Minute No. 152
Report – Standing Policy Committee on Protection and Community Services – January 6, 2011

Item No. 2 Early Intervention Programs – Youth Advocate Program

COUNCIL DECISION:

Council concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and adopted the following:

1. That the City of Winnipeg Community Services Department provide free recreational opportunities to children and families involved with the Province of Manitoba's Turnabout Program in Winnipeg which provides services to youth under the age of 12 years who have been in conflict with the law or are at risk.

2. That the City of Winnipeg in partnership with the Province of Manitoba Department of Justice conduct further analysis with respect to identifying any gaps in crime prevention services and supports for youth aged 12 – 14 years who have been in conflict with the law or are at risk.

3. That the Winnipeg Public Service report back to Council in one year on how the investment in recreation services has helped to improve outcomes for children served by Province of Manitoba's Turnabout Program.

4. That the Proper Officers of the City be authorized to do all things necessary to implement the intent of the foregoing.

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DECISION MAKING HISTORY:

Moved by Councillor Steeves,

That the recommendation of the Standing Policy Committee on Protection and Community Services be adopted.

Carried

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On January 19, 2011, the Executive Policy Committee concurred in the recommendation of the Standing Policy Committee on Protection and Community Services and submitted the matter to Council:

STANDING COMMITTEE RECOMMENDATION:

On January 6, 2011, the Standing Policy Committee on Protection and Community Services concurred in the recommendation of the Winnipeg Public Service and submitted the matter to the Executive Policy Committee and Council:

Further on January 6, 2011, the Standing Policy Committee on Protection and Community Services received a communication from Bernice Stebbing with respect to Early Intervention Programs – Youth Advocate Program.

EXECUTIVE POLICY COMMITTEE RECOMMENDATION:

On June 16, 2010, the Executive Policy Committee granted an extension of time of 120 days for the Winnipeg Public Service to report back to the appropriate committee of Council, as requested by Committee on February 10, 2010.

On February 10, 2010, the Executive Policy Committee passed the following motion, namely:

WHEREAS it is the responsibility of all levels of government, community groups, and individual members of society to work together to address root causes of criminal behavior by youth;

AND WHEREAS the City of Winnipeg is committed to creating opportunities for youth to stay out of gangs;

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DECISION MAKING HISTORY (continued):

EXECUTIVE POLICY COMMITTEE RECOMMENDATION (continued):

AND WHEREAS on May 16, 2008 Statistics Canada reported that "violent crime among young people increased by 12% in 10 years, and 30% since 1991…In comparison, the overall violent crime rate in Canada declined by 4% between 1997 and 2006";

AND WHEREAS Statistics Canada also reported that between 1991 and 2006 Manitoba experienced a 16% increase in youth crime rates while youth crime rates declined in four provinces (British Columbia -49%, Alberta -41%, Ontario -34%, Quebec -25%);

AND WHEREAS on January 11, 2007, the Government of Canada announced a $16.1 million dollar fund for youth at risk, including $11.1 million to create the National Crime Prevention Centre;

AND WHEREAS on January 9, 2008, the Government of Canada announced $1.9 million through the National Crime Prevention Centre for the Halifax Youth Advocate Program;

AND WHEREAS the Halifax Youth Advocate Program is an intervention strategy targeting youth 9-14 years old to prevent them from engaging in criminal and gang-related activities;

AND WHEREAS the Halifax Youth Advocate Program offers assistance to youth and their families by developing a unique intervention strategy and action plan for each at-risk youth that may include items such as: tutoring, mentoring, life skills, counseling, recreation and sport;

THEREFORE BE IT RESOLVED THAT the City of Winnipeg Public Service be requested to report back to the appropriate committee of Council in 120 days with a report including:

(i) an environmental scan of existing early intervention programs in Manitoba and Winnipeg that focus on preventing youth from joining gangs or engaging in criminal activities;

(ii) a recommendation regarding the merits of developing a made-in-Manitoba version of the Halifax Youth Advocate Program; and

(iii) in the event of a recommendation to proceed with the development of a made-in-Manitoba version of the Halifax Youth Advocate Program:
   A. A list of potential program partners;
   B. A list of potential funding sources;
   C. A discussion of potential synergies with the LiveSAFE process.

ADMINISTRATIVE REPORT

Issue: **Early Gang Prevention and Intervention Programs for Youth**

Critical Path: Standing Policy Committee on Protection and Community Services – Executive Policy Committee – Council

AUTHORIZATION

Author	Department Head	CFO	CAO
A. Golebioski K. Knudsen	K. McCaskill C. Wightman	M Geer A/CFO	A Robinson Deputy CAO

RECOMMENDATIONS

1. That the City of Winnipeg Community Services Department provides free recreational opportunities to children and families involved with the Province of Manitoba's *Turnabout Program* in Winnipeg which provides services to youth under the age of 12 years who have been in conflict with the law or are at risk.

2. That the City of Winnipeg in partnership with the Province of Manitoba Department of Justice conduct further analysis with respect to identifying any gaps in crime prevention services and supports for youth aged 12 – 14 years who have been in conflict with the law or are at risk.

3. That the Public Service report back to Council in one year on how the investment in recreation services has helped to improve outcomes for children served by Province of Manitoba's *Turnabout Program.*

REASON FOR THE REPORT

- On Feb 10, 2010 the Executive Policy Committee recommended that the Public Service report back with a report including:

    - An environmental scan of existing early intervention programs in Manitoba and Winnipeg that focus on preventing youth from joining gangs or engaging in criminal activities:

- A recommendation regarding the merits of developing a made-in-Manitoba version of the Halifax Youth Advocate Program; and
- In the event of a recommendation to proceed with the development of a made-in Manitoba version of the Halifax Youth Advocate Program:
  - A list of potential program partners
  - A list of potential funding sources
  - A discussion of potential synergies with the LiveSAFE process.

- On June 16, 2010 the Executive Policy Committee granted a 120 day extension to the above.

IMPLICATIONS OF THE RECOMMENDATIONS

- The Public Service has researched the Halifax Youth Advocate Program which targets youth 9-14 years who are at risk of engaging in gang activities. A synopsis of the program is included in Appendix A.
- An environmental scan of existing early intervention programs in Winnipeg that focus on preventing youth from joining gangs or engaging in criminal activities was conducted. There are a multitude of programs provided by government, not-for-profit and community organizations within Winnipeg that offer recreation and other positive alternative activities for youth.
- With respect to the objectives of the Halifax Youth Advocate Program a similar program known as the Turnabout Program has been in place in Manitoba since October, 2002. This program is provided by the Province of Manitoba in partnership with police agencies and offers a direct support and referral service to children under 12 years who have been in conflict with the law or are at risk. Appendix B provides an overview of the Turnabout Program. Approximately 1786 children in South Manitoba (including Winnipeg) have been referred to the Turnabout Program since its inception. During the April 1, 2009 – March 31, 2010 fiscal year, Turnabout South received 119 referrals involving 87 incidents: 21 girls and 98 boys. Of the 119 referrals, 114 received were from Winnipeg.
- The goals of the Turnabout Program are as follows:
  - To prevent a child from having further contact with police
  - Early identification of serious and persistent behavior
  - To reduce the number of children under 12 coming into contact with the law
- The Public Service has explored the potential to strengthen the City's partnership with the existing Turnabout Program including through the provision of free recreational programming opportunities for children and their families who have been referred to the Turnabout Program.
- The in-kind financial impact of this recommendation would be an annualized amount of $60,000 beginning in 2011. In as much as Community Services will be utilizing existing program capacity to provide this opportunity, there are expected to be minimal financial implications associated with this partnership.
- The Winnipeg Police Service has also partnered with the Province of Manitoba to develop a Working Group that is conducting ongoing analysis with a focus on the

interaction between the current Turnabout Program and those youth that are at a high likelihood of reoffending.
- The recommendations contained within this report align with the LiveSAFE Crime Prevention policy approved by Council in 2008.

HISTORY

- In March 2008, City of Winnipeg Council adopted LiveSAFE in Winnipeg – An Interconnected Crime Prevention Strategy with the intent of addressing root causes of crime through an intersectoral approach with a focus on vulnerable children and youth.

- The Halifax Youth Advocate Program targets youth 9-14 years of age who are at risk of engaging in gang activities, anti-social and criminal behavior. The Youth Advocate Worker:
  - Develops a collective strategy with other agencies to address the needs of the youth
  - Develop lifeskills through experiential learning exercises
  - Organizes activities that the youth and his/her family can participate in together
  - Collaborates with school representatives to improve school performance and participation in extra-curricular activities, and community activities.

- The Province of Manitoba Turnabout Program is a similar approach to the Halifax Youth Advocate Program. The Turnabout Program began in October, 2002 as a centralized referral system coordinated by the Province of Manitoba for policing agencies in Manitoba, including the Winnipeg Police Service. Under the Youth Criminal Justice Act, children under 12 can not be charged for actions that may have resulted in charges if they were over 12. As such, this program is aimed at responding to concerns that children under 12 in conflict with the law were being missed by the system. Parental consent is required for participation in the Turnabout Program.

FINANCIAL IMPACT

Financial Impact Statement **Date:** December 6, 2010

Project Name: **First Year of Program:** **2010**

Early Gang Prevention and Intervention Programs for Youth

	2010	2011	2012	2013	2014
Capital					
Capital Expenditures Required	$ -	$ -	$ -	$ -	$ -
Less: Existing Budgeted Costs	-	-	-	-	-
Additional Capital Budget Required	$ -	$ -	$ -	$ -	$ -
Funding Sources:					
Debt - Internal	$ -	$ -	$ -	$ -	$ -
Debt - External	-	-	-	-	-
Grants (Enter Description Here)	-	-	-	-	-
Reserves, Equity, Surplus	-	-	-	-	-
Other - Enter Description Here	-	-	-	-	-
Total Funding	$ -	$ -	$ -	$ -	$ -
Total Additional Capital Budget Required	$ -				
Total Additional Debt Required	$ -				
Current Expenditures/Revenues					
Direct Costs		$ 60,000	$ 60,000	$ 60,000	$ 60,000
Less: Incremental Revenue/Recovery	-	60,000	60,000	60,000	60,000
Net Cost/(Benefit)	$ -	$ -	$ -	$ -	$ -
Less: Existing Budget Amounts		-	-	-	-
Net Budget Adjustment Required		$ -	$ -	$ -	$ -

Additional Comments: The in kind estimated cost of providing free recreational opportunities for children and their families who have been referred to the Turnabout Program is $60,000. This assumes 150 families of four. In as much as Community Services will be utilizing existing program capacity to provide this opportunity there are expected to be minimal financial implications associated with this partnership.

Cindy Fernandes CMA
Department Controller

CONSULTATION

In preparing this Report there was consultation and concurrence with:

Province of Manitoba Department of Justice – Crime Prevention Services

SUBMITTED BY

Department: Winnipeg Police Service and Community Services Department
Division: Strategic and Information Systems Services Division
Date: December 6, 2010
File No.

Appendix A: Excerpts from the Annual Evaluation of the Halifax Youth Advocate Program

The Halifax Youth Advocate Program (YAP)is a community based intervention program designed to address youth between the ages of 9-14 years who are affiliated with, directly involved in, or may become involved in gang activities. Among the possible best practice approaches, the "Wraparound" model (VanDenBerg & Grealish) was chosen as the theoretical foundation of the YAP. Wraparound is meant to provide a comprehensive suite of supports to individuals and families that are marginalized within their communities. The Halifax Youth Advocate Program is funded through the National Crime Prevention Strategy at a cost of $1.9 million over four years. It is being implemented by the Halifax Regional Municipality'.

The program has employed 6 Youth Advocate Workers, each of whom work with 5 youth at risk. The workers provide support for the youth in a variety of ways, including:

- Reduce the key risk factors of isolation, stress and negative rushes that make youth vulnerable to engaging in gang related activities.
- Increase the protective factors including self reliance, resiliency, life and pro-social skills by engaging youth in constructive behaviors with family, school and community.
- Increase and share knowledge of intervention strategies to prevent youth at risk from engaging in gang activities.

The first participants were admitted to the program on July 8th, 2008 and the cut-off date for data relating to the first annual report was November 30th, 2009. Once a youth is accepted into the program, both the child and their caregivers confirm their desire to participate in the program through a signed Memorandum of Understanding. An Action Plan with performance indicators is then developed for each youth participating in the YAP. Action plans are designed to address the risk factors present in the lives of participating youth and target the development of case specific protective factors. The role of the Youth Advocate Worker is to:

- Develop a collective strategy with other agencies and the child's caregivers to address the needs of the youth
- Develop life skills through experiential learning exercises
- Organize activities that the youth and his/her family can participate in together
- Collaborate with school representatives to improve school performance including attendance, behaviour, homework and participation in extra-curricular activities
- Identify opportunities and assist the youth to participate in community activities and determine when the youth is ready to exit the program.

The City of Winnipeg Public Service has obtained a copy of the Halifax Youth Advocate Annual Report (February 2009 – January 2010) and reviewed the findings as presented by the Resilience Research Centre. The total operating cost for the period reported on (including hard and soft expenditures) is $964,805. Using the average length of stay of the four youth who have graduated from YAP the average cost per youth is $38,592 per year, or $3,216 per month.

A number of recommendations are contained within the Annual Report as follows:

> *"1) We strongly recommend that a significant number of cases be closed by April/May 2010 in order for the evaluation to carry out six month follow up assessments on youth to demonstrate the efficacy of the program*
>
> *.*
>
> *2) Action plans and youth support teams still remain few or evidence there of. We strongly urge more use of action plans and YST meetings with better documentation around this as per fidelity to the model of intervention. We have seen some improvements and recognize the challenges around implementing these.*
>
> *3) We also recommend some thought now go into how the program will continue and/or exit strategies that will be implemented as the program enters its final year. More attention is needed on sustainability planning.*
>
> *4) For the next report the evaluation team will put more effort into identifying barriers around YSTs and Action Plans and how these might be resolved."*[1]

[1] Resilience Research Centre. Youth Advocate Program (YAP) (Halifax) Annual Evaluation Report. February 2009 – January 2010.

Appendix B: Overview: Province of Manitoba Turnabout Program[2]

Turnabout:

- Is a province-wide initiative through Manitoba Justice and Healthy Child Manitoba Office
- Offers support and referral services to children under 12 who have been in conflict with the law or are at risk

Why Turnabout?

- Under the Youth Criminal Justice Act, children under 12 can not be charged for actions that may have resulted in charges if they were over 12
- This omission raised concerns that children under 12 in conflict with the law were being missed by the system.
- Following a feasibility study and community consultations in Manitoba, the Turnabout Program began in October, 2002
- Prevention research cites there are strong predictors for youth offending behaviour eg: childhood aggression, family criminality, conduct problems, antisocial behaviour, neurological deficits, low academic achievement, family structure, distressed neighbourhoods, etc. Evidence supports that the best investments to prevent negative childhood trajectories are made in the very early years and work to support positive family interactions and optimal early brain development. In recognition of this, a comprehensive strategy must include proportional prevention investments in the early years, from prenatal through pre-school, through to school-based initiatives. In Manitoba, Turnabout is identifying these children and following their trajectories as they enter the youth justice system.

Goals of the Turnabout Program:

- To prevent a child from having further contact with police
- Early identification of serious and persistent behavior
- To reduce the number of children under 12 coming into contact with the law

Turnabout Provides:

- A centralized province-wide database on children under 12
- A centralized referral system for Manitoba policing agencies
- The ability to track outcomes for children
- The ability to pull necessary resources together to protect children

The Approach:

- Focuses on the needs and services for children and families
- Ensures the confidentiality of information collected on children is protected as well as their identity
- Ensures that children not be labeled or stigmatized

[2] Province of Manitoba. Department Of Justice. 2010.

- Through a referral process, Turnabout works in a collaborative way that respects diversity and differences in families and communities.
- In collaboration with police, a referral system was developed.
- In Winnipeg, the Winnipeg Police Service referrals are sent to Manitoba Justice.
- Referrals are also made by community agencies, schools, CFS agencies, community members and parents.
- Following police coming into contact with the child and seeking parental/guardian consent for the referral, incidents are referred to Manitoba Justice where they are entered into a database and each incident is assessed for level of seriousness and appropriate contact is initiated.
- Turnabout staff possess necessary skills such as a strong understanding of early childhood development, parenting, Child and Family Service mandates, community development, etc. Staff are located in Winnipeg and Thompson.

From: Bstebbing@aol.com [mailto:]
Sent: Wednesday, January 05, 2011 1:06 PM
To: MYO-Mayor
Subject: Suggested Recreational Program - Youth - at - risk

His Worship Mayor Sam Katz and all City Councillors

Prior to voting on this program, I would appreciate it if you would consider the following:

1. I think assisting at risk youth with an opportunity to participate in a meaningfull recreational program is an excellent idea, however for a number of reasons, I think they should contribute a small entrance fee. Maybe $1or $2 a week? Why? They are then seen by their peers as registering for a program just as other young people do - in other words - a hand up not a hand out.

2. Length of program should be initially short - say 4 weeks with the goal of working toward a second week - this one maybe without a charge. People who work with the youth will have a better handle on knowing how to implement the program in small stages with short term goals and rewards..

3. Very important that care givers be included. Youth will require dailysupport and encouragement.

I have worked in the educational system for many years - especially with young people who are often not engaged in positive relationships and/or activities. I actually enjoy working with them!

Thank you for considering my rather "rushed" comments and do feel free to contact me.

Bernice Stebbing