly higher proportion (57%) were referred for behavioural problems than for acts of delinquency. It can be seen from Table 5 that of all the youths referred for committing a delinquent offence more than two-thirds (68%) were boys. Of all youths referred for behavioural problems, only slightly more than half (59%) were boys.

Table 5 - Age Category by Sex by Reason for Referral (for juveniles only).

	MALE			FEMALE			Total juveniles
	12 years & under	13-17 years	Total of all males	12 years & under	13-17 years	Total of all females	
Behaviour Problem	81	103	221 <sup>(a)</sup>	18	115	153 <sup>(b)</sup>	374
Delinquency	92	117	230 <sup>(c)</sup>	42	58	107 <sup>(d)</sup>	337
Totals	173	220	451	60	173	260	711*

Total Juveniles = 711  
Total Clients = 725

- (a) Age is unknown for 37 boys referred for a behaviour problem.  
(b) Age is unknown for 20 girls referred for a behaviour problem.  
(c) Age is unknown for 21 boys referred for a delinquency offence.  
(d) Age is unknown for 7 girls referred for a delinquency offence.

\* Total number of clients = 725.

e) Source of Referrals

The number of clients referred for different reasons, whether a behavioural problem or an act of delinquency, are related to the sources of referral. Table 6 lists the different sources of referral to LYFS and the number of clients by referral reason category (behaviour or delinquency).

Table 6 - Number (percentages) of Clients by Source of Referral by Referral Reason Category (Behaviour or Delinquency)

Source of Referral	Number of Clients		
	Problem Behaviour Reason	Act of Delinquency	Total
Police	112	223	335 (46.2)
Probation	4	20	24 (3.3)
Schools	93	18	111 (15.3)
Stores	0	55	55 (7.6)
Human Resources	11	4	15 (2.1)
Mental Health	1	1	2 (0.3)
Family Services	8	0	8 (1.1)
Public Health	12	0	12 (1.7)
Doctor	16	3	19 (2.6)
Community (neighbors)	3	0	3 (0.4)
Parents	103	11	114 (15.7)
Self	15	2	17 (2.3)
Other	10	0	10 (1.4)
Totals	388 (54%)	337 (46%)	725 (100%)

Approximately 46 percent of the referrals to LYFS came from the police. Schools contributed 15 percent and another 16.7 percent of the referrals came from parents themselves. In most cases parents referred themselves upon the advice of school principals and counselors. This places the percentage of referrals from the schools, either directly or indirectly at over 30 percent. The only other significant source of referral is the stores. As can be seen in Table 6, security officers in stores seem to be directly referring youths they have apprehended for actual or suspected shoplifting rather than calling in the police.

As would be expected most of the referrals for delinquency offences come from the police. Interestingly enough, however, the police are also referring 29 percent of the youths displaying beha-

vioural problems. Parents and schools are the primary source of referral for most youths exhibiting behavioural problems.

f) Family Arrangement

Contrary to popular thinking that most youths who get into trouble with the law come from broken homes, the majority of youths referred to LYFS come from stable two parent families. Fifty-eight percent (n=420) of the youths live in a stable setting with both natural parents. Another 22 percent of the youths live with a single parent (either separated, divorced or widowed) and only 8 percent of the youths were classified as living in highly unstable households, due to, for example, alcoholism or prolonged parental absences.

7. Post-Counselling Reoccurrences of Problem or Delinquent Behaviour

No systematic and accurate record was kept on whether a youth referred to LYFS later exhibited problematic or delinquent behaviour. Only a portion of the youth who displayed problem or delinquent behaviour were likely to come to the attention of LYFS. Youths under twelve who had committed a new act of delinquency were likely to be re-referred by police to LYFS but older children who had recidivated were more likely to be dealt with by probation. Since there was no systematic LYFS follow-up conducted, youths and families could continue to experience new or reoccurring problems without this coming to the attention of LYFS. The family themselves would have to approach LYFS for help again or a new referral would have to be made by the police, schools or social service agencies.

What we have therefore is a "tip-of-the-iceberg" phenomenon with no way of accurately determining the total number of youths still

exhibiting problem or delinquent behaviour even though they have received counselling at Langley Youth and Family Services. As a minimum estimate, however, there were 72 cases (10%) that needed to be re-opened for further counselling. Forty of these cases were youths referred for a behavioural problem and 32 of these cases were youths referred for a delinquent offence. Of all cases reopened, 27 (approximately 4% of the total population) involved youths who had committed a new act of delinquency and were referred by police. Twenty of the "post LYFS" delinquent offenders were youths who had been referred for an initial delinquent offence. Thus, the 'known' recidivism rate for all delinquent referrals was six percent. Only seven youths originally referred to LYFS for a behavioural problem (1.8% of all behavioural referrals) committed a delinquent offence following counselling at LYFS. The proportion of behavioural versus delinquent referrals that were reopened following initial counselling was approximately the same (10%). But a greater proportion of delinquent referrals (6%) versus behaviour referrals (1.8%) were reopened because the youths had committed a delinquent offence. The remaining delinquent referrals (approximately 4%) and behaviour referrals (approximately 8%) were reopened because of behavioural problems.

It is impossible to estimate the total number of youths and families experiencing new or reoccurring non-delinquent behavioural problems following LYFS intervention, since no follow-up is conducted and parents may be reluctant to re-refer themselves. But it is possible to logically infer that the number of youths apprehended for



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committing delinquent acts is not likely to be much higher than the 4% brought to the attention of LYFS. Since the LYFS counsellors have a very close working relationship with the police and probation, it is likely that the LYFS counsellors are informally notified about most of these youths. If delinquency offences among former LYFS clients were very high (e.g., 30-50%), then police and probation would likely bring this to the attention of LYFS. Therefore, it is probably safe to assume that the 4% delinquency occurrence rate is not grossly underestimating the total number of former LYFS juveniles apprehended for a delinquency offence.

However, it must be pointed out that the number of youths apprehended by the police for a delinquent offence is also an under-estimation of the total number of youths committing delinquent activities. There is no way of inferring or estimating the total number of youths committing delinquent activities who go undetected. The youths may become smarter at not getting caught, or the police may become less diligent about the investigation and apprehension of juveniles.

Another issue that must be re-emphasized is that although the delinquency occurrence rate of former LYFS clients may be quite low, this may not be an appropriate criterion to be using to evaluate the effectiveness of the program. The LYFS program is primarily a family counselling program to deal with the individual and family problems of behavioural problem youths and first-time delinquent offenders. Even without any kind of intervention most of these youths will never commit a first-time or second delinquent offence. But it is very

likely that without intervention or treatment, most of these youths will continue to display behaviour problems or experience family problems.

Therefore, it must be reiterated that if one wants to truly evaluate the successfulness of this type of social service program for this type of youth, then it is very important to conduct follow-ups and keep systematic records of any recurring problems or acts of delinquency.

#### 8. Changes in Client Characteristics by Year (1977-1980)

Social service programs tend to undergo considerable change over each year of operation. Knowledge about what kind of changes occur can assist other program directors in the development of their own programs. An analysis of the characteristics of LYFS clients was conducted for each of its years of operation.

##### (a) Number of Clients:

In 1977, LYFS received 235 referrals in the first 10 months of operation. In 1978 they received 227. In 1979, the number of referrals dropped drastically to 161. In the first six months of 1980, however, they have received 102 referrals. The average number of referrals per month for each consecutive year of operation from 1977 to 1980 is 23.5, 18.9, 13.4 and 17, consecutively. Thus, the number of referrals seems to have dropped steadily over the first three years of operation but in the fourth year the number of referrals increased. Since LYFS carries a number of referrals over into the next year, the number of clients they can counsel is likely to drop slightly over each year of operation. Termination of clients

who have been counselled since the early years of LYFS' existence may, however, account for the increase of referrals accepted for counselling in 1980.

(b) Ages of Clients

Approximately the same proportion of each of the age categories (less than 9, 10-12, 13-17) were referred to LYFS each year. Approximately twice as many thirteen to seventeen year-olds were referred compared with children twelve years of age and younger. In 1979, however, there was a slight proportional increase in the number of younger children. This may have reflected a conscious effort on the part of the staff to reach potentially delinquent youths as early as possible.

(c) Sex of Client

The proportion of males to females (60 to 40 percent respectively) remained fairly constant throughout each year of operation.

(d) Reason for Referral

While in 1977 and 1978, referrals were about equally divided between youth behaviour problem and delinquency offences, this has shifted drastically in 1979 and 1980. By 1979, only 40 percent of the referrals were for delinquency offences and in 1980, only 28 percent of the referrals were for delinquency offences.

(e) Source of Referral

Although the reason for referral is shifting over the years from acts of delinquency to non-delinquent behavioural problems, there is no change in the proportionate number of referrals from the police.

However, there does seem to be a slight increase over the years in referrals from parents and from schools.

(f) Action Taken on Referral and Duration of Counselling

There has been no real change in the percentage of referred clients (82, 78, 89, and 86 percent, respectively for each consecutive year of operation) to which LYFS was able to provide counselling. In addition there was no change over the years in the proportionate number of clients requiring short-term (less than 3 months) treatment (50-60 % for each year) versus long-term treatment (4-9 months).

(g) Family Arrangement

While for each year from 1977 to 1979 the proportion of single parent and unstable homes was about 30 percent, the proportion of single parents and unstable families dropped to only 15 percent in 1980. The proportion of two-parent natural families has increased each year to a high of 75 percent of the referrals received in 1980. Possibly this change would account for the lower proportion of delinquency offences and the higher proportion of behavioural problems as the reason for referral.

(h) Recidivism

Although information on whether a youth has committed further acts of delinquencies was not systematically recorded, it is interesting to note that the recidivism rate was highest for youths referred in 1977. It could be that youths referred in 1977 were qualitatively different from youth referred in later years. Or, it could be that the program has been refined in subsequent years so that it is more effective than in the first year of operation. It is more

likely the case, however, that for some youths the program has a short-term effect (maybe a few months to a year) but with time the youths and family resume their earlier patterns of behaviour. Thus, with time there is increasing likeliness that some youths will again become involved in delinquent activities.

9. Analysis of the Adequacy of the Conceptual LYFS Model

Based on this analysis of LYFS objectives, goals, program activities and the characteristics of the referred client population, it is concluded that the LYFS program is a reasonably well-defined and conceptually sound program. There is clear indication that the type of services provided and the amount of resources available through LYFS or in the community address the needs of youths and families. There is concrete evidence that, in fact, most families (84%) referred to LYFS are provided with family counselling, for a three-to-six month period of time. Thus, LYFS seems to be fulfilling its goal of being a short-term family counselling program. Possibly one criticism would be that the 9 percent of clients who have received more than one year of counselling should have been referred elsewhere for long-term intensive counselling. LYFS is also meeting its objective to reach the younger pre-adolescent youth who is exhibiting problem or delinquent behaviour. The average age of LYFS clients is slightly less than the target population (age 12).

One LYFS goal is to resolve family and youth interpersonal problems that may predispose a youth to delinquent behaviour. The program is based philosophically on the premise that youths exhibiting these kinds of behaviour problems are of high risk to later becoming

involved in delinquent activities. It is assumed that treatment of this group (through family counselling) to resolve these underlying behaviour problems will reduce or prevent later delinquency. Data indicates that LYFS is providing counselling to youths who are exhibiting problematic behaviour in the home, school or community prior to their becoming involved in more serious delinquent offences; this group constitutes 56 percent of the referral population. Conceptually, therefore, LYFS seems to be addressing its goal to resolve family and youth problems with a non-delinquent behavior problem population. But there is no empirical support that by resolving these problems they are preventing future involvement in delinquent activities.

Another objective LYFS seems to be meeting is that of educating the Langley RCMP on how to identify the predelinquent adolescent. It is highly significant that a third of the referrals from the RCMP consisted of youths exhibiting problem behaviour which could lead to later involvement in delinquent activities.

The examination of environmental and administrative conditions and inputs affecting or influencing the efficiency and effectiveness of LYFS is also highly favorable. There appear to be no problems associated with the administrative organization of the program. The director and assistant director of LYFS are able to operate autonomously, and at any time are able to deal directly with the funders of the program (the Langley City and Township Councils) to discuss the community's needs.

The program's relationship with the Langley RCMP, specifically the officer-in-charge, could be a potential problem source, but in

this case the relationship appears to be favorable for the program. Because of their direct connection with the program, Langley RCMP officers are highly receptive to advice and training provided by the LYFS staff. The RCMP and, particularly, the officer-in-charge, also act as advocates to legitimize LYFS to the community and to families whose children have committed delinquent offences. The level of cooperation between LYFS staff and the police is therefore favorable and supportive.

LYFS also has a supportive and cooperative relationship with other social service agencies in the community. Since LYFS's relationship with these agencies is not dictated by funding or administrative arrangements, cooperation and communication can only be maintained by informal agreements and reciprocal sharing of advice and information. This informal communication arrangement certainly could break down, but it does not appear to have done so in this community. This issue will be discussed later in the analysis of the client impact questionnaire.

Adequate and stable financial resources are available. Staff are highly motivated and reasonably well qualified in terms of education and experience for providing family counselling therapy to youths and families. The high level of commitment felt by LYFS staff toward their program and toward their clients is definitely a significant factor influencing the effectiveness of the program.

Further analysis of the Langley Youth and Family Services' conceptual model and the interrelationships of all elements and structures of its operations will be provided in the final summary and estimate of the overall efficiency and effectiveness of the program.

## B. IMPACT ANALYSIS

### 1. Client Satisfaction Survey

The client satisfaction questionnaire (Appendix D) was sent to thirty families. These families had been contacted first by phone and had agreed to participate in the study. However, only sixteen questionnaires (53%) were returned. The following analysis is based on responses from these sixteen families.

All of the surveyed families had been referred to Langley Youth and Family Services in 1979. Thirteen had terminated counselling. Three were still receiving "sustaining counselling" after 16 -18 months. The average duration of counselling of those clients who had terminated counselling was 4.4 months. This figure is similar to the average duration of treatment received by the total population of clients. Nine of these families involved a referral of a male youth. The proportion of males to females in the sample (60% to 40%) is almost the same as that in the total population (63% to 37%). The average age of the youth from the sampled families was 11.3 years which is also similar to the average age for the total client population. Ten of these youths were referred for behavioural type problems rather than specific acts of delinquency. This is a slightly higher proportion (62% vs 53%) than in the total client population. Eight (50%) of the referrals in the sampled group were referred from schools and only three (19%) from the police. In the total client population police referred a much higher proportion of youth and schools much less. In terms of family arrangement, only five (31%) of the surveyed families were composed of two natural parents as opposed to 58 percent

in the total client population. However, the proportion of single parent families is approximately the same (20%-25%) in both the sample group and the total client population.

In summary, it appears that the surveyed clients can be described in terms of the same pattern and percentage of characteristics as was descriptive of the total population. The surveyed clients and the total population are very similar in terms of the average age of youth referred, the proportion of males to females, the proportion of a behavioural versus a delinquency reason for referral, the length of treatment, and the proportion of single family households. Since these two groups are characteristically similar on these factors, it can be assumed that the general attitudes and feelings of these two groups will also be similar. Based on this premise it will be additionally assumed that the responses from the sixteen clients surveyed are representative of the attitudes of the total population. The author, however, does not rule out the possibility that the sixteen clients who responded to the questionnaire may have quite different attitudes from the additional fourteen clients who were mailed the questionnaire but did not complete it. These non-responders may have been particularly satisfied with the problem and felt no need to respond to the questionnaire or the reverse could hold, that these clients felt particularly negative about the program and felt no desire to inform LYFS of this fact in order to make the program better.

(a) Type of Services Provided

Table 7 presents a list of the type of services clients felt they had received at LYFS and the number and proportion of clients receiving these services. In the survey, clients were asked to list all the services they felt they had received. The proportion of clients receiving each type of service could then be calculated.

Table 7: Clients' Perception of Services Received at LYFS

TYPE OF SERVICE	# of clients receiving service (total n=16)
Marital counselling	3 (18%)
Parent guidance to cope with child	9 (56%)
Behavior modification plan for child	7 (44%)
How to improve parent child communication	8 (50%)
Youth job counselling	1 (6%)
Youth individual counselling	13 (81%)
Advice in dealing with school behaviour problems	9 (56%)
Advice in dealing with academic problems	4 (25%)
Someone to talk to	6 (37%)
Referral to a better service	1 (6%)
Provide information and consultation	4 (25%)

As can be seen in Table 7, most of the families (81%) indicated that their child had received individual counselling at LYFS. In addition, about half of the families felt they had received guidance in how to cope and discipline their child, how to improve parent-child communication patterns, advice on how to deal with their child's behaviour problems at school and help in setting up a behaviour modification plan for their child in order to reduce or eliminate his problem behaviour. Marital counselling, youth job counselling and

counselling for youth academic problems were services required by only a few families.

(b) List of Family and Youth Problems

The surveyed families were asked to list all the problems they were experiencing prior to referral to LYFS. Each listed an average number of three to four problems. Table 8 lists the types of youth and family problems that the surveyed clients felt had precipitated their referral to LYFS.

Table 8: The Number (percentages) of Clients Experiencing Various Types of Problems Prior to Referral to LYFS.

TYPES OF PROBLEMS	# (%) of clients experiencing problems (total N=16)
1. frequent marital conflict	4 (25%)
2. frequent parent/child conflict	12 (75%)
3. youth behaviour problems at home	9 (58%)
4. youth problems at school	7 (44%)
5. youth problems with police	3 (19%)
6. poor grades at school	9 (88%)
7. truancy from school	2 (12%)
8. 'bad' peer group for youth	4 (25%)
9. youth frequently out late at night	4 (25%)
10. youth runaway	4 (25%)
11. youth alcohol and drug abuse	2 (12%)
Total # of Problems for all Families	60

It is apparent from Table 8, that most of the families described their problems as being centered around the home and the school. They made reference to frequent parent-child conflict and problem behaviour with their child at home and at school. In particular, they seemed more concerned about the poor academic performance of their child than with truancy or delinquent behaviour. Only four families (25%)

stated that there was frequent marital conflict. Problems with runaway behaviour, drug and alcohol abuse, late hours and 'bad' peer groups were also listed by only one-fourth of the sampled group.

(c) Improvement of Family and Youth Problems

Table 9 presents data on parents' perception of whether problems had improved or remained the same following counselling received at LYFS. Out of the 60 problems listed by all families together, 32 problems improved and 28 problems remained the same. The proportion of problems that had improved (53%) is thus not much higher than the number of problems that remained the same. In one instance the problem became worse. More specifically, youth behaviour problems at home, parent-child conflicts, poor grades at school, and 'hanging out' with 'bad' friends were listed as the areas of least improvement. Problems that were listed as having improved the most were marital conflicts, delinquency behaviour or youth problems with police, truancy from school, and runaway behaviour.

Table 9: Parent's Perception of Whether Problems had Improved or Remained the Same Following Counselling and Whether Parents Were Coping Better With the Problem.

TYPE OF PROBLEM	# of Families Where Problem		# of Families	
	Improved	Remained Same	Coping Better	Not Coping Better
1. frequent marital conflict	3	1	4	0
2. frequent parent/child conflict	7	5	11	1
3. youth behavior problems at school *	3	6	9	0
4. youth problems at school	5	2	5	2
5. youth problems with police	2	1	3	0
6. poor grades at school	3	6	3	6
7. truancy from school	2	0	2	0
8. 'bad' peer group	1	3	1	3
9. youth frequently out late at night	2	2	2	2
10. youth runaway	3	1	2	2
11. youth alcohol and drug abuse	1	1	1	1
Total # of Problems	32	28	43	17

\* One parent listed the child's behaviour as worse after counselling.

(d) Parents Coping Better with Problems

Although parents did not feel there had been great improvement in the problems which their child experienced or exhibited in the home and school, most did seem to feel that they were coping better with their problems as a result of receiving counselling at LYFS (see Table 9). Parents felt they were coping better on 72% of all listed problems. Of those parents who indicated they were not handling the situation well, most problems related to their child's poor academic performance. Two parents out of four also felt they were not adequately handling their child's runaway behaviour, staying out late at night and 'hanging about' with bad friends. Many parents seemed to be particularly pleased that they were dealing with the parent-child conflict and with their child's problem behaviour at home even though there may have been no actual change in their child's behaviour or in the family situation.

(e) Climate of Relationship Between Counsellor and Client

A nine-item questionnaire asked clients to rate their counsellor on a five point scale in terms of whether they trusted him, whether he was cold and distant, whether he was patient, genuinely interested in them, whether he accepted the client as an individual and treated the problems seriously, whether the counsellor insisted on being right or considered himself better than the client and, finally, whether the counsellor simply acted like 'he had a job to do'. (A perfect score is 45.) Eight of the clients who rated their counsellor gave him a perfect score. Fourteen out of the sixteen scored between 41-45, expressing little complaint about their counsellor and the counselling



relationship. Only two parents gave medium level ratings to the counselling relationship (scores of 37 and 24). One parent flatly stated she did not trust the counsellor 'at all'. Another parent stated she trusted the counsellor only 'sometimes'. Both these parents felt that the counsellor considered himself better than the client and frequently insisted on being 'right'. In fact, six out of the sixteen respondents felt their counsellor occasionally insisted on being 'right'.

It appears, however, that most of the clients were extremely happy in their relationship with their counsellor. There seems to have been excellent support and trust established between the counsellors and most of the clients.

(f) Comfort During Counselling Sessions

In a five-item questionnaire clients were asked to rate on a five point scale the comfortableness of the counselling atmosphere, whether the counsellor was relaxed and at ease, or uncertain, restless and awkward during the interview. (A perfect score is 25.)

All of the sixteen clients rated the comfortableness of the counselling atmosphere between 23-25. It is apparent that all clients felt completely relaxed and at ease with their counsellor.

(g) Client Satisfaction Questions

Responses to the eight questions in this section are shown in Table 10. When responses were scored on a four point scale, (total score = 32) eight of the clients gave perfect or near perfect scores. Six of the respondents' scores were below 24 and the average score was 25.7. Some of these clients did not appear to be completely satisfied

with the services they received at LYFS. An examination of the responses in Table 10 reveals that at least one-third of the clients felt they did not adequately receive the kind of services they needed or wanted, that either none or only a few of their needs had been met, and that they were not satisfied with the overall amount of help they received. These results are consistent with the finding that only half of the problems experienced by these clients had improved, and that for one fourth of these problems the mother was not coping well. Considering this, it is likely that some of the mothers would feel dissatisfied and that they would feel that some of their needs had not been met. Although the mothers may have felt dissatisfied and felt that they or their child was still having some problems, this is not to say that they were dissatisfied with their relationship with the counsellor or that they blamed him for the fact their needs had not been met.

While many of the clients' problems had not all been resolved and many clients wanted more help or services, it is interesting to note that most of the clients (81%) still felt that the services they had received had helped them deal more effectively with their problems. (Only one person noted that things were worse.) All of the clients thought they would recommend the program to a friend who needed help and fifteen (94%) thought they would go back to the program if they needed additional help.

Table 10: Number of Clients by Type of Response to Each 'Client Satisfaction Question.

1. How would you rate the quality of the service you received?	excellent 9	good 3	fair 3	poor 1
2. Did you get the kind of service you wanted?	no definitely not 0	no, not really 5	yes, generally 5	yes, definitely 6
3. To what extent has the program met your needs?	almost all of my needs have been met 4	most of my needs have been met 7	a few of my needs have been met 2	none of my needs have been met 3
4. If a friend were in need of similar help, would you recommend the program to him/her?	no, definitely not so 0	no, I don't think so 0	yes, I think so 5	yes, definitely 11
5. How satisfied are you with the amount of help you received?	quite dissatisfied 2	indifferent, mildly dissatisfied 3	mostly satisfied 4	very satisfied 7

6. Have the services you received helped you deal more effectively with your problems?	yes, they helped me great deal 9	yes, they helped me somewhat 4	no, they really didn't help 2	seemed to make things worse. 1
7. In an overall general sense, how satisfied are you with the services you received?	very satisfied 8	mostly satisfied 4	mildly satisfied 3	disappointed 1
8. If you were to seek help again, would you come back to this program?	no, definitely not 0	no, I don't think so 1	yes, I think so 4	yes, definitely 11

h) Additional Comments by Parents

Comments from the parents were varied and most of them were positive. One respondent felt that there had been excellent cooperation between the school and the LYFS counsellor in trying to deal with her granddaughter. Another parent indicated appreciation for the fact that a family could get immediate help from LYFS instead of waiting several months. Another parent commented that the fact counsellors were willing to work at nights was extremely helpful to working parents. One parent stated that she thought LYFS was an excellent service but thought it was too bad she hadn't know about it until her son got into trouble with the police. She commented "people should be able to seek help .. before things get really out of hand".

Negative comments about LYFS were fairly consistent. One mother commented that the counselling sessions had not been regular enough in order to affect any change in her son's behaviour. Two other mothers commented that after counselling was terminated they had encountered new or recurring problems and would have liked more counselling. They both stressed that a check-up from the counsellors would have helped them. One youth had been referred to an alternate school program which hadn't worked out. The parents now wished they had received direct counselling from LYFS. The other parent commented that her son's problems at school had intensified after counselling had been terminated. "It was then that they really needed help", she commented.

2. Community Satisfaction Questionnaire

The community satisfaction questionnaire was sent to the principals of twenty-three elementary schools, four junior secondary schools, the Supervisor of Special Services, Langley School District and the directors or supervisors of six social service community agencies. Responses were obtained from seventeen of the elementary schools, two of the junior secondary schools, the Supervisor of Special Services and four community agencies (Ministry of Health, Preventive Nursing Service; Langley Probation & Family Services; Langley Community Services and The Ministry of Human Resources, Langley office). The responses from school principals and the Supervisor of Special Services were summarized and evaluated in terms of ten issues. These responses are presented below.

Issue 1: Do the schools have a juvenile delinquency problem?

Both of the junior secondary schools and thirteen (76%) of the elementary schools stated that they frequently had to cope with juvenile delinquency and general problem behaviour at school. Four (24%) elementary schools indicated they had no problem. The Supervisor of Special Services stated that they frequently have behavioural problem children referred to their department for psychological assessment. When long-term counselling and family intervention is requested, they refer the child to outside agencies. This is required for 20 to 30 students per year.

Issue 2: Are the schools aware of Langley Youth and Family Services?

Both of the junior secondary schools and nine (53%) of the elementary schools said they were fully informed about LYFS, its goals

and activities. Eight (41%) elementary schools indicated they were aware of the program, primarily as a result of a presentation given by the director of LYFS at one of the annual principal's meetings. The Supervisor of Special Services stated that she was fully aware of the LYFS emphasis on delinquent, and pre-delinquent behaviour, and its emphasis on family counselling as a method of delinquency intervention.

Issue 3: Do the schools make any referrals to LYFS?

One junior secondary school and eight (47%) of the elementary schools said they frequently make referrals to LYFS. Another seven (41%) elementary schools and the other junior secondary school said they made referrals occasionally. Two elementary schools stated that they had never made any referrals to Langley Youth and Family Services. The Supervisor of Special Services stated that they refer approximately two students per month through their department. She stated that school principals refer additional students directly.

Issue 4: How successful are the referrals?

Seven (41%) of the schools that had made referrals to LYFS felt that each case referred had been dealt with successfully. Six schools felt that all the cases they had referred had been handled with moderate success. The remaining schools felt that intervention had been unsuccessful in the occasional case but that most of the other cases had been successful or were as yet unresolved. The Supervisor of Special Services commented that LYFS assisted greatly in developing behavioural controls for the child in the classroom and that it was useful to involve the family.

Issue 5: Do the schools want to make more referrals to LYFS? If yes, what are the reasons preventing more referrals?

Five of the elementary schools and one of the junior secondary schools explicitly stated they had frequently wished to make more referrals to LYFS. The junior secondary school was prohibited from referring all the cases they wanted, usually because the youth was too old. The elementary schools complained that they were unable to make more referrals because the parents were unwilling. Several elementary school principals also commented that they often limited their referrals because the LYFS staff were already too busy. The Supervisor of Special Services stated that they restricted referrals (approximately one per month) because they felt the LYFS staff were too busy to take on more cases and provide adequate follow-up.

Issue 6: Is there contact with LYFS after a referral is made?

Five of the elementary schools and one junior secondary said they had frequent contact with LYFS. Seven other elementary schools and the other junior secondary school said they had occasional contact. Three elementary schools said they had no contact with LYFS after a referral was made. (Two schools had no contact because they had made no referrals). The Supervisor of Special Services stated that her department maintained regular contact with LYFS about a case through their staff of psychologists and through the school principals.

Issue 7: How is information exchanged between LYFS and the school?

Most of the schools indicated they usually had informal contact with LYFS by telephone. Five of the elementary schools and one junior secondary school stated that information was frequently exchanged

through personal visits, letters and by telephone. The Supervisor of Special Services stated that they maintain regular and direct contact with LYFS by telephone in order to expedite the referral process. Additionally, a special services psychologist, school staff and LYFS staff will sit down together regularly to confer on a case and monitor the child's school progress.

Issue 8: How satisfied are you with the LYFS program?

This was an open-ended question. The researcher scored the responses on a five-point scale from 'very satisfied to very unsatisfied'. Five of the elementary schools and one of the junior secondary schools indicated they were very satisfied with the LYFS program, since LYFS has been able to help them with problem youths in their school. Eight of the other elementary schools and the other junior secondary schools were moderately satisfied. Only two elementary schools indicated they were slightly unsatisfied with LYFS. (Two other elementary schools were not scored as they had made no referrals to LYFS). The Supervisor of Special Services indicated their department was very satisfied with services offered by LYFS.

Issue 9: What complaints do you have about LYFS?

The most consistent complaints or negative comments about LYFS were that the amount of feedback and on-going, continuous contact with the schools was inadequate. They also stated that the staff was too busy and overloaded to deal with all the referrals that the schools would like to make and there was not enough follow-up done on the family after the case had been closed. One principal commented that LYFS needed more telephones as the lines were always busy when he

tried to call. He also commented that usually the school had to take the initiative in order to maintain contact with LYFS about a case. Another principal commented that it was difficult to get parent approval and that he would like to refer directly to see if LYFS could then persuade the family to accept help.

Issue 10: What are the strengths and positive features about Langley Youth and Family Services?

There were a number of positive comments made about LYFS. There were frequent comments made about the effectiveness of the service, the competence of the staff, and the close working relationship between schools and staff, the promptness of the staff in responding to a referral, and the cooperation, empathy and support from the LYFS staff. Occasional mention was made of the fact that the support of the RCMP and the community helped to make LYFS an effective service. All school principals who responded to the questionnaire and the Supervisor of Special Services indicated they thought LYFS provided a necessary service in the community and they hoped it would continue and expand in their community.

Summary of Responses from Langley Community Social Service Agencies

The Ministry of Health Preventive Nursing Service, the Langley Probation Office, Langley Community Services, and Ministry of Human Resources - Langley Office (MHR) all indicated they had frequent and close contact with LYFS. The Nursing Service, Human Resources and Langley Community Services frequently make referrals to LYFS on cases that require family counselling. In particular, Human Resources stated they frequently refer teenagers who run away from home due to

communication problems in the family. Langley Community Services stated they frequently participated in a co-counselling arrangement with LYFS - "LYFS staff concentrating on the family unit as a whole and our (counsellor) concentrating on the individual". The probation office occasionally refers young delinquents to LYFS when they feel family counselling would be beneficial. Frequently, an offending juvenile has already been in contact with LYFS. The probation office therefore stated that they like to work with LYFS in a cooperative effort to deal with the youth's behaviour.

All three agencies indicate that communication between themselves and LYFS is extremely good, that it is open, continuous and relatively informal. All agencies stated feedback, information exchange and case consultation was immediate and effective. Langley Community Services emphasized that no confidential information about a client was exchanged without the client's prior approval. Only Human Resources indicated that there were any problems in their relations with LYFS. The director of MHR stated that LYFS staff were often unable to inform them that MHR intervention was needed until the family or youth was already in a crisis situation. In this instance, MHR would be unable to respond immediately because their bureaucracy required that they carry out an independent assessment of the individual. The director indicated that this problem could be alleviated by getting MHR involved earlier (before the situation becomes a crisis where MHR intervention is necessary) or by having MHR recognize the assessment abilities of LYFS staff so this step can be by-passed to facilitate immediate MHR intervention. In summary, these four community agencies

have considerable praise for LYFS, particularly for the two counsellors operating the service, stating they provide a necessary and supportive resource in their community.

The supervisors or directors of all four agencies stated that LYFS's success was primarily due to its ability to provide immediate relief to families and youth, and to utilize all community resources without being hampered by rigid bureaucratic procedures. They expressed concern that LYFS be allowed to operate with maximum flexibility and freedom to fill the social service gaps in the community. All agencies indicated that LYFS should be expanded to deal with older juveniles.

### 3. Other Side-Effects or Benefits of the LYFS Program

The director and assistant director of LYFS felt their program had other benefits in addition to resolving family problems and helping families and youths cope better. Some of these benefits to the community and to youths and families are indirect side effects of the program. They were not specified or intended to be program objectives. One of these side-effects of the program is the fact that police 'down-time' is reduced. Down-time is the amount of time that a police officer is tied up while dealing with a case. This includes time during the initial investigation as well as time spent in court or completing additional forms (for processing the youth through the justice system). By referring a juvenile directly to LYFS the police officer had more time available to investigate more serious criminal or civil complaints. Another side effect of LYFS staff's close involvement with families and the community is the increased public

awareness and education about the relationship between family problems and delinquency and about the community's role in preventive intervention of juvenile delinquency.

#### 4. Limitations of the Impact Analysis

Most client satisfaction questionnaires depend on the clients' self-report retrospective memory of the problems they were experiencing prior to referral to a program, how they felt at that time and whether the problems they had or their feelings about them have improved.

Retrospective self-report measures, however, are considered to be an inadequate method for assessing the impact of a program on clients and on a community. The measures are considered to be highly contaminated by personal biases, poor memory of past events and by one's state of mind at the time he or she is responding to the questions. For example, if a person's present life situation is highly stable and positive then the individual may fail to remember the depth and severity of problems he or she was experiencing a year prior to referral to the LYFS program, or remember whether these problems were changed or influenced by the counselling received. Likewise, a very depressed and highly disruptive current situation can exaggerate a person's perception of the severity of previous problems and influence his or perception of the amount of help received from LYFS.

It is generally considered that the most reliable and valid method for assessing program impact or effectiveness is to make use of objective measures in which directly observable or recordable data are collected prior to treatment, immediately following treatment and a

year to two years following treatment, (i.e., prospective pre-test/post-test design). When self-report measures are used in order to assess impact on client attitudes, it is generally accepted that this data should also be collected in a prospective pre-test and post-test design.

Howard (1980) suggests in a recent article, however, that the prospective pre-test/post-test self-report design may in fact be more invalid than the retrospective pre-test/post-test assessment. He presents evidence to show that clients' perception of events and of themselves prior to receiving treatment is referenced to a different standard of knowledge base than when they have completed the treatment or program. He shows that clients typically underestimate or overestimate the severity of their problems at the beginning of counselling while after counselling or treatment they are more likely to assess their problems more accurately. In the case where problems have been underestimated the prospective self-report test could show no change between the pre and post-test attitude assessment when in actual fact there was improvement. In the retrospective self-report method the client is using the same standard to judge his or her problems and how much they changed or improved as a result of the counselling received. The retrospective self-report measures, therefore, may be more valid than researchers have thought, at least in comparison with prospective self-report assessments.

Self-report assessment of the problems a person is experiencing whether prospective or retrospective, is not highly correlated with objective (observer ratings) measures of the relevant behaviour or

concept (Nisbett & Wilson, 1977). But it may be that persons' perception of the problems they are experiencing and their perception of how well they are coping with these problems is a better predictor or indicator of their overall psychological state and of the long term emotional effect on the family than the so-called objective measures of behaviour. It is not possible to arrive at a definite conclusion about this issue at the present time, but it does appear that a reasonably strong case has been put forth to consider the retrospective client self-report satisfaction responses and the community satisfaction responses as at least reasonably valid indicators of the general impact and successfulness of the program. Of course, to further validate the general trend or consensus indicated by these satisfaction measures it would be necessary to objectively pre-test and post-test a youth's behaviour and academic performance at school, the amount of parent-child and marital conflict, the level of self-esteem and so on; that is, all the variables specified as objectives of the program.

A final point that must be raised concerns the small number of clients sampled in the satisfaction survey. The attitudes of these clients may not be representative of the attitudes and feelings of most of the other clients who have been referred to LYFS. Limited time to complete the study prevented the researcher from surveying a larger sample of LYFS clients. Nevertheless, there is limited evidence available to suggest that the sixteen families surveyed are representative of the larger population. As previously reported, biographical and treatment data on the characteristics of the

surveyed group were very similar to the characteristics of the total population. Hopefully, the attitudes of the surveyed clients are also representative of the attitudes of the total client population.



CHAPTER VI: COMPARISON WITH KELOWNA YOUTH & FAMILY

SERVICES AND BURNABY YOUTH SERVICES

A. INTRODUCTION

A model or standardized program is designed with specific goals and objectives, types of services, an identifiable target population and with a specific administrative and organizational structure. However, when program staff are selected and the model or standardized program is implemented to address the needs of a particular community, many idiosyncracies emerge. The implemented program may resemble the model program on the surface but in fact be quite different in a number of areas.

This is what happened when the Langley Youth and Family Services program was taken as a model program and implemented in the communities of Kelowna and Burnaby.

Langley Youth and Family Services (with its historical roots in Burnaby) was the first program of its kind in British Columbia. The main features of this program can be summarized as follows. It is conceptualized as a short-term youth and family counselling program for delinquent and potentially delinquent youths to prevent or reduce juvenile crime in the community. The program is operated by social workers but is attached (and accountable) to the RCMP detachment in that community. The program is based on the philosophy that one can identify underlying family disturbances and youth personal problems that may be facilitating the youth's problem or delinquent behaviour in the school, community or home. It is believed that alleviating or remedying these underlying conditions will result in a prevention,

reduction or a cessation of delinquent behaviour. The target population for this program therefore is the ten to thirteen year-old youth, engaging in first-time or minor delinquent behaviour (e.g. shoplifting, vandalism, alcohol and drug abuse), or characterized as having a behaviour problem as indicated by runaway behaviour, school truancy, unmanageability in the home, curfew violation, unmanageability in the classroom, etc.

The Langley Youth and Family Services Program opened its doors in March 1977. (A similar predecessor program operated in Burnaby from March 1975 - February 1977. Although, the same counsellors were involved in both programs, very little information is available on the early Burnaby program and therefore no comparison can be made between these two programs). In July 1979, the City of Kelowna, B. C. (approximate pop. = 62,000) and the Kelowna RCMP detachment began to operate its own youth and family services program. In February 1980 the Municipality of Burnaby (pop. = 139,000) reinstituted another Youth Services Program. The director and assistant director of Langley Youth and Family Services and a former officer-in-charge of the Langley RCMP detachment (responsible for initiating the Langley program) played a significant role in the planning and development of these other juvenile crime prevention programs in other communities.<sup>1</sup> Therefore, in the early planning stages, Kelowna Youth & Family Services and Burnaby Youth Services were consciously modelled after the Langley Program.

<sup>1</sup> A number of other cities and communities in British Columbia (Sannich and Richmond, B.C.) are presently in the early stages of setting up their own juvenile crime prevention programs.

The result of these influences is that all of the programs possess the same general features descriptive of the Langley program. That is, they are similar in terms of their philosophical foundations, their goals and objectives, the type of services, the target population and the organizational and administrative structure. But, the programs operate in different types of communities and, as a result, differ from each other in terms of client characteristics and treatment strategies. A cursory analysis of existing data on these programs has revealed some fundamental differences that significantly shaped the development of the programs and will have an important effect on the daily operation and success of the programs.

This section of the report will first describe general areas of differences and similarities between the Langley, Burnaby and Kelowna programs, and will then comment on the significance of these differences for the future operation and effectiveness of the programs.

At this point of analysis, the Langley program has been operating for three and a half years and has received a total of 725 referrals. The Kelowna program has been operating 12 months and has received 160 referrals. The Burnaby program has been operating for six months and has received 123 referrals.

## B. COMPARATIVE ANALYSIS

### 1. Goals and Objectives

The Langley, Kelowna and Burnaby programs all have a primary goal to prevent or reduce juvenile delinquency in their communities by resolving family and youth problems that may contribute or precipitate involvement in delinquent activities. In order to resolve family

difficulties, all staff in each program are concerned with improving family communication patterns, improving a youth's sense of self-esteem, teaching a youth to recognize the consequence of his negative behaviour, modifying the negative behaviour in the home, school, or community, and teaching parents how to more effectively manage and appropriately discipline their child.

All three programs have a second major objective which is to promote and maintain the utilization and cooperation of social services and other resources in the community to meet the needs of youths and families. The Langley and Kelowna staff are particularly concerned about facilitating and actively coordinating the delivery of new community resources to families and youth. The Burnaby Youth Service counsellors are more concerned with making effective utilization of existing resources in Burnaby. (Burnaby is a much larger community than either Langley or Kelowna and therefore has more social service resources already available to the community.)

Each Program also has minor objectives. Kelowna Youth & Family Services (KYFS) wish to play a role in identifying and assisting in the resolution of school-related problems for pre-delinquent and delinquent youths, and is concerned with assessing and correcting the parenting techniques of families unable to manage their child's behaviour. Langley Youth and Family Services and Burnaby Youth Services are concerned with the same objectives, but in a much less formal manner. All three programs are concerned with establishing an effective working relationship with the police. LYFS has, however, a specific objective to increase the knowledge and improve the ability

of the RCMP officers in this community to cope with family and youth crisis situations.

These slight differences in the goals and objectives of each program are reflected in the range of services and types of counselling provided.

## 2. Types of Services

All three programs provide individual youth and family counselling. In addition, Langley Youth and Family Services provide marital counselling and a crisis intervention service. Kelowna Youth Services provide job counselling to some youths and group counselling for parents. They also operate a 'parent effectiveness training course' for parents unable to manage their child's behaviour. The counsellors from all three programs perform an active role in coordinating inter-ministerial case consultation conferences and school conferences to deal with problem youths in their community. In addition, Burnaby counsellors arranged and coordinated a province-wide workshop on delinquency prevention and family and youth service programs.

All three programs work closely with the RCMP in the community. Langley Youth and Family Services, in particular, attempts to facilitate this by providing an orientation course for new RCMP officers on juvenile delinquency and the role of the LYFS program. The LYFS staff also conduct annual workshops on juvenile delinquency, family and youth crisis intervention and family counselling.

The counsellors of all three programs participate in community, police and social service agency activities and meetings dealing with juvenile delinquency problems in their community.

Langley and Kelowna counsellors also have close involvement in school matters. In Langley, this was necessitated by the fact that there are no counsellors in the elementary schools. Burnaby is not as involved with the schools as the Burnaby School District is very large and has considerable resources of its own to draw upon.

## 3. Administrative, Funding and Organizational Structure

All three programs operate as a department or a crime prevention service component of the RCMP detachment in their community. The Langley and Kelowna programs are directly accountable to the officer-in-charge of their RCMP detachment. The Burnaby program is directly accountable to the head of the crime prevention unit and indirectly accountable to the officer-in-charge.

All three programs are funded in part or fully by their city or municipal councils, and are indirectly accountable to these bodies. Langley and Kelowna play major roles in reporting to their city councils. Burnaby does not play an active role, but instead, reports to a supervisor in the RCMP detachment, who reports to the Burnaby Municipal Council. Kelowna is supported completely by its city council. Langley is primarily supported (in a cost-sharing arrangement) by the Langley City Council and Langley Township Council, with supplementary funds provided by the B.C. Ministry of Attorney General. The Burnaby Youth Services is funded in a 4-year cost sharing arrangement between the Burnaby Municipal Council and the Ministry of Attorney General. (The percentage of government funding decreases from 75% to 0% for each year of operation).

The director and assistant director of the Langley Program are not municipal employees (the secretary/clerk, although, is a municipal employee). They are hired as consultants under a specific contract with the Langley City and Township Councils to provide a family counselling service to pre-delinquent and delinquent juveniles at a specified cost of operation per year. The Councils can not request or demand changes in the operating structure or procedures of LYFS without the full agreement of the director and assistant director of the program and a new contract agreement. Conversely, the director and assistant director are not able to change the types of services they are providing without violating the terms of the contract. Similarly, the Kelowna counsellors are hired under a specific contract with the Kelowna City Council to provide a family counselling program for pre-delinquent and delinquent offenders.

The Burnaby program operates differently from the Langley and Kelowna programs. The Burnaby staff are municipal employees hired to operate a family counselling service in conjunction with the RCMP detachment in their community. The Municipal Council can modify the program structure and procedure as it sees fit. The duties, salaries and working conditions of the program staff are dictated by the general employment rules and conditions that exist for all municipal employees. The Burnaby Municipal Council is committed to fund the program for a specified period of time, but is not committed to maintaining the present program structure or staff. The Langley City and Township Councils and the Kelowna City Council, however, are

committed to maintain both the present program counsellors, as well as the type of service they are providing, since these two individuals have been hired on contract as consultants to provide this service to the community.

The Langley program and the Kelowna program pay for and are responsible for carrying out all the administrative functions of their operation (which are budgeted into the contract). In Burnaby, however, the administrative costs of the program are built into the budget but the activities are performed by the administrative staff of the RCMP detachment.

At the program operation level, all three programs operate with two counsellors and a clerical person (a secretary/office manager). All three programs have arrangements to utilize additional resources and personnel in the social service community.

#### 4. Program Operating Procedures and Objectives

The three programs operate in much the same manner. They accept referrals from the police, probation, schools and all social service agencies. In addition, Kelowna accepts referrals from court, and Langley accepts referrals from store security officers. Kelowna and Burnaby encourage parents to directly refer themselves or their child. Langley, on the other hand, accepts parents or self referrals only if another agency, or the schools or the police have been in contact with the family and have recommended to the family that they contact LYFS. (Under exceptional circumstances, LYFS has accepted self-referrals.)

All three programs have specified that their target population is the twelve year old pre-delinquent or first-time delinquent juvenile. When the ages of youths referred to each of the programs were examined, it was found that in fact the average age of youths referred to both the Langley and the Burnaby programs was approximately twelve years (see Table 11). The average age of youths referred to the Kelowna program ( $13\frac{1}{2}$ ), however, was a little higher. Thus, it appears that Kelowna Youth and Family Services is counselling a greater percentage of older adolescents.

Another procedural objective for all three programs is to provide intensive short-term family counselling for approximately three months. Data was obtained on all the 725 clients referred to Langley over 3 1/2 years, the 160 clients referred to Kelowna over 12 months and the 123 clients referred to Burnaby over 6 months (see Table 11). From this analysis, it was determined that at both the Langley and the Kelowna programs, counselling had been provided to most of the clients referred to the programs (84 and 89 percent, respectively). At LYFS, counselling was provided, on the average, longer than three months (4.4 months). Despite this apparent difference in overall average length of counselling, the percentage of clients at both Langley and Kelowna who required two to four months of intensive counselling (as consistent with the program objectives) was approximately the same (33 and 32 percent, respectively). It appears that Langley has a greater number of clients who require long-term counselling and Kelowna has a greater number of clients who required brief counselling of two or three sessions.

The program at Burnaby Youth Services is somewhat different from both Langley and Kelowna. Of all clients referred to Burnaby in the first six months, 15% required brief counselling of one or two sessions and 15% required short-term intensive counselling of one to four months. With only 30% of its referrals requiring counselling, the average length of treatment provided (2 weeks) is very short compared with the average length of treatment at Langley and Kelowna. In addition, the percentage of clients who required two to four months of counselling (11%) is much lower than for Langley and Kelowna. Most of the clients referred to Burnaby Youth Services required only advice or information (32%) or were referred elsewhere to a more appropriate agency (25%).

Although the Burnaby program was initially designed to be a short-term counselling program, it appears that the needs of the community and of the families referred to its program were quite different from Langley and Kelowna (at least for the first six months). It appears that the reasons for which youths and families were referred to the program were minor enough that families could handle the situations themselves and only needed some professional advice or the situations were severe enough that they warranted long-term, intensive intervention. It may also be that the type of youths and the families that would benefit most from short-term intensive counselling were not being identified by the referral agencies (the police, schools, social service agencies). With time, more of these type of clients may be referred to the program. (Preliminary results obtained from a more extensive evaluation of Burnaby Youth Services presently being conducted indicate that this

might be the case. A higher percentage of clients are now requesting short-term counselling.)

Another area in which there are some differences between the programs concerns the hours of operation and whether or not the program counsellors are 'on call' to police, schools and agencies to deal with youth and family problems. All the programs are the same in that all counsellors conduct their counselling principally on a 9:00 to 5:00 working day basis, with one or more counsellors providing occasional evening counselling to working parents. All counsellors conduct counselling in the home as well as at the office. Counsellors at all three programs work closely with the police and often 'ride-along' in police patrol cars to develop better communication between the police and the counsellors. Where the programs are different is in weekend and 'on call' work. Langley and Kelowna counsellors attempt to provide a 24-hour, on-call service to the police and to clients. (In Langley, car telephones and beepers are used to facilitate this action.) Burnaby counsellors do not provide a 24 hour on-call service as the emergency service office of MHR is located near by and the RCMP have not indicated that they need assistance in addition to what is provided already by emergency services.

##### 5. Client Characteristics, Source of Referral and Action Taken With Clients

Table 11 presents summary comparative data for the three programs on the average number of clients referred each month, the sex and average age of clients, the reasons for referral, the sources of

referral, the type of action taken on a referral, the average length of treatment and the percentage of clients counselled for two to four months.

Table 11: Comparison of Langley Youth & Family Services, Kelowna Youth & Family Services and Burnaby Youth Services on Client Characteristics, Source of Referral and Type of Action Taken With Clients.

	Langley (N=725)	Kelowna (N=160)	Burnaby (N=123)
1. Average # of clients referred per month	17.2	13.3	20.5
2. Average age of juveniles referred	11.2*	13.6	12.9**
3. Percentage of males referred	63.4	63.2	75.6
4. Percentage of clients referred for a behaviour problem	53.4	55.6	25.2
5. Percentage of clients referred for committing a delinquent act	46.6	44.4	74.8
6. Percentage of clients' referred for theft under \$200 (shoplifting)	23.7	25.1	47.2
7. Percentage of referrals from police	46.5	51.5	74.8
8. Percentage of referrals from parents	16.0	18.7	8.1
9. Percentage of referrals from schools	15.4	7.6	6.5
10. Percentage of referrals from agencies	7.6	17.5	4.9
11. Percentage of referrals counselled	84.0***	88.9***	15.4
12. Percentage of referrals - advice information only	unknown	unknown	31.7
13. Percentage of referrals - brief service only	unknown	unknown	15.4
14. Percentage of referral - referred elsewhere	2.2	3.5	25.2
15. Percentage of Cases reopened	9.9	4.1	8.1
16. Average length of treatment - (in weeks)	18	5	2
17. Percentage of client receiving 2-4 months of counselling	33.0	32.4	11%

\* This figure is calculated on total number of juveniles referred to LYFS (N=626)

\*\* This figure is calculated on total number of juveniles referred to BYS (N=115)

\*\*\* These percentages of clients counselled may include cases in which only brief service or information was required (see page 113 for further discussion).

C. SUMMARY

The juvenile crime prevention programs set up in Langley, Burnaby and Kelowna are remarkably similar in terms of structure, goals and services. The differences that have emerged between the programs are primarily in the area of length of treatment, the percentage of referrals from the police, the percentage of delinquent offenders referred and the percentage of clients requiring counselling. These differences are likely an indication of different community needs, differences in the characteristics of clients, differences in the number of additional resources available in the community, the different personalities of the program staff, different counselling strategies and the different length of time that each program has been operating in the community.

The most significant differences that were observable in this cursory analysis of Burnaby and Kelowna are:

- (1) that Kelowna has a slightly greater proportion of youths over 13 years of age referred to its program than do Langley or Burnaby;
- (2) that Burnaby has a slightly higher proportion of boys relative to girls referred to its service than do Kelowna or Langley;
- (3) that most of the youths referred to Burnaby have been apprehended by the police for a delinquent offence, whereas only half of the clients referred to Langley and Kelowna have been apprehended by the police for a delinquent offence;

- (4) that Langley and Kelowna operate a 24-hour on-call crisis intervention service for police and clients whereas Burnaby does not;
- (5) that Langley receives twice as many referrals from school principals and counsellors than do either Kelowna or Burnaby;
- (6) that Langley and Kelowna provided intensive counselling to over 80 percent of their clients whereas in Burnaby only 30% of all clients referred to the program required some type of counselling. Burnaby refers 25% of its referrals elsewhere for more intensive long-term counselling and provides information and advice to another 32% of all clients referred to the program;
- (7) that, on the average, Langley provided counselling for a much greater period of time than did either Burnaby or Kelowna. However, approximately one third of all clients of both Langley and Kelowna required two-to-four months of counselling. Only a few clients referred to the Burnaby program required short-term intensive counselling for a period of two-to-four months.

In summary, one could characterize the Langley program as a short-term to medium length counselling program for non-delinquent behaviour problem children as well as delinquent offenders referred by the RCMP. Most of the youths referred to the program are ten to twelve years of age. The data for Burnaby in the first 6 months dictated the other extreme, that the requirement was for more referral

and information/consultation services to the police and to families. Most youths referred to Burnaby were in the twelve to thirteen year age range and had committed a minor delinquent offence, therefore requiring very little intensive counselling. Most families requested only advice from program staff or needed to be referred to a more appropriate service available in Burnaby. The Kelowna program can be characterized as a direct service counselling program, similar to Langley in some aspects and more similar to the Burnaby program in other aspects.

It is impossible to determine from this analysis how critical are these differences between Langley, Kelowna or Burnaby for program effectiveness. If the differences simply reflect the different needs and characteristics of the different communities then all three programs could be highly successful. If, however, these differences reflect idiosyncratic differences between program staff, or differences in counselling strategies then it is possible that one or other of the programs may not be effectively meeting the needs of clients and the community. A more extensive analysis of the Burnaby and Kelowna programs and of their respective communities needs to be undertaken before this can be determined.

#### CHAPTER VII: CONCLUSION AND DISCUSSION

Langley Youth and Family Services is a family counselling program for predelinquent and first-time delinquent offenders. The primary objective of the program is to resolve underlying youth and family problems that may be predisposing or precipitating a youth's involvement in delinquent activities.

An evaluation of Langley Youth and Family Services was undertaken by the B.C. Ministry of Attorney General for two primary purposes: (1) to assess whether the program was effectively and efficiently meeting the needs of its clients and the needs of the community, and (2) to determine whether the program was procedurally operating in a manner consistent with the expectations of the program staff. In addition it was hoped that through the evaluation it would be possible to identify critical features of this juvenile delinquency prevention program that were essential for program effectiveness. This information would be of tremendous value to program planners and policy makers in making decisions about the development and implementation of juvenile crime prevention programs. Most importantly, the information gathered in this evaluation would assist the program staff to monitor and modify their program in order to ensure optimum benefit to youths and families.

An issue central to the design of the evaluation study concerned the use of recidivism rates as a criterion for evaluating the effectiveness of a family counselling program aimed at behaviour-problem, pre-delinquent and minor delinquent youths. While recidivism rates are a useful measure for assessing program success



(when systematically and properly recorded for an extended, two-to-three year period of time following counselling), it should not be the only or principal criterion. Many of the youths referred to LYFS have not committed delinquent offences, although they may have severely problematic behaviour in the school or the home. There is no assurance that even without counselling intervention these youths would have become involved in delinquent activities. Any program helping these youths and their families must be evaluated in terms of whether the problems that initiated referral have been resolved, not whether the youth commits a delinquent offence following counselling. The use of recidivism is not an appropriate criterion to evaluate program success even with youths referred for a delinquent offence. Most first-time delinquent offenders will not commit a second offence (or possibly, will not be apprehended a second time) even if there is no intervention. But that is not to say that the underlying problems that may have precipitated the youth's delinquent acting-out behaviour have been resolved or have disappeared. Any program providing counselling for these youths and their families must also be principally concerned with addressing and resolving the underlying personal and familial problems, not whether the youth is apprehended a second time.

Central to this issue concerning the selection of an appropriate criteria of the program effectiveness (i.e. reduced recidivism rates and resolution of family and youth problems), is an issue concerning the durability and stability of program effects. While the program may successfully resolve family problems and inhibit youth involvement

in delinquent activities in the short run (the first three-to-six months), in the long-run (one-to-two years later) rates may climb and the family problems may return. To determine this, follow-up assessments and a check of police juvenile records two-to-three years following counselling should be conducted.

Another related issue concerns establishing and assessing the community's criterion for program success. The RCMP, the social workers, the school counsellors and principals, the community health nurses, store owners and security officers, probation officers and the families themselves, may all have quite different ideas of how the Langley Youth Service Program helps them. Families may not be concerned principally with resolving all their problems or preventing their child from becoming heavily involved in delinquent activities. Rather, they may be more concerned with having someone to talk to or with finding means to cope better with their problems. The police may value the program because it reduces the amount of time they need to spend investigating and closing the file on delinquency offences or the program may relieve the frustration and sense of helplessness police feel when a youth commits a delinquent offence and is not penalized or given treatment in any way. (Typically, when youths are charged, the courts turn them over for supervision by probation.) Schools and social service agencies may appreciate having a place to refer youths and families that require short-term intensive counselling. Schools can then continue to deal primarily with only academic problems and the social service agencies can devote their energies to severely disturbed youths and adults.

In light of these issues and a number of other factors methodologically constraining the study, the evaluation study was designed primarily as a non-experimental process analysis with limited assessment of client and community impact. No attempt was made in the evaluation study to experimentally test whether the program was achieving its objectives; that is (1) whether the program (as opposed to no intervention strategy) was successfully resolving family and youth problems, and (2) whether the program was effectively preventing or reducing youth involvement in delinquent activities.

The study involved describing and analyzing the program goals and objectives, the program operating procedures, the type of services provided, the needs and characteristics of the referred population, the needs of the community (particularly of the police, schools and agencies) and the amount of client and community self-reported satisfaction with the program.

The main results are briefly listed below. Where relevant, the implications or significance of the results are discussed.

- (1) In the past, the goals and objectives of the program had not been clearly formulated and clearly stated. The present evaluation, however, determined that there were three primary objectives for the program, (a) to resolve family and youth interpersonal problems that may be contributing or predisposing youths toward juvenile delinquency, (2) to maintain effective communication and cooperation with other community agencies in the delivery of services to families and youths referred to LYFS, and (3) to assist police to

become more knowledgeable about family dysfunction.

- (2) Langley Youth and Family Services directs its services to families with pre-delinquent and minor delinquent youths under 13 years of age (older children with non-delinquent problem behaviour are also accepted).
- (3) Langley Youth and Family Services carry out the following activities with clients or in the community: family and individual counselling, home visits, 24 hour on-call crisis response to police and clients, marital counselling, one-on-one child care counselling, behaviour modification programs, juvenile delinquency and counselling information workshops for police officers, information/advice to parents and the community and case consultation with parents, agencies and schools.
- (4) The Program staff find the environmental conditions and the administrative/accountability structure of the program extremely satisfactory. According to program staff, the financial resources for the program are adequate, their contract agreement with the Langley City and Township Council and the RCMP allows them maximum autonomy and flexibility to work effectively, the police and community are highly supportive and cooperative, there are substantial resources available to them for referral or advice and there is a close working relationship between LYFS and all community social service agencies or institutions.

- (5) In their contract with the Langley City and Township Council (the principal funders,) it is specified that Langley Youth and Family Services is directly accountable to the Officer-In-Charge, Langley RCMP. The program staff find that this organizational structure assists them in the task of establishing a close working relationship with police officers who are having to deal with juveniles. There was no indication from the social service personnel in Langley that they thought LYFS's direct connection with the RCMP impeded their acceptance in the community as a family counselling program for all parents and youths irrespective of any involvement in actual delinquent offences.

These findings are pertinent to a discussion of the larger issue of whether all delinquency prevention in other communities should be administratively connected with the police detachment in their community or whether the program should be accountable to a community board composed of representatives from social service agencies, police and schools. This issue is not easily resolved in one direction or the other. In most cases it depends upon the attitudes of the particular community in which the program is operating.

It is primarily important that for the program to be effective it must have a close working relationship with both the police and the social service community. If the police in the community are highly distrustful of the social

service system's ability to respond to their problems dealing with the young first-time delinquent offender, then a direct connection between the program and the police might be instrumental in breaking down this barrier. Since the program staff are social workers and are familiar with the social service system then they should be able to establish a cooperative and supportive relationship with the social service community. There is a danger that the social service community will view the program as a police program only and therefore refuse to refer non-delinquent or pre-delinquent problem youths. But there is probably a much greater danger, if the program is organizationally associated with the social service community, the police will feel the program and the counsellors will pay little attention to their needs. The program counsellors may find it extremely difficult to overcome these negative attitudes and prejudices from police.

- (6) The program staff are adequately qualified and highly motivated in their work as youth and family counsellors.
- (7) LYFS began operating March, 1977. Over a period of 3 years, LYFS has received 725 referrals at a total operating cost of approximately \$236,000. The cost per client is approximately \$325.00.
- (8) Counselling was provided to 84% of all clients referred. The average duration of treatment for those clients who have received intensive counselling is 4-6 months (most clients

receive one session per week).

- (9) The average age of juveniles referred to LYFS is 11.2 years. They range in age from 3 to 17 years. Two-thirds of the referred youths are boys. Most of the children under thirteen years of age are boys whereas the older youths are about equally divided between boys and girls.
- (10) 46.5% of the youths have been referred for committing a delinquent offence. (Approximately half of this number are shoplifting offences). The remaining youths have been referred for non-delinquent behavioural problems in the home or at school.
- (11) The Langley RCMP made approximately 46% of all referrals. Schools referred 15%. (Another 15% were parent referrals at the instigation of the schools). While most of the delinquency referrals came from the police, the police were also responsible for 29% of all non-delinquent behaviour problem referrals. It appears that the Langley RCMP were successfully attempting to identify and intervene with problem youths before these youth became involved in delinquent activities.
- (12) Contrary to popular opinion, a majority of the referred youths (58%) had stable living environments with both natural parents. Only 22% of the youths were living with a single parent.
- (13) Following termination of counselling at LYFS, 10 percent (72) of the cases were reopened for additional counselling.

Twenty-seven of these cases (4% of the total population) involved youths who had committed a delinquent offence of which twenty had previous offences. The total number of youths who had committed a delinquent offence following counselling at LYFS was not recorded. The total number of youths and families still experiencing problems or who have had a reoccurrence of problems following treatment by LYFS was also not known. No systematic follow-up of LYFS clients was conducted.

- (14) The parents of sixteen former clients of LYFS were surveyed as to their perception of the problems they experienced and whether they were satisfied with services received at LYFS.

From the responses attained, it was determined that:

- (1) most of the parents felt that they had received individual counselling for their child;
- (2) half of the families indicated that in addition they received family counselling on how to cope with their child and improve parent-child communication;
- (3) a few parents said they also received marital counselling;
- (4) the areas of greatest problem that precipitated referral to LYFS were frequent parent-child conflict and poor academic performance at school;
- (5) approximately 50% of the problems experienced by the families had improved as a result of the counselling at LYFS;
- (6) parents felt that they were coping better on 72% of all the listed problems;
- (7) all the parents indicated they were very comfortable with the program counsellors;

(8) most parents (14) indicated that their counsellor was very supportive, accepting and trustworthy;

(9) most parents (13) felt that the services they had received had helped them deal more effectively with their problems. (Only one parent noted that problems had intensified);

(10) most parents (15) indicated that they would go back to the program if they needed additional help;

(15) Questionnaires were sent to all elementary and junior secondary schools in Langley, the district supervisor of Human Resources, Langley Probation and Family Services, Ministry of Health Nursing Service and the director of Langley Community Service. All principals and social service personnel indicated they were extremely satisfied with Langley Youth and Family Services and hoped it would be expanded. Several individuals mentioned that the program staff were presently too overloaded to deal with all the youths and families in Langley that needed help.

In summary, three general conclusions can be made: (1) the program is operating successfully according to its conceptual plan; (2) there is a high degree of satisfaction from the police, schools and social service agencies that the program is meeting the needs of the community, and (3) while parents of delinquent and behaviour problem youth (sample size = 16) did not feel that all their problems were being resolved, nevertheless, most of them felt highly satisfied with the program and most felt they were coping better with their problems.

#### CHAPTER VIII - RECOMMENDATIONS

The following recommendations are made on the basis of information gathered in the evaluation study of Langley Youth and Family Services. These recommendations are the expressed opinions and observations of the principal researcher and therefore they should not be considered to represent the official view of the Ministry of Attorney General. Some of these recommendations pertain to the particular program operating in Langley, others pertain to any juvenile crime prevention program operating in any community (specifically family counselling programs for young offenders).

1. It is recommended that the family counselling program of Langley Youth and Family Services be promoted as a low-cost approach to deal with family and juvenile problems that come to the attention of the police and other community groups. However, whether or not the program is an effective approach to prevent or reduce juvenile crime can not be determined as yet.
2. Former police and program policy statements that identified the objective of the LYFS program as reducing or preventing juvenile crime should be changed to reflect objectives specified in the present evaluation.
3. Community opinions indicate that there is a need for an increase in the number of counsellors available at LYFS.  
Several community agencies and several school principals stated that they had many more youths and families they would

like to refer to Langley Youth and Family Services. At the present time they did not make these referrals because they believed that the counsellors were already too busy. Agency staff also expressed a desire that LYFS accept referrals of older delinquent youths. The researcher does not recommend this action as older (16-18 year-old) youths with delinquent and non-delinquent behaviour problems usually require long-term intensive treatment. This would detract from the type of short-term family counselling the program staff can presently give to a large number of families with younger children. School counsellors and principals also expressed a desire for more frequent and regular feedback on the cases they had referred. Added staff at LYFS would eliminate the problem of "not enough time" and thus make it possible for the counsellors to contact the schools immediately and frequently.

4. At a minimum, systematic follow-up assessment of clients should be made by LYFS, three-to-six months following termination of counselling.

Ideally, a check of police juvenile records and family and youth assessment should be made two-to-three years following counselling. Fundamental to an evaluation of the effectiveness of a social service program is an assessment of the reason for referral, an assessment immediately following treatment (to document treatment effects), and a systematic follow-up assessment of the client at a three-to-six month interval following termination of treatment. (Where possible, even a 2-year follow-up period is advisable.) The purpose of

the follow-up assessment is to document the stability and durability of client behavioural changes and other program effects. These three assessment functions should be carried out systematically and objectively. The formality and extensiveness of the pre-assessment, post-assessment and follow-up assessment, however, can vary considerably. An assessment can involve intensive testing of all psychological, social, and intellectual functions or at the other extreme, simply involve an informal therapist assessment of the client's psychological well-being. The Langley Youth and Family Services program conducts an informal pre-assessment and an informal post-assessment of the client following counselling but no attempt is made to conduct systematic follow-up assessment of clients at a specified period of time following counselling.

5. A systematic information record-keeping system should be implemented at LYFS to facilitate on-going program monitoring and self-evaluation.

Funders and accountability boards frequently request information and summary statistics from program staff on the program's operation and its clients. This necessitates examining client files retrospectively for each separate piece of information. This type of action is extremely time-consuming and wasteful. In addition, much of the information requested is missing or incompletely recorded in the client's file. These problems can be eliminated by anticipating all information that funders, program staff and accountability

boards would want on a regular or sporadic basis and by implementing a systematic information record-keeping system to collect this information. Summary statistics can be automatically tabulated daily, weekly, monthly and yearly without any additional effort. By providing relevant information to program staff on a frequent and regular basis, two objectives can be achieved; (1) the program can be continually monitored to ensure that it is functioning properly and, (2) it can be evaluated in terms of its successfulness in achieving program and client objectives. This action would eliminate the need for expensive, external evaluations. At the present time Langley Youth and Family Services systematically records some program and client information, but this system is inefficient and inadequate for all their information needs.

6. A record-keeping system should be installed whereby LYFS counsellors can be immediately notified by the RCMP when any present or former LYFS client is brought to the attention of the police for suspected or alleged delinquent activities. However, recidivism rates should not be used as the only or primary criterion of effectiveness in the evaluation of family counselling programs for pre-delinquent and minor delinquent youths.

Previous offences, recidivism rates and first-time incidents of delinquent activities involving former LYFS clients should be recorded as one of the variables of client characteristics

and as one measure for evaluating and monitoring the effect of this type of intervention on a delinquent youth's behaviour. (Recidivisms should be systematically recorded for an extended period of time, two-to-three years, following counselling.) Although low recidivism rates are not sufficient evidence of the successfulness of an early intervention family counselling program, recidivism rates that are too high would be indicative that the program is failing in some areas. At present, LYFS is not automatically and immediately notified when a former LYFS client comes in contact with the Langley RCMP. In fact, LYFS does not systematically measure any variables that could be taken as appropriate criteria for evaluating the program's effectiveness. The selection of appropriate criteria of effectiveness for a family counselling program is discussed in the 'conclusions' section of the report.

7. It is recommended that programs like Langley Youth and Family Services should be supported by the community in which it operates in order to ensure that it addresses the needs of the community in which it operates.

The comparison of the Langley program with the Burnaby and Kelowna program indicated that the needs of a community are likely to vary considerably and that a program must be responsive to these needs. If the community is the principal funder of the program then it is more likely that they will take a vested interest in monitoring the program to ensure that it effectively serves the needs of the community.

8. It is recommended that LYFS should continue to be attached directly to the Langley RCMP detachment but should be able to report directly to both the RCMP and the Langley Council for accountability.

The evaluation study did not indicate that the program's close association with the police had any negative effects in terms of its relations with the social service community and in terms of the clients' willingness to receive counselling. In fact, it was the opinion of the program staff and police that attaching the program directly to the RCMP detachment had facilitated better cooperation and communication between the program staff and individual members of the RCMP, resulting in more referrals of juveniles and their families. Although this arrangement appears to function effectively in Langley, one should not assume it would be an appropriate arrangement in other communities and with other types of programs.

9. It is recommended that research be carried out to determine empirically whether, in general, a social service program attached to the local police detachment facilitates or impedes its effectiveness as a service for pre-delinquent and minor delinquent youths and their families.

Information is needed regarding the families and youth's acceptance of a counselling program that is attached to the police. Do they perceive the program as an "arm of the police" or as another social service available in the

community? Are these youths and families more receptive or more resistant to assistance offered by counsellors attached to the police as opposed to a situation in which the counsellors are attached to a community social service agency.

10. Program objectives and goals should be clearly specified in operational, measurable terms during the planning and developmental stages of a program.

Too often social service programs operate without any clearly stated idea of what are its objectives for clients referred to the program. Without clearly stated, measurable objectives it is impossible to evaluate whether the program is successfully serving a need in the community.

11. The needs of the community and of the target client population must be researched and documented. Program objectives and services should be directly linked to these needs.

12. Program evaluation should be conducted as part of an on-going monitoring and management information system which is built into every program during the planning and development stage.

Evaluation of program effectiveness should be conducted as part of management's on-going monitoring and supervision of program resources, clients and treatment effects. The information questions that arise from on-going program monitoring and self-evaluation must be addressed by a management information system that is built into the program during the planning and development stage.



13. It is recommended that a large-scale longitudinal research study be carried out to determine what proportion of behaviour problem youth identified in B. C. communities later commit a delinquent offence and what proportion of first-time offenders commit a second offence.

Juvenile delinquency prevention programs operate on the assumption that they are able to identify behaviour problem children that are at risk for later involvement in delinquent activities if no treatment were provided. Unfortunately even the most sophisticated prediction instruments are extremely inaccurate. A sizable proportion of identified pre-delinquents may never commit a delinquent offence with or without therapeutic intervention. And there may be a sizable proportion of youth not identified as potentially-delinquent who later become involved in delinquent offences. The size of these false positive and false negative prediction errors are important in determining the effectiveness of the early intervention prevention programs. Low recidivism rates are meaningless if in fact very few of the referred population would have continued their involvement in delinquent activities. In addition if there are a large number of youths apprehended for delinquent offences who were not identified and treated at an earlier time, then in a sense the program "has missed the boat". It would be possible to determine the size of the false positive and false negative errors for each

program by employing a randomized control group of youths who are identified as potentially delinquent but are not treated. This may not be feasible for each community program. However, by carrying out a large-scale (1,000 - 2,000 youths) study specifically investigating the effect of no intervention on behaviour problem youth identified as potentially delinquent, a constant can be derived for use in single-case evaluation studies that are unable to use control groups.

14. It is recommended that a cost-effectiveness analysis be conducted on the delinquency prevention, youth and family counselling programs in comparison with alternative approaches for dealing with minor juvenile offenders.

This cost-effectiveness analysis should take into consideration the total costs (including hidden costs associated with using outside 'free' resources) of providing services to potentially-delinquent, behaviour problem children, of which an undetermined percentage would not have later committed a delinquent offense (whether intervention had occurred or not). This cost must be balanced against the projective costs of potentially-delinquent and first-time delinquent offenders who would go on to commit many delinquent offences (possibly leading to adult criminal activity) if intervention had not occurred.

APPENDIX A

Terms of Research Agreement

Terms of Research Agreement  
for a Program Review of  
Langley Youth and Family Services

In order to conduct a program review (process evaluation) of Langley Youth and Family Services the following terms of research have been formulated by the principal researcher (Ministry of Attorney General, Research Unit) and by the program directors of Langley Youth and Family Services. The 'terms of research' specify the purpose and research methods for the review, and outline conditions for the gathering and dissemination of research data. The terms of research agreement have been reviewed and agreed upon by the officer-in-charge, Langley RCMP, representatives of the Langley City Council and by the director of the Crime Prevention Committee, Ministry of Attorney General.

I. Purpose of Review:

- (1) The principal researcher and program staff will conjointly conduct a review (often called a process evaluation) of Langley Youth and Family Services to supplement information provided in the Consultation Centre report. The objectives of this review are to accurately describe the goals, program objectives, type of services provided, client characteristics and program outcomes. This information will serve two basic purposes; 1) to determine whether the Langley program is doing what the program staff want it to be doing, and 2) to make tentative statements about program efficiency and effectiveness.
- (2) Based on information obtained in the review of Langley Youth and Family Services and based on information obtained in a similar review of Kelowna Youth and Family Services and Burnaby Youth Services, the researcher will attempt to identify critical features of the services that are essential for program effectiveness.
- (3) The researcher and Langley program staff will identify and clarify issues relevant to the development and operation of Langley Youth and Family Services that may aid policy makers in making decisions about the development and implementation of juvenile crime prevention programs. This will involve an examination of issues concerning the historical background of the program, the administration and funding operation, and the case monitoring and information management procedures.

II. Research Objectives and Procedures

- (1) Establish the goals of the Langley Services and their specific measurable objectives. (Interview program staff.)
- (2) Describe what services are provided to meet each goal and specific objectives. (Interview program staff.)
- (3) Describe the size, characteristics and needs of the population being serviced. (Code and computer analyze client information from files on sex, age, referral source, nature of program, length of treatment.)

- (4) Describe the case management procedures - identification, referral, intake, assessment, diagnosis, counselling, termination and follow-up.
- (5) Make tentative statements about program effectiveness: (Interview staff; observation; analysis of client information.)
  - a) assess the clarity of goals and objectives,
  - b) determine what objectives are presently being measured and what objectives need to be measured,
  - c) assess whether services are being provided to meet these objectives,
  - d) determine whether the target population (as stated in the objectives) are in fact the population being serviced,
  - e) determine whether the needs of the clients are being addressed by the particular services being provided,
  - f) identify strengths or weaknesses in the case management procedures,
  - g) determine the validity of the case management procedures.
    - (i) Does the process of identification pick out youths who are in actual need of the Langley Services? If not, why?
    - (ii) Are the identified population being referred to the Langley Services? If not, why?
    - (iii) Are the referred population accepted for counselling? If not, why?
    - (iv) Are the assessment procedures adequate and accurate?
    - (v) Is a correct diagnosis arrived at based on the assessment and diagnosis?
    - (vi) Are counselling strategies directly linked to assessment and diagnosis?
    - (vii) Is the case terminated at the appropriate time?
    - (viii) Is appropriate intake and follow-up information being obtained in order to measure attainment of objectives?
  - h) determine whether program objectives (those that are presently measured) are being met. (Interview staff, program statistics.)
  - i) identify other results or benefits of the services that were not specified in the stated objectives of the program. (Interview staff.)

- (6) Describe the skills and attitudes of the program staff. (Interview staff; attitude questionnaires.)
- (7) Describe the administrative structure and management procedures of the program. Identify critical issues or features that affect program effectiveness. (Interview staff.)
- (8) Assess and describe, 1) the amount of community and other agency awareness of the program, 2) the nature and intensity of interorganizational relations between the program and other community agencies or institutions, 3) the flow or network of information between the program and the referral services, and 4) community satisfaction with the program. Identify critical issues that affect program effectiveness. (Interviews; questionnaires.)
- (9) Describe the historical background of Langley Youth and Family Services. (Interview staff.)
- (10) Survey a sample of previous clients of Langley Youth and Family Services to determine their perception of changes attributable to the counselling program and to determine their degree of satisfaction with LYFS.

III. Conditions for the Gathering and Dissemination of Information.

- (1) The above stated research objectives will be pursued through the collection of data from existing records, through interviews with the program staff, the officer in charge of the Langley RCMP and other significant community persons. The program directors agree to give the researcher access to any and all written material that does not jeopardize the confidentiality of individual clients.
- (2) The program directors agree to provide all information sought by the researcher in addressing each of the objectives set out in the 'terms of research agreement'.
- (3) The program directors agree to cooperate in the collection of the data and to be available for interviewing over the period May 1, 1980 - August 1, 1980. It is expected that a report on the review of Langley Youth and Family Services will be available by the end of August, 1980.
- (4) Prior to formal circulation the report must be read and approved by program staff for the purpose of identifying and correcting any factual errors. If there are any disputes about the interpretation of data, an outside mutually designated mediator will be consulted. Langley City and Township Councils, and the Langley RCMP will also receive a copy of the report for their perusal, prior to its formal circulation.

- (5) Langley Youth and Family Services is considered by the Ministry of Attorney General to be an exemplary program. The Ministry of Attorney General acknowledges the time and energy contributed by program staff toward the research.
- (6) Any of the above terms of research can be amended upon the full agreement of the signing parties.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Principal Researcher  
Ministry of Attorney General

\_\_\_\_\_  
Ministry of Attorney General

\_\_\_\_\_  
Director  
Langley Youth and Family Services

\_\_\_\_\_  
Ministry of Attorney General

\_\_\_\_\_  
Assistant Director  
Langley Youth and Family Services

\_\_\_\_\_  
Langley RCMP

\_\_\_\_\_  
Langley City Manager

\_\_\_\_\_  
Municipal Clerk

APPENDIX B

Client Satisfaction Questionnaire  
(with covering letter)



Province of  
British Columbia

OFFICE OF THE  
DEPUTY MINISTER

-144-  
Ministry of  
Attorney-General

Robson Square  
800 Hornby Street (4th Floor  
Vancouver  
British Columbia  
V6Z 2C5

July 31, 1980

Dear Family:

Langley Youth and Family Services is concerned with helping youths and families in the best possible way. The staff of Langley Youth and Family Services is therefore working with the researcher from the Ministry of Attorney General to 'evaluate' how well Langley Youth and Family Services is helping families and to learn how to improve their program.

You can help the researchers 'evaluate' Langley Youth and Family Services by answering some questions about the services you have received. We are interested in your honest opinions whether they are positive or negative.

You were randomly chosen to be part of this study by file number only. Your name is not known to the researcher. Heather Herrington, from Langley Youth and Family Services, has phoned you to ask your permission to participate in this study. She will phone you again on to check whether you need any help answering the questionnaire. However, please feel free to contact her yourself if you have any question (Phone: 533-3030).

When you have completed the questionnaire please put it in the self-addressed stamped envelope to be mailed directly to the Ministry of Attorney General, Research Unit. Your individual answers to the questions will never be known to the staff of Langley Youth and Family Services. The researcher will never know your name and identity.

Therefore, please be completely honest in reporting your feelings about your experiences at Langley Youth and Family Services. This information will help us improve the program. Please answer all the questions. We also welcome your comments and suggestions. When you have completed the questionnaire please indicate the date in the top right hand corner of the first page.

We appreciate your time and effort.

Sincerely,

Wendy Rowe  
Research Officer

WR/jlm

Encl.

-145-

Date \_\_\_\_\_

LYFS CLIENT SATISFACTION SURVEY

Please read each question carefully. If there is a blank line(s) after a question please fill in the appropriate answer. If a question gives a number of possible types of answers, check off ( ) the answer that best describes your family or your feelings. Check only one box per question unless told otherwise. Please answer as truthfully as possible. Remember that this information about your experiences at Langley Youth and Family Services will be seen only by researchers at the Ministry of Attorney General. Langley Youth and Family Services will never know what are your answers, and the researchers will never know your name or identity.

1. Were you ever referred to Langley Youth and Family Services?

☐ Yes ☐ No

2. Check off which duration category corresponds to the amount of time you received services from LYFS.

Less than 3 months ☐

More than 3 months ☐

3. What was the date (month/year) of your last session at Langley Youth and Family Services? \_\_\_\_\_

4. Check off who is answering this questionnaire.

(1) mother ☐

(2) father ☐

(3) youth ☐ Give age \_\_\_\_\_

5. Describe the family arrangement.

(1) natural mother and father ☐

(2) natural parent and step-parent ☐

(3) single mother (separated or divorced) ☐

(4) single father (separated or divorced) ☐

(5) single parent due to death of spouse ☐

(6) foster parents ☐

(7) Other \_\_\_\_\_ ☐

6. Indicate the number of children in family. \_\_\_\_\_

7. How many of these children are less than 6 years old? \_\_\_\_\_

8. How many of these children are less than 17 years old? \_\_\_\_\_

DO NOT WRITE IN  
THIS SECTION.

Case # ☐ ☐ ☐  
Col. 4-6 ☐ ☐ ☐  
Col. 7-8 ☐ ☐

Col. 9-11 ☐ ☐ ☐

Col. 12 ☐

Col. 13 ☐

Col. 14 ☐

Col. 15 ☐

File Number: \_\_\_\_\_

Date Sent: \_\_\_\_\_ Date Received: \_\_\_\_\_

9. Check off which individual was first referred to Langley Youth and Family Services. (Check one.)

- (1) youth (female) ☐
- (2) youth (male) ☐
- (3) mother ☐
- (4) father ☐
- (5) mother & father ☐
- (6) entire family ☐

10. Who else accompanied the referred person to LYFS on one or more sessions? (Check one.)

- (1) both parents & sibling(s) ☐
- (2) both parents ☐
- (3) mother & sibling ☐
- (4) mother only ☐
- (5) father & sibling ☐
- (6) father only ☐
- (7) others (who) ☐

11. Check off which one of these problems was the primary reason for referral to LYFS. (Check one.)

- (1) problem at school ☐
- (2) runaway child ☐
- (3) child abuse ☐
- (4) marital problems ☐
- (5) other family-related problems ☐
- (6) general youth behavior problems ☐
- (7) stealing & theft under \$200 ☐
- (8) shoplifting ☐
- (9) breaking & enter ☐
- (10) drugs and/or alcohol (include glue sniffing) ☐
- (11) theft over \$200 and/or stolen property ☐

DO NOT WRITE IN THIS SECTION

Col. 16 ☐

Col. 17 ☐

Col. 18-19 ☐ ☐

- (12) arson and/or vandalism ☐
- (13) other delinquent act ☐ what? \_\_\_\_\_
- (14) other (general) ☐ what? \_\_\_\_\_

12. Who referred you or your child to Langley Youth and Family Services? (Check one)

- |  |  |
|--|--|
| (1) RCMP <input type="checkbox"/>                | (9) Doctor <input type="checkbox"/>              |
| (2) Probation Officer <input type="checkbox"/>   | (10) Neighbor or Friend <input type="checkbox"/> |
| (3) School <input type="checkbox"/>              | (11) Self (as parent) <input type="checkbox"/>   |
| (4) Store official <input type="checkbox"/>      | (12) Self (for self) <input type="checkbox"/>    |
| (5) Human Resources <input type="checkbox"/>     | (13) Other (who?) <input type="checkbox"/>       |
| (6) Mental Health <input type="checkbox"/>       |  |
| (7) Family Services <input type="checkbox"/>     |  |
| (8) Public Health Nurse <input type="checkbox"/> |  |

13. When were you referred? Month \_\_\_\_\_ Year \_\_\_\_\_

14. Did you receive counselling? Yes ☐ No ☐

15. If yes, how long did you receive counselling (give actual number of months) \_\_\_\_\_

16. If no, why not? (Check one)

- (1) inappropriate (wrong) referral ☐
- (2) referred elsewhere (who?) ☐
- (3) felt family did not need counselling/could cope by themselves ☐
- (4) felt LYFS could no nothing to help the family ☐

17. Who was your counsellor?

- Jim Smith ☐
- Fred West ☐
- Other (who?) ☐

18. Using the 1-5 scale, indicate whether you agree or disagree with the following statements about your relationship with your counsellor

DO NOT WRITE IN THIS SECTION

Col. 20-21 ☐ ☐

Col. 22-25  
☐ ☐ ☐ ☐

Col. 26 ☐

Col. 27-28 ☐ ☐

Col. 29 ☐

Col. 30 ☐

(a) I distrusted the counsellor. (cl+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(b) The counsellor acted cold and distant. (cl+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(c) The counsellor was very patient. (cl-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(d) I believe the counsellor had a genuine desire to be of service to me. (cl-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(e) The counsellor acted as though he thought my concerns and problems were important to him. (cl-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(f) I felt the counsellor accepted me as an individual. (cl-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(g) The counsellor insisted on being right always. (cl+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

DO NOT WRITE IN  
THIS SECTION

Col. 31 ☐

Col. 32 ☐

Col. 33 ☐

Col. 34 ☐

Col. 35 ☐

Col. 36 ☐

Col. 37 ☐

(h) In our talks, the counsellor acted as if he were better than I. (cl+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(i) The counsellor acted as if he had a job to do and didn't care how he accomplished it. (cl+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(j) The counsellor acted uncertain of himself. (co+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(k) The counsellor gave the impression of "feeling at ease". (co-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(l) In opening our conversations, the counsellor was relaxed and at ease. (co-)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(m) The counsellor was awkward in starting our interview. (co+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

(n) The counsellor seemed restless while talking to me. (co+)

Never	Rarely	Sometimes	Often	Always
5	4	3	2	1

DO NOT WRITE IN  
THIS SECTION

Col. 38 ☐

Col. 39 ☐

Col. 40 ☐

Col. 41 ☐

Col. 42 ☐

Col. 43 ☐

Col. 44 ☐



Col. 45-48

□ □ □ □

- (1) marital counselling
- (2) parental guidance in how to deal with (discipline) child
- (3) special plan to modify child's problem behaviour
- (4) training or guidance in how to improve communication between parent and youth
- (5) job counselling (for youth)
- (6) counselling/talking to youth about the problem behaviour
- (7) advice in dealing with school behaviour problems
- (8) advice in dealing with any academic problems in school
- (9) someone to talk to
- (10) resolve or counsel family crisis situations
- (11) referred me (family) to someone else who could provide better assistance
- (12) provide information and consultation on a number of matters
- (13) it was an inappropriate referral, received no service and was not referred elsewhere
- (14) other services (describe)

Col. 49 ☐Col. 50 ☐Col. 51 Col. 52 ☐Col. 53 ☐Col. 54 ☐Col. 55 ☐Col. 56 ☐Col. 57 ☐Col. 58 ☐Col. 59 ☐Col. 60 ☐Col. 61 ☐

Col. 62

Card 2

Case #
Col. 1-3

□ □ □

	Before LYFS	After LYFS			Coping Better	
		Worse	Same	Im- proved	Yes	No
1. Frequent conflict between marital partners						
2. Frequent conflict between parent and child						
3. Child (youth) has problem behaviour at home						
4. Child (youth) has problem behaviour at school						
5. Youth is getting into trouble with police						
6. Youth is getting poor grades at school						
7. Youth is being truant from school						
8. Youth is hanging around with 'bad' friends						
9. Youth is frequently out late at night						
10. Youth is running away from home						
11. Youth is drinking alcohol and/or doing drugs						
12. Other problems						

Col. 4-6

□ □ □

Co1. 7-9

□ □ □

Col. 10-12

☐ ☐ ☐

Co1. 13-15

GOI.	15	15
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Col. 16-18

COI:	10	10
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Col. 19-21

COI:	19	21
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Col. 22-24

001	22	2
-----	----	---

Col. 25-27

GO1.	25	27
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Col. 28-30

COH.	ES	SC
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Col. 31-33

CC-1, 51, 55

Col. 34-36

6621	54	55
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

21(b) If there are problems that did not exist prior to referral to LYFS but surfaced after you began counselling at LYFS then describe these problems. (Indicate whether they are better now and /or whether you are coping better.)

DO NOT WRITE IN THIS SECTION

Problem Score	Col. 37-38	<input type="checkbox"/>	<input type="checkbox"/>		
Average Improved Score	Col. 39-41	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	
Average Coping Score	Col. 42-45	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

22. Chose the primary reason for why counselling was not initiated or if received, why it was terminated. (Check one.)

- |  |                          |
|--|--------------------------|
| (1) family was referred elsewhere  | <input type="checkbox"/> |
| (2) there was no problem that required counselling services  | <input type="checkbox"/> |
| (3) no more help was needed as problems were resolved  | <input type="checkbox"/> |
| (4) problems were not resolved but counselling was no longer being useful                          | <input type="checkbox"/> |
| (5) although problems were not resolved, the relationship with the counsellor was not satisfactory | <input type="checkbox"/> |

mother	youth
father	family together
counsellor	mutual between counsellor and family

23. Indicate who decided to terminate counselling.

mother	<input type="checkbox"/>	youth	<input type="checkbox"/>
father	<input type="checkbox"/>	family together	<input type="checkbox"/>
counsellor	<input type="checkbox"/>		
mutual between counsellor and family		<input type="checkbox"/>	

24. On the following scales, rate how satisfied you were with the services you received at Langley Youth and Family Services (Circle only one rating per question.)

(1) How would you rate the quality of service you received?

Excellent	Good	Fair	Poor
4	3	2	1

Col. 46 ☐

Col. 47 ☐

Col. 48 ☐

DO NOT WRITE IN THIS SECTION

(2) Did you get the kind of service you wanted?

No, definitely not	No, not really	Yes, generally	Yes, definitely
1	2	3	4

Col. 49 ☐

(3) To what extent has the program met your needs?

Almost all of my needs have been met	Most of my needs have been met	Only a few of my needs have been met	None of my needs have been met
4	3	2	1

Col. 50 ☐

(4) If a friend were in need of similar help, would you recommend the program to him/her?

No, definitely not	No, I don't think so	Yes, I think so	Yes, definitely
1	2	3	4

Col. 51 ☐

(5) How satisfied are you with the amount of help you received?

Quite dissatisfied	Indifferent or mildly dissatisfied	Mostly Satisfied	Very satisfied
1	2	3	4

Col. 52 ☐

(6) Have the services you received helped you deal more effectively with your problems?

Yes, they helped a great deal	Yes, they helped somewhat	No, they really didn't help	No, they seemed to make Things worse
4	3	2	1

Col. 53 ☐

(7) In an overall, general sense, how satisfied are you with the services you received?

Very satisfied	Mostly Satisfied	Indifferent or mildly satisfied	Quite dissatisfied
4	3	2	1

Col. 54 ☐

(8) If you were to seek help again, would you come back to this program?

No, definitely not	No, I don't think so	Yes, I think so	Yes, definitely
1	2	3	4

Col. 55 ☐

Total Score

Col. 56-57 ☐

25. What additional comments do you have about your experiences at Langley Youth and Family Services?

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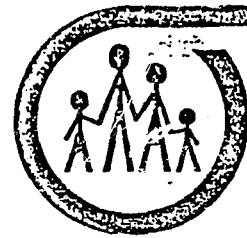
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APPENDIX C

The forms listed in this appendix were some of the case management forms being used by LYFS at the time the evaluation study was first initiated. The referral form, interview form, parent consent form, referral confirmation letter and case conclusion letter were used consistently. The remaining forms were used only sporadically. Many of these forms are in the process of being revised to reflect the findings and recommendations of this evaluation study. Some controversy exists about the legality of using the parent contact letters (Form B) in the case of some youths who have committed chargeable delinquent acts but have been referred for counselling at the discretion of police or store security officers. It was decided, however, that a discussion concerning the use of these letters would be inappropriate in the context of this evaluation.

Case Management Procedures

- Form A: Referral Form
- Form B: (a & b) Parent Contact Letters
- Form C: Interview Form
- Form D: Parent Consent Form
- Form E: Referral Confirmation Letter
- Form F: Assessment Form
- Form G: Reinforcement Survey Schedule
- Form H: School Report
- Form I: Case Conclusion Letter



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith - Director

Frederick W. West - Assistant Director

## REFERRAL FORM

Referring Source: \_\_\_\_\_ Date: \_\_\_\_\_

### PERTAINING TO:

Name \_\_\_\_\_ Address \_\_\_\_\_  
Phone \_\_\_\_\_ School \_\_\_\_\_  
Birthdate \_\_\_\_\_

### PARENTS:

Name	Address	Occupation	Phone No.

### ACCOMPLICES:

Name & Birthdate	Address	School	Phone No.

### REASONS FOR REFERRAL:

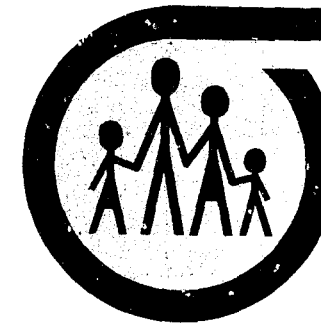
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

PARENTS CONTACTED Yes ☐ No ☐

IF CONTACTED, PARENTS:

- ☐ Expressed concern
- ☐ Not concerned
- ☐ Negative, defensive

(Signature) \_\_\_\_\_



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith - Director

Frederick W. West - Assistant Director

The Langley Probation Department and the Langley R.C.M.P., in an effort to curb juvenile delinquent behavior have made a referral to Youth and Family Services of Langley.

It is the belief of the Youth and Family Services that the direction exercised by the family is of prime importance in the control of the delinquent behavior of children.

I have been informed that on \_\_\_\_\_ at approximately \_\_\_\_\_ a.m./p.m. your son/daughter \_\_\_\_\_ was involved in \_\_\_\_\_.

It is for this reason that you are requested to contact \_\_\_\_\_ of the Youth and Family Services immediately at 533-3030. The Youth and Family Services Division is obligated to inform the R.C.M.P. and Probation regarding the disposition of this matter as soon as possible. Therefore, should we not hear from you immediately, this matter will be referred to the R.C.M.P. and Probation for further investigation.



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith - Director

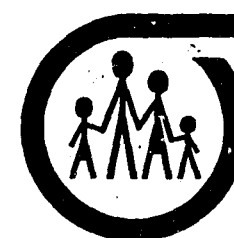
Frederick W. West - Assistant Director

The \_\_\_\_\_, in an effort to curb increased delinquent activity at their \_\_\_\_\_, is requesting the aid of the Youth and Family Services Division, Langley.

It is the belief of Youth and Family Services that the direction exercised by the family is of prime importance in the control of the delinquent behaviour of children. We further believe that parents will act to control the anti-social behaviour of their children, but can only be expected to do so if they are fully aware that such behaviour does exist.

We are, therefore, informing you that on \_\_\_\_\_ at approximately \_\_\_\_\_ a.m./p.m. your son/daughter \_\_\_\_\_ was apprehended by an agent of the \_\_\_\_\_ for your son's/daughter's involvement in the violation of Section 294B of the Criminal Code of Canada (theft under \$200.00).

You are requested to contact \_\_\_\_\_ of the Youth and Family Services immediately, at 533-3030. The Youth and Family Services is obligated to inform R.C.M.P. and Probation regarding the disposition of this matter as soon as possible. Therefore, should we not hear from you immediately, this matter will be referred to the R.C.M.P. and Probation for further investigation.



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith - Director

Frederick W. West - Assistant Director

## INTERVIEW FORM

Date \_\_\_\_\_

Time \_\_\_\_\_

Previous File \_\_\_\_\_

New File \_\_\_\_\_

Name \_\_\_\_\_ Address \_\_\_\_\_

Phone \_\_\_\_\_ School \_\_\_\_\_

Birthdate \_\_\_\_\_ Grade \_\_\_\_\_

### PARENTS:

Name	Address	Occupation	Phone No.

### PREVIOUS PROBLEMS:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

### AGENCIES INVOLVED (Active):

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

### NOTE:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

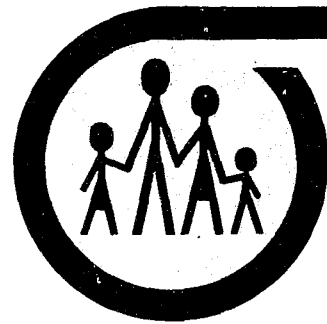
### RECOMMENDATIONS:

\_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Witness:

(Signature) \_\_\_\_\_

At: \_\_\_\_\_



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith -- Director

Frederick W. West -- Assistant Director

## PARENTAL CONSENT FORM

As the parent/legal guardian of \_\_\_\_\_  
(Name of child)

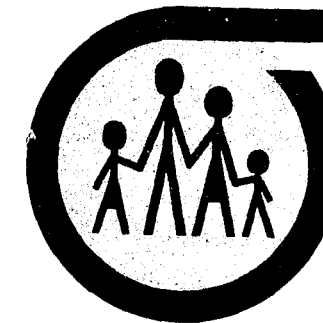
I hereby give permission for the staff of \_\_\_\_\_  
\_\_\_\_\_ to contact Langley Youth & Family Services to  
supply information required to assist in the assessment and the  
development of an appropriate program to furnish help or assistance  
to me or my child.

I also hereby authorize the staff of Langley Youth & Family  
Services to work with my child and to contact schools, physicians,  
or agencies that may be able to supply information required to assist  
in the assessment and the development of an appropriate program and  
to share any pertinent information related to my child with the  
appropriate physicians, agencies, schools or clinic personnel who may  
be able to furnish help or assistance to me or my child.

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Relationship

\_\_\_\_\_  
Date



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith -- Director

Frederick W. West -- Assistant Director

Dear Sirs:

Re:

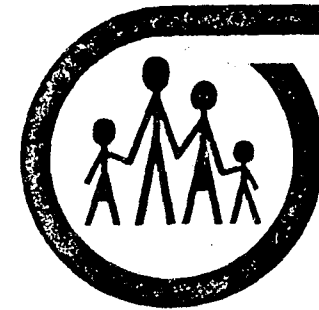
Please be advised that Langley Youth & Family Services  
has received your referral on the above named child.

Our preliminary research, assessment and initial contact  
has been completed. We would like to inform you that your referral  
has been accepted and we are currently in the process of working  
with this family. For your information the worker for this family  
will be

We will be in contact to update your files upon completion  
of our involvement with this family.

Thank you for referring this child to Langley Youth & Family  
Services.

Yours truly,



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4 • Phone 533-3030

James W. Smith - Director

Frederick W. West - Assistant Director

CO-ORDINATION - ASSESSMENT

Family \_\_\_\_\_

Re: \_\_\_\_\_

File Reviews:

Department	Date (Day/Mo/Yr)	Completed	
		Yes	No

Interviews:

Name	Date (Day/Mo/Yr)	Completed	
		Yes	No

Conference (Parents do not attend)

Discussion with parents:

	Date (Day/Mo/Yr)	Completed	
		Yes	No

LANGLEY YOUTH & FAMILY SERVICES

REINFORCEMENT SURVEY SCHEDULE

Child's Name:

Birthdate:

Interviewer:

Date of Interview:

1. What food do you like the best?

2. What drinks do you like the best?

3. Do you have any favourite games? Yes \_\_\_\_ No \_\_\_\_  
If Yes, what are they?

4. Do you like music? Yes \_\_\_\_ No \_\_\_\_  
Do you like to listen to music? Yes \_\_\_\_ No \_\_\_\_  
Do you like to play an instrument?

5. Would you like to have a pet? Yes \_\_\_\_ No \_\_\_\_  
If Yes, what animal?

6. Do you enjoy going to hockey or ball games? Yes \_\_\_\_ No \_\_\_\_  
If Yes, which kinds?

7. Do you enjoy playing sports? Yes \_\_\_\_ No \_\_\_\_  
If Yes, which ones?

8. Do you enjoy reading? Yes \_\_\_\_ No \_\_\_\_  
If Yes, what kind of books do you like?

Complete the following sentences:

9. If I had \$10.00 I would \_\_\_\_\_

10. Something I've always wanted is \_\_\_\_\_

11. Things I would like to do on weekends are: (circle ones you like)

Hiking	Camping	Sleeping
Picnics	Swimming	Fishing
T.V.	Movies	Going to the Park
Having Friends Over	Radio	Dancing
Cooking	Going to a Friend's Home	Going to Parties
Going Places with Friends		

Others:

LANGLEY YOUTH & FAMILY SERVICES  
SCHOOL REPORT

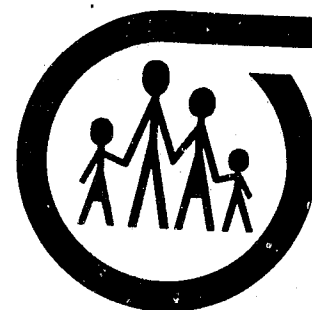
FORM H

NAME: \_\_\_\_\_ DATE: \_\_\_\_\_

	9:00 - recess	recess - noon	1st part	2nd part
1. On time for class.				
2. Completion of period tasks.				
3. Appropriate peer interaction during classroom activities.				
4. Appropriate peer interaction during unsupervised periods (including recess).				
5. Appropriate interaction with teachers and other school staff.				

COMMENTS:

Teacher's signature \_\_\_\_\_ Parent's signature \_\_\_\_\_  
Student's signature \_\_\_\_\_



# Langley Youth & Family Services

PREVENTIVE COUNSELLING

5549 - 204 Street, Langley, B.C. V3A 1Z4  
James W. Smith - Director

Phone 533-3030

Frederick W. West - Assistant Director

Dear Sirs:

Please be advised that Langley Youth & Family Services is concluding its involvement with the \_\_\_\_\_ family at this time.

If you desire any information regarding the outcome of our involvement please give the undersigned a call and he would be pleased to summarize his involvement to date.

Once again, thank you for your original referral on this child and please contact us if we can be of any further assistance in the future.

Yours truly,



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**END**