

**Advancing Best Practice:
A Review of
Full Time Attendance Programs for Youth
in British Columbia**

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Executive Summary

Background

Full-time Attendance Program (FTAP) is a global term to describe a variety of non-custodial interventions and support services for youth involved in the justice system. These programs have developed over decades as “alternatives to custody” and have been instrumental in helping British Columbia achieve the lowest rate of youth incarceration in Canada.

Referral to an FTAP requires an order of a youth justice court. There are currently 132 beds in FTAPs, with 17 designated as short-term bail/transition beds. The remaining 115 are distributed between family care homes (72 beds) and staffed, group-based resources (43 beds). Some of these resources specialize in meeting the needs of youth who misuse substances or offend sexually, and two programs focus on Aboriginal youth. All programs are designated for either girls or boys.

Approach

This review is not driven by a critical incident or any crisis in the provision of FTAPs. Relative to other Canadian jurisdictions, and compared to the performance of FTAPs twenty years ago, the current network of FTAPs is functioning at a high level. Dedicated and caring staff provide commendable levels of safety, thoughtful programming, and a high rate of program completion. The advent of meta-analysis, however, has “raised the bar” and expanded our collective awareness of “what is possible.” This review is prompted by a sincere desire in the Ministry and among FTAP providers to attain a closer match to evidence-based practice, and to resolve the current over-capacity in the network as a whole.

The review is jointly undertaken by the Ministry of Children and Family Development (MCFD), and the Provincial Association of Residential and Community Agencies (PARCA), which represents many of the organizations operating FTAPs. The review included meeting with youth involved in the youth justice system, managers and staff of FTAP agencies, Aboriginal elders and service providers, and Ministry staff including Youth Probation Officers (YPOs), Youth Custody Staff, Team Leaders and Community Service Managers.

A literature review was completed by Simon Fraser University, and data was retrieved and analyzed about the utilization and costs of FTAPs, as well as the profile and history of youth attending these programs. Finally, YPOs were surveyed, to augment the anecdotal information gathered in the meetings.

What was Learned

The total youth justice population has been decreasing for several years, and the review learned that the overall utilization rate for FTAPs is now 67%. The utilization rates of individual programs range from 24% to 98%. Per diems also varied considerably; some of this variation is due to utilization rates or to the nature and intensity of the program.

FTAPs for sentenced youth are intended to serve those who require a level of intervention and support beyond a non-residential program, such as the Intensive Support and Supervision Program (ISSP) or a Day Attendance Program, but can still be managed outside of custody. Given these parameters, a certain similarity in the profile of the youth in FTAPs was anticipated, but not discovered. The criminal history and risk factors of the youth in FTAPs covered a wide spectrum, and there were a number of youth, notably girls, who were placed in FTAPs in spite of minimal criminal involvement.

We have concluded that FTAPs are not always employed as an “alternative to custody” but may be an alternative to other community programs and services. Some of the youth in FTAPs are also youth in care of the Ministry, and have evidently exhausted the pool of child welfare resources. As well, we learned that FTAPs are frequently used as a release resource for youth completing a custody sentence.

While all FTAPs work in good faith to meet the needs of youth, the diversity of offerings does not appear to reflect a completely rational or systematic distribution of interventions. As well, there was some evidence that YPOs were not well informed about all programs, preferring to refer youth to familiar and trusted agencies. The sharing of information about youth with FTAP staff and family caregivers varies somewhat around the province, as does the participation of family caregivers in integrated case management. A number of FTAPs are providing a service that is close to the model recommended in the literature review; but some are employing a dated model, not supported by the best available evidence.

Youth Probation Officers (YPOs) reported that there are often, and sometimes urgent, financial needs that must be covered for youth in FTAPs (e.g. medications, dental care, clothing, and travel between home and program). If the youth is not in care, or does not have a family with financial means, the YPO has to scramble to find the resources.

A diverse group of youth is referred to FTAPs, raising the question of specialized programs. In a relatively small cluster of resources it would be impossible to meet every combination of needs with a distinct program. Given all the possible permutations generated by the variables of gender, Aboriginal status, offence types, cognitive abilities, geographic proximity and criminogenic needs, it is

necessary to find a balance between programs with a specific focus, and those caring for youth who present with a range of issues.

As 40% of the youth in FTAPs are Aboriginal, the challenge of providing culturally appropriate environments and programming was identified. The two FTAPs specifically for Aboriginal youth are regrettably poorly regarded, and under-utilized by YPOs.

Among a number of inconsistencies between programs, the variation in school programming was notable. Youth in FTAPs received between seven and twenty hours a week of instruction by teachers, in spite of a memorandum between the Ministry of Children and Families and the Ministry of Education designed to ensure appropriate education for youth justice participants.

The programs enjoy a high rate of “completion” – 74%. This is significant given the many challenges presented by these youth. While youth may have an excellent experience in a FTAP, the investment is wasted if gains are not consolidated and applied upon return to the home community. Transition support is missing from most FTAPs, but is well recognized as crucial to maintaining the gains youth achieved while in programs.

Some eighteen organizations are involved in providing FTAPs, but with a few notable exceptions, there is little sharing of knowledge or expertise to improve the overall performance of the sector. Neither does the management of FTAP contracts contribute to collaboration or consistent quality improvement. Most FTAPs have been managed regionally, but by different positions within a region, and not all contract managers are familiar with youth justice. Three FTAP contracts are managed by a youth custody centre, and one is managed by Youth Forensic Psychiatric Services. Contract language varies widely and many contracts have not been updated for years.

A New Vision

The review recommends a new vision and operating framework for FTAPs. Beds for bail and short-term transition purposes should be removed from the FTAP rubric. The number of beds in the remaining longer-term intervention programs should be reduced and savings reinvested in an enhanced and consistent level of services.

Ministry policy should be amended to discourage the referral of youth with minimal criminal involvement to FTAPs. Policy should also recognize that FTAPs can fill three legitimate roles in youth justice: they may be the final community option before custody, they may be an alternative to custody, or they may be a resource for transitioning from custody.

A common, evidence-based program model should be adopted, based on “treatment foster care”, with adaptations for specialized resources focused on

Aboriginal cultural programming, substance misuse and co-occurring disorders, and sexual offending. The vast majority of beds should be in family care homes and a small minority of beds in group-based resources – caring for no more than four youth each.

Access to school programs should be consistent throughout the FTAPs, urgent youth needs should be funded, and each program should have a robust transition component. The Ministry and PARCA should reach out to Aboriginal organizations, and seek their advice with regards to strengthening the quality of services provided by FTAPs to Aboriginal youth and their families. Finding opportunities that would support meaningful collaboration between Aboriginal and non-Aboriginal organizations should contribute to a better understanding of culturally competent practice and how FTAP providers can make a positive difference in the lives of Aboriginal youth.

The management of FTAP contracts should be centralized with the Executive Director, Youth Justice and Forensic Services, who should ensure consistent contract expectations and quality assurance. And the Ministry and PARCA should work together to nurture a strong and collaborative community of practice among FTAP providers, to support the new evidence-based program model.

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The Youth Justice Consultants in each region – Julie Muldoe, North; Trina Yates, Vancouver Island; Ed Andrews, Interior; Lisa Romanik, Vancouver Coastal; and Fiona Pardy, Fraser – arranged the focus groups that were held across the province. Andrew Cronkite and Paige Mashford set up meetings with staff and youth at the Burnaby and Victoria Youth Custody Centres. Penny Mathews and Joanne Jefferson coordinated the gatherings with the Nu-chah-nulth and the Stó:lō.

Caitlin Turner from PLEA Community Services Society provided the data analysis and collated the results of the survey of youth probation officers.

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Many agency and Ministry of Children and Family Development staff attended the meetings and were forthright with their views regarding Full-Time Attendance Programs (FTAPs) and the role they play in BC's youth justice system.

We thank the elders and other concerned persons who participated in the Aboriginal focused gatherings in Port Alberni and Chilliwack.

We were welcomed at the Key program in Cranbrook, Camp Trapping near Prince George, Coastline Challenges in Metchosin, and the Oasis and Headstart programs in Campbell River.

The non-government Advisory Committee provided valuable input to the review process.

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We also acknowledge the youth who participated in group and individual interviews about their experiences in FTAPs. They were both articulate and forthcoming.

Background and Context: British Columbia's Youth Justice Achievements

Full-Time Attendance Program (FTAP) is the global term used to describe a variety of non-custodial residential interventions and support services for youth involved in the justice system. The range of programs may be divided on a legal basis between those for youth not yet found guilty or sentenced, and those for youth sentenced to a community-based disposition, or those who are serving the community portion of a custody and supervision order.¹

Programs at the pre-trial stage are commonly known as “bail beds” and involve less intrusion into the lives of these “innocent until proven guilty” youth than programs at the sentenced stage. For sentenced youth, FTAPs are described in policy as programs that are typically from one to six months, and are intended “to provide support and supervision greater than that which is available in the youth’s normal environment.” Although recommended by YPOs, FTAPs, by policy, should only be accessed by youth with a court order specifying attendance at a FTAP.

This review occurs in the context of a legacy of youth justice achievement that is the envy of most Canadian jurisdictions. For many years British Columbia has had rate of youth incarceration significantly below the national average, and for the past several years the province has rivaled Quebec for the lowest youth incarceration rate in the country. The rate of youth incarceration declined in almost all provinces following the implementation of the *Youth Criminal Justice Act* in 2003, but the Act only accelerated a decline that began in this province years earlier. B.C.’s record in this area is not merely a function of relatively low youth crime rates. The sparing use of custody, relative to other jurisdictions, has been a central feature of youth justice culture in this province even during times of high youth crime rates.

Community-based programs for accused and convicted young people, including FTAPs, have undoubtedly contributed substantively to the control of both remand and sentenced custody counts. Even in the pre-1997 era of a combined adult and youth correctional system, BC enjoyed a reputation as an innovator, as early adopters of community service, diversion, and restorative justice, for example.

In the latter years of the *Juvenile Delinquents Act*, notably from the mid-sixties to the early seventies a number of non-custodial youth programs were established.

¹ Although FTAPs are residential in nature, they are very different, legally and operationally, from youth custody centres. Unlike youth custody, FTAPs do not have locked doors, secured perimeters or “quiet” (isolation) rooms. Staff of FTAPs are not peace officers; they cannot arrest a young person nor use restraints. Youth attend an FTAP as a condition of a community-based court order (eg, probation, bail) where the onus is on the youth to stay, whereas a custody order not only requires a youth to stay in custody but also places the onus on custody staff, who are peace officers, to prevent the youth from leaving.

These were all group-based programs that favoured wilderness challenge experiences, or rural ranch and farm settings. They were for boys only, or co-ed groups, and did not have a specific treatment orientation. Some programs offered weekend options as well as longer, continuous sojourns. Camp Trapping, established in 1972, is the only remaining legacy from this era.

In the mid-seventies, the DARE program was started in Vancouver. Initially a non-residential program, somewhat of a precursor to the modern-day ISSP (Intensive Support and Supervision Program), it eventually evolved into the individualized, family care home residential programs now operated by PLEA Community Services Society. It was to have enormous influence on the development of FTAPs in British Columbia.

Early programs were generally operated directly by the Corrections Branch and employed Branch staff. Moving into the 80's, program operations shifted to the private sector, with participation from both non-profit and for profit organizations. While the 1984 *Young Offenders Act* brought new federal/provincial cost-sharing arrangements, the growth in custody during this time (from average counts of about 150 to counts of about 400) meant that new resources were directed largely to custody operations.

A new cost sharing agreement in 1997 favoured alternatives to custody, and the national Youth Justice Renewal process in 1999 heralded an increase in FTAPs, along with other non-residential programs, such as ISSP, cognitive-behavioural programs and restorative justice. Youth Justice Renewal culminated in 2003 with the implementation of the *Youth Criminal Justice Act*.

As FTAPs evolved and new programs created, the family care home model has emerged as the predominant model for the delivery of services.

The FTAP inventory currently has 132 beds, distributed as follows:

Program Type	Beds
Bail/Transition	17
Family-based General	42
Group-based General	8
Sexual offending treatment	12
Addictions treatment	18
Programs for Aboriginal youth	11
Wilderness Challenge	24

Approach

External reviews invariably hear a great deal from stakeholders about what is “wrong” with the subject under review and it is natural to look for problems and areas that can be improved. It is critical to acknowledge the good work being done by both FTAP providers and Ministry staff throughout the province. This review is not driven by a critical incident or any crisis in the provision of FTAPs. Relative to other Canadian jurisdictions, and compared to the performance of FTAPs twenty years ago, the current network of FTAPs is functioning at a high level. Dedicated and caring staff are providing commendable levels of safety and thoughtful programming. The advent of meta-analysis, however, has “raised the bar” and expanded our collective awareness of “what is possible.” This review is prompted by a sincere desire by the Ministry and by FTAP providers to attain a closer match to evidence-based practice, and to address the current over-capacity in the network as a whole.

This review of Full-Time Attendance Programs (FTAPs) was a joint effort of the Youth Justice and Forensic Services of the Ministry of Children and Family Development (MCFD) and the Provincial Association of Residential and Community Agencies (PARCA) – British Columbia’s community justice federation. The government consultant was Steve Howell and the non-government consultant was Paul Barnett. They are also the authors of this report. Alan Markwart helped coordinate the project.

The Review consisted of a literature review, data analysis and more than a dozen consultations with different stakeholders. Simon Fraser University's Department of Psychology conducted the literature review of family care home models, wilderness challenge programs and community group homes. Caitlin Turner, Manager of Practice, Personnel Development, and Research with PLEA Community Services Society completed the data gathering and analysis. As a part of the consultation, a survey was sent to all youth in the province. Caitlin Turner compiled the results of the survey.

We held focus groups in Cranbrook, Smithers, Prince George, Kamloops, Kelowna, Abbotsford, Surrey, Vancouver, Victoria and Courtenay. The groups included representatives from MCFD, including many YPOs and Youth Forensic Psychiatric Services clinicians, and representatives from the agencies contracted to operate FTAPs. Aboriginal gatherings were held at USMA Children and Family Services, Nu-chah-nulth Tribal Council in Port Alberni, and at Stó:lō Nation in Chilliwack, with Qwí:qwelstóm staff and elders. We were also able to meet with the case management and program staff at the Burnaby and Victoria youth custody centres.

We had the opportunity to interview youth who had previously participated in FTAPs and those who were currently participating in these programs about their experiences. In most cases these were group interviews, but we also conducted

individual interviews where these were warranted. Youth at the Burnaby and Victoria youth custody centres, and at Camp Trapping, Oasis, Headstart and Coastline Challenges programs participated in these interviews.

The authors also consulted directly with several executive directors and managers from agencies that operate FTAPs. And we interviewed Andre Picard, the Provincial Director of Youth Forensic Psychiatric Services, MCFD, and Anne Kimmitt, Youth Justice Consultant, Youth Justice Program Support, MCFD.

A non-government Advisory Committee to the review included representatives from PLEA Community Services Society, ARC Programs Ltd., the Elizabeth Fry Society of Greater Vancouver, Cariboo Action Training Society, the John Howard Society of North Island and the Boys and Girls Club Services of Greater Victoria. The committee met regularly with the consultants and the Executive Director, Youth Justice and Forensic Services and the Acting Director of Youth Justice Program Support.

The Literature Review

The literature review is attached to this report. The Simon Fraser University team reviewed over 100 different studies on family care home models, wilderness challenge programs and community group home programs. They focused on evidence for the effectiveness of these program models, best practice recommendations, and common criticisms.

Although there is an extensive body of research, only a few studies compared two of the three program models – and no studies were found that directly compared all three community treatment options. There is also little research available on the effectiveness of any of these models for Aboriginal youth.

The review demonstrates that family care models have the strongest research support, particularly Multidimensional Treatment Foster Care (MTFC). In this context, “foster care” refers to the nature of the intervention, not to the legal status of the youth being cared for. They are not necessarily “in care” of the Ministry. However, it is important to note that “family care programs differ considerably in terms of the number of youth in the home, and the level of training and support provided to foster parents (and biological caregivers)...and range considerably in length”.

The vast majority of research available on family care approaches specifically examines MTFC – a “manualized” treatment program that provides foster parents with intensive training, regular supervision and support from the treatment team, and intensive therapy for the youth and their family. A manualized program is based on a comprehensive and prescriptive written program approach, or a “manual”. MTFC “yielded the largest treatment effects compared to the other juvenile justice treatment programs” and an adapted version for girls has demonstrated positive results.

The research identified other family care home models as promising evidence-based approaches – Together Facing the Challenge is rated very highly and is being further investigated to assess its effectiveness.

The core components of effective family care home models, cited in the literature review include: a stable family environment with consistent family caregivers; intensive and ongoing supervision and training for family caregivers (who are members of the treatment team); consistent supervision and support to treatment team members, evidence-based approaches to manage youth's behaviour; and structured, individualized care for youth who are placed, usually singly or at most in twos, for six to nine months.

The limited research on wilderness challenge group programs showed varied results. Some findings suggest that the positive outcomes for youth in these programs are short-lived after participation, and "result in re-offense rates similar to those youth who were incarcerated". However, a meta-analysis conducted in 2000 found that wilderness challenge programs that combined intensive physical challenges with individual, group, and/or family therapy and robust oversight resulted in decreases in reoffending behavior.

The literature review found that similar to wilderness challenge programs, the community group home model lacks research support compared to family care home models. Although community group home placements have been used extensively for decades, there is a dearth of published empirical literature on the effectiveness of this model. And a consistent and agreed upon definition of community group homes does not appear to exist.

The critique of community group homes included negative peer influence, low retention rate of caregivers, instability of placements, and poor utilization of aftercare services. The Teaching Family Model, which is a manualized group home treatment approach with "teaching parents" who provide care to a small number of youth in a family setting, has undergone research and evaluation. These studies indicate positive results. For community group homes, this model appears to be the most effective approach. It is quite different than that currently employed in group programs in B.C.

The literature review recommends that MCFD and FTAP providers ensure continued staff training and adherence to best practices. It also states that: "there should be a focus on the provision of evidenced-based services to maintain treatment gains following reintegration back into the community."

The Data Analysis

Utilization Rates and Per Diem Costs

Data about program utilization (see Appendix E) indicates there is a significant over-capacity in the system as a whole at this time. The average utilization rate of programs is 67%, but the range of utilization is very broad, from 24% for one family-based, general program, to 98% for a specialized addictions program.

The average utilization rates for types of programs are:

- 52% for bail/transition beds
- 51% for Aboriginal programs
- 59% for family-based general programs
- 64% for group-based general programs
- 71% for wilderness challenge programs
- 87% for specialized programs (addictions and sexual offending)

It would appear that the apparent under-utilization of beds throughout the network is, in part, a function of the significant underuse of certain programs, compared to a very high demand for the specialized programs. This also captures the underuse of bail/transition beds, which is to be expected. When bail/transition beds are taken out of the mix, the underutilization of longer-term FTAPs is significant but not alarming.

Under-utilization of FTAPs is also consistent with decreasing demand across all fronts of the youth justice system over the past ten years. For example, the youth custody population decreased by 68% between fiscal years 2001/02 and 2012/13. The three youth custody centres are now operating well below staffed operational capacity. Similarly, the community youth justice caseload decreased by 52% in the same period, and average youth probation officer caseloads are unprecedentedly small.

In terms of per diems, some variation is explained by intensity of some programs, such as those providing addictions and sexual offending treatment. That said; contracted per diems do differ somewhat even among apparently similar programs. Within family-based general programs, for example, per diems range from \$132 to \$257. Actual per diems also differ from contract per diems, depending on the utilization rate. A contracted per diem of \$250 may appear reasonable, but it can increase to \$400 if several beds in a multi-bed program remain empty.

Youth Profiles

An analysis of the youth attending a FTAP in Fiscal Year 2012/2013 indicates that there were 381 placements in FTAPs, representing 286 unique youth. This means that 95 youth experienced more than one FTAP placement in the year. The number of double or triple placements is not particularly remarkable. Some

youth would have been in bail/transition beds while awaiting trial or sentencing, and then attended a long-term FTAP as part of their sentence. And some attended more than one program for sentenced youth during the year.

About 76% of youth in FTAPs were boys, and 42% were Aboriginal. Information on the care status of all youth was not available in the youth justice database, but of those whose care status was recorded, 32% were in care, and a further 3% had a Youth Agreement.

Comparing the distribution of participants in FTAPs between the five (former) regions of the Ministry and the distribution of the total community youth justice population shows that the Island Region uses FTAPs heavily, supervising 19% of the youth justice population but responsible for 29% of the youth in FTAPs. Given the high use of FTAPs one might expect to see a lower rate of custody for Island youth, but in fact the Island is a heavy user of *both* FTAPs *and* custody.

The Vancouver and Interior regions have roughly proportional numbers of youth on the general youth justice caseload and in FTAPs. The Fraser and Northern regions tend to *underutilize* FTAPs slightly. The Fraser Region has 31% of the total community youth justice population, but only 24% of the FTAP population. Similarly, the Northern Region has 15% of the community youth justice caseload, but only 11% of the youth in FTAPs.

The previous intervention history of cases in FTAPs shows that 40% had never been in custody, 38% had been in remand custody only, and 22% had been in sentenced custody. This is significant given that FTAPs are considered an “alternative to custody”.

The data is especially revealing when risk levels and the number of previous offences are examined. The risk data is based *primarily* on completion of the YCRNA (Youth Community Risk /Needs Assessment), which was employed until December of 2012. The vast majority of youth in FTAPs during FY 2012-2013 would have been assessed using this instrument. It was subsequently replaced by the SAVRY (Structured Assessment of Violence Risk in Youth) and data from this different instrument was converted, where possible, to YCRNA categories for the purposes of this FTAP data analysis.

Looking at static risk ratings alone, fully 25% of FTAP cases had a “low” static risk rating. Medium risk accounted for 42% of the cases, and high risk for 33% of the cases. Static risk factors, or historical risk factors, are past events that predict reoffending and cannot be changed by intervention.

Dynamic risk factors, sometimes called "criminogenic need factors", are those elements, also predictive of recidivism, which can change in response to personal growth or external intervention. These include family relationships, education, substance misuse and attitudes. When dynamic risk factors alone are

considered only 2% of FTAP cases are rated as low risk, 36% are medium risk and 62% are high risk.

Supervision Ratings determine the level of intervention YPOs will apply to youth. A "low" supervision level means minimal attention to the youth, while a "high" level will require frequent contacts and involvement with a variety of programs and professionals. The Supervision Rating incorporates both static and dynamic risk factors, and is discerned by the YPO through a process of "guided professional judgment", not an arithmetical calculation of scores for risk and needs. According to supervision levels only 4% of the youth in FTAPs are low level, 45% are medium, and 51% are high.

The offence history of the FTAP cases revealed that 58% had zero, one or two substantive offences. Twenty-six percent of cases had three to five substantive convictions, and 13% had more than six. This offence history *includes* extra-judicial sanctions but *excludes* extra-judicial measures (other than sanctions) and findings of guilt for breaches of court orders. The data analysis revealed a few cases where youth had been sent to an FTAP on the basis of an extra-judicial sanction, a situation which should never occur.

When examining risk levels and offence histories together it *appears* that dynamic risk ratings play a larger role relative to static risk and offence history in determining Supervision Ratings, *and referrals to FTAPs*. This is somewhat surprising because the policy on Supervision Ratings states that a low static risk rating combined with a medium dynamic risk rating should ordinarily produce only a low Supervision Rating.

The offence history, and the static risk rating (which also reflects the offence history) are strongly predictive of future offending *and* they speak to the issue of a fair and proportional response to the crimes committed. It may be that *some* of the explanation, but not necessarily the justification, for sending youth with apparently little substantive criminal history to FTAPs lies in the serious nature of the offences, the high rate of breach convictions (62%); and/or the number of extra-judicial measures employed by police, which are not captured statistically, and do not form part of a youth's formal criminal history.

The data regarding the dynamic risk factors of youth in FTAPs reveals that for substance misuse, 36% had "some usage associated with moderate adjustment problems", and 46% had "frequent or uncontrolled usage associated with serious adjustment problems." And 40% had "occasional instability in family relationships" and 46% had a "very unstable pattern of family relationships." Other dynamic risk factors were not analyzed.

Looking specifically at the difference between the genders, in the analysis of programs for sentenced youth; girls were more likely than boys to have a "low" static risk rating, and a "high" dynamic risk rating. Girls were also more likely to

have had little offence history before placement in an FTAP. Fully 70% of the girls in sentenced FTAPs had zero, one or two substantive offences, compared to 56% of the boys. The history of violent offences is comparable for boys and girls. However, 83% of the girls had breached orders, compared with 60% of the boys. Taken together these figures suggest a large group of girls who are treated as “unco-operative”. They have significant needs but minimal offence histories, and YPOs and the courts are resorting, more often than for boys, to youth justice resources.

The data on Aboriginal youth in sentenced FTAPs was equally intriguing. Aboriginal youth were more likely to be in care than their non-Aboriginal counterparts. The gender split for Aboriginal youth was about the same as the total FTAP cohort. Aboriginal boys and girls were *more* likely than non-Aboriginal youth to have a “medium” or “high” risk rating and *more* likely to have a substantive offence history behind them. They were also more likely to have breach court orders than non-Aboriginal youth in FTAPs (79% vs. 58%). Aboriginal youth were slightly more likely to have committed violent offences. In general, Aboriginal youth appear to be closer to the intended target group for FTAP referral, with more substantive offences *and* breaches.

Finally, and quite impressively, analysis of a randomly selected sub-set of 55 youth indicated that 74% completed the programs to which they were referred.

What We Heard in the Consultation Sessions

Focus Groups

The focus groups, Aboriginal gatherings, youth interviews and custody staff meetings were varied and always interesting. Some of the information relayed was at variance with the results of the YPO survey, and/or the data analysis, and these “disconnects” are identified periodically in the remainder of the report.

The focus groups began with anecdotal discussions of the issues facing youth who are currently involved in the youth justice system as compared to those involved prior to the implementation of the *Youth Criminal Justice Act* in 2003.

Youth in today’s justice system were described as having more complex needs, and in particular presenting with significant multiple mental health issues that, in many cases are co-occurring with substance misuse. Almost all youth have substance abuse issues – to some degree. There are significant trauma issues among this population, and many youth have been prescribed psychotropic medications. There appeared to be a consensus among all the focus groups that these youth are more prone to violence, and the dynamics of their families are more problematic with more parental criminality. As well, there were several comments relating to a perceived increase in the number of youth affected by social media issues, such as cyber-bullying and sexual exploitation.

More youth are homeless and disconnected from their families and communities. While Aboriginal youth almost always have some contact with their families, non-Aboriginal youth are more likely to have no family contact.

Youth committing sexual offences were described as more violent and with greater risk and need factors. These offences were perceived to have increased in severity, although official data reflects lower rates of sexual offending, including aggravated sexual assault.

Several groups expressed concern about the high number of police contacts some youth have before being charged. Because of this previous extra-judicial involvement, youth probation officers believe youth require a level of intervention beyond community supervision earlier in their “official” criminal career and therefore are considered appropriate referrals to FTAPs.

Discussions took place in every group regarding the role of FTAPs on the continuum of youth justice services. FTAPs had been seen as an alternative to custody and placed between community supervision and custody on the continuum. Today many youth in FTAPs have been in custody.

All of the focus groups spent considerable time discussing the different aspects of the relationships between the FTAPs and the Ministry. Several issues were identified including: contract management, case management, referrals and liaison, information sharing, and communication.

The need for a stable, consistent and standardized contract management model was raised by many FTAP and Ministry managers. Examples were given of irrelevant and inaccurate contracts and of multiple (or, in one instance, no) contract managers. A contract manager with little youth justice experience questioned whether her qualifications and her time constraints impacted her ability to effectively manage FTAP contracts. On the other hand, both Ministry and FTAPs representatives praised the contracting structure in the Interior where the Regional Director of Youth Justice is the contract manager for all FTAPs.

The impact of the recent implementation of Service Delivery Areas (SDAs) on youth justice contract management was raised frequently. The Ministry currently has “regional” Youth Justice Directors, and “regional” youth justice consultants. Some wonder how the already fragmented and inconsistent management of youth justice will fare if responsibilities are distributed between an even larger number of organizational units. Not surprisingly, a centralized contract management model for designated provincial FTAPs was proposed in several focus groups.

Illustrations of good integrated case management stood out in discussions about the three treatment programs for sexual offending. The strong connection between agencies, YPOs and youth forensic treatment staff was obvious in conversations in the Kelowna, Courtenay, Kamloops, and Prince George focus groups. Other programs such as Daughters & Sisters and Osprey were cited as examples of FTAPs with excellent case management practices.

On the other hand, there was no shortage of complaints about ineffective case management practices. The relationship between the youth justice system and the child welfare system was often referred to as highly problematic. Plans of Care for children in care were not routinely shared. Youth probation officers, while complimenting many FTAPs on their high level of communication regarding participants, also gave examples about youth being discharged from programs without notification, and of unreturned phone calls to programs. The role of family caregivers in the case management process differed among programs.

As on almost all issues, there was a divergence of views on both the quality, diversity and structure of programs. For example, in the Victoria group, two YPOs stated a strong aversion to two FTAPs, while another YPO stated that these were his two favourite programs. Discussions took place about the effectiveness of the group home model versus the family care home model. The need for more substance abuse and sexual offending programs was raised on several occasions. Suggestions were made about the right balance between FTAPs that focus on specific issues (such as addictions or sexual offending) and those that provide more general rehabilitative programming. The gender specific needs of both girls and boys were discussed in most groups.

The youth's needs and wishes, program type, waitlists, urgency, community pressure, geography, and transportation issues, were all identified as influencing referral decisions. Many YPOs said that they did not have adequate information about FTAPs outside of their geographic area – and that this information was not easily accessible. Interestingly, the online FTAP Directory, which is available to every YPO, was never mentioned in any meeting we conducted. Nonetheless, the groups discussed the potential for FTAPs to use online communication tools, so that YPOs, prospective participants and their families could be more informed about these programs.

In Abbotsford, a centralized referral system as part of a centralized management system was suggested as a solution to resolve referral concerns. Other YPOs suggested that all programs should use the generic referral form that is in place. Several programs have requirements in addition to the standard referral package

“Our program has good collaboration with both probation and Forensics”
(Agency providing sex offender program)

and there were some complaints made about the quantity and complexity of information required by some FTAPs.

During the focus groups we learned that some FTAPs have developed unique screening procedures that can play a significant role in the referral process. Apparently some programs have very narrow acceptance criteria, others are “low barrier” resources, and one program, DARE, accepts all referrals made by YPOs.

There was a range of opinions expressed about the sharing of youth information between YPOs and FTAPs in the referral/screening and case management processes. Some Ministry representatives felt that programs only needed to know the “gist” of SAVRY assessments on referred youth while others felt, if agency personnel were trained, there was no reason why they should not have access to the complete assessment.

Both FTAP representatives and YPOs raised the difficulties that they had experienced with the discharge and transition of youth from the programs. FTAP providers lack the resources to assist youth, their families, and their communities with the transition process.

Despite the fact that MCFD and the Ministry of Education have an agreement on the delivery of standardized school services for FTAPs, school arrangements are varied across the programs. This is a significant issue for a number of programs.

Not surprisingly, funding issues were raised consistently in the focus groups. Agencies commented on the difficulties in recruiting and retaining qualified staff because of low wages. Arrangements to obtain the funds required to support youth in FTAPs (e.g., clothing, medications, and transportation) appear to be vastly different across the province.

All the bail/transition beds (except the Vernon girls’ program) are based on the family care home model, but these programs differ greatly regarding the support provided to youth and the family caregivers. Some programs, such as those operated directly by MCFD in the Fraser Region, offer little support. A youth probation officer at the focus group in Surrey described them as “just beds”. On the other hand, the DARE short-term program in Vancouver, and the Boys and Girls Club program in Victoria, provides youth with wrap-around services, in addition to staff support to their family caregivers. (The Vancouver DARE program should not be confused with the international, police-based program to discourage drug use by youth (Drug Abuse Resistance Education).

Aboriginal Gatherings

The Aboriginal gatherings were held at USMA Child and Family Services of the Nu-chah-nulth Tribal Council in Port Alberni and with Qwí:qwelstóm at Stó:lō Nation in Chilliwack. These discussions were very helpful to the review, and provided the authors with a greater understanding of the issues facing Aboriginal

youth in the justice system, their families and their communities. We heard from elders, justice workers including ISSP workers, an Aboriginal police officer, a Crown Counsel and other staff from USMA and Qwí:qwelstóm.

At Qwí:qwelstóm, there was a healthy skepticism from some elders about the review process itself. It was pointed out that many reviews, inquiries and studies have come from governments to First Nations without many positive changes. Why should they believe this review would be any different? The question was also asked as to why there was not someone who was Aboriginal involved in conducting the review.

It was stated that programs need staff who are inspiring and “culturally” smart, not just “book smart”. Programs also need to be long enough for youth to heal. Twenty-eight day programs are too short. It was also suggested that when youth are healed there should be opportunities provided where they could work with their peers who are still troubled.

There was quite a bit of discussion about the legacy of residential schools, First Nations' history of being marginalized, and the socio-economic reality in most of their communities – all of which has resulted in many Aboriginal youth really struggling with their cultural identity. Several elders suggested that it was important for Aboriginal youth to have opportunities to learn about their culture and the traditional teachings while in FTAPs – and that they should be encouraged to do so. But the group reached consensus that ultimately youth should have a choice about whether they wanted to participate in cultural activities, or not.

At USMA, there was discussion about the relatively high number of Nu-chah-nulth youth in the justice system. The group identified five youth who were in custody on that date. They referred to the dearth of services in the Nu-chah-nulth territory and its effect on youth returning from FTAPs, the painful and recent memories of parents and other relatives taken from home to residential schools and the issue of youth unconnected to their culture.

It was suggested that Port Alberni should have a full-time youth justice program (either day program or FTAP). The advantage of youth participating in programs in their own communities (e.g. Ahousaht) before they were sent to FTAPs, was also noted.

A key topic of our discussions was how to improve the transition process for youth from programs back to the community. It was observed that it is not unusual for youth to do quite well in FTAPs, but their communities are not prepared for their return. There was general agreement that implementing a process of graduated returns to communities – out for a week, back for a week, etc. may be a viable and effective solution.

It was acknowledged that the Oasis and Headstart programs' communication with families and community resources had significantly improved.

In both gatherings Fetal Alcohol Spectrum Disorders (FASD) and related brain injuries were discussed. The term "brain differences" was used to describe youth with FASD, head trauma and similar diagnoses. Again, there was consensus that programs really need to be "attuned" to these issues.

Meetings with Custody Centre Staff

We had relatively shorter meetings with the staff at the Burnaby and Victoria youth custody centres. It was valuable to get their perspective on FTAPs. A significant number of youth in custody have been in FTAPs. Some are in custody because they have breached their order to participate in a program. YPOs also refer youth to FTAPs as a transition from incarceration. Burnaby Youth Custody Services manages the contracts with Waypoint, Daughters & Sisters and Am'ut.

Staff at the Burnaby custody centre estimated that 30 – 50% of the youth at the centre who are Aboriginal do not self-identify as Aboriginal. And, similar to the comments made by the FTAPs representatives, many youth at the centre have concurrent disorders, and most are taking medications.

There was general agreement that many youth would rather stay in custody than go to FTAPs because they think the programs are too long and difficult. The fact that the programs are not co-educational, and some ban smoking and limit access to the Internet were all identified as disincentives for these youth, notwithstanding that there is no smoking in custody and Internet access is restricted there as well. By deduction, it appears that the length of the FTAPs, the expectation that youth will tackle their criminogenic issues, and the absence of the opposite gender were the main objections to FTAPs.

Staff suggested that there are a number of shorter-term programs (that are not funded by Youth Justice) that youth in custody view as more attractive than FTAPs, e.g. 28-day supportive recovery houses.

It was also suggested that there should be FTAPs with a specific focus on job training, e.g. construction and culinary programs.

Custody staff reported that they struggle with the referral requirements of some FTAPs regarding medical exams, and information and documentation. Some programs require TB tests. It was suggested that there should be standardized medical and referral forms for FTAPs and that these should be electronic.

There were some criticisms levelled at FTAPs for not addressing transition issues when youth are leaving the programs.

At the Victoria custody centre, a staff member noted that youth in custody and at FTAPs are at the “deep end of the (youth justice) pool” – violent, traumatized, mentally disordered, and addicted.

It was also noted that the centre has had some success transitioning youth in custody to FTAPs and that the ISSP workers have helped with this process.

As in Burnaby, it was suggested that FTAPs should be more flexible in the length of their programs so that youth in custody would be more interested in attending. One staff said, “You can’t fail in jail.”

Criticism of FTAPs included a report from a youth that a FTAP staff member smoked in front of youth who were not allowed to smoke, and that FTAPs are generally providing little information to referring YPOs. It was suggested that Skype could be used as a communication tool for Integrated Case Management (ICM).

There was also some discussion about the need for a FTAP for Aboriginal youth on Vancouver Island.

Youth Interviews

The authors appreciate the willingness of youth who were in FTAPs, or who were in custody but had been in one or more FTAPs, to be interviewed. These youth were both forthright and articulate about describing their experiences. Not surprisingly, there was also a wide range of opinions expressed.

Overall the youth currently in custody were quite critical about the FTAPs they had experienced. They said that the programs are too long and too onerous, reflecting an expectation that the option would be a shorter stay in custody. Boys were more likely than girls to express *some* positive sentiments about FTAPs.

The four girls interviewed at the Burnaby custody centre were particularly critical of FTAPs. Sadly, it appeared that their life experiences had driven them to the point of rejecting any programs with treatment components.

Fortunately, the girls interviewed at the Oasis program had a much more positive view regarding their participation, and the boys in the Headstart program also indicated a higher level of engagement in the program.

What Youth Probation Officers Said in the Survey

Nearly 80% of YPOs responding to the survey reported that they had used an FTAP (other than a bail/transition bed) at least once in the past year. About half of this number had used one of these programs once or twice, and the other half between three and ten times.

The most common reasons for avoiding particular FTAPs were that the programs were not a good match for the youth, that beds were not available, and that the YPOs had had poor experiences with the program. The program components most sought after by probation officers were general counselling, substance misuse counselling and individualized programming. Youth probation officers reported being generally satisfied with the information they had about FTAPs, the referral and screening processes, communication while youth were in the program and the quality of transition planning. The positive feedback on these program elements differed somewhat from the views frequently expressed at the focus group meetings.

On the survey, all the FTAPs were listed and YPOs were asked to rate their effectiveness. High marks were given to wilderness challenge programs (Camp Trapping and Coastline Challenges), specialized programs for addictions and sexual offending (Daughters & Sisters, Waypoint, Osprey, Boundaries, Stride) and most of the family-based general programs (Oasis, Headstart, Hawk and DARE). There are clearly some challenges in the relationship between YPOs and the two programs for Aboriginal youth (Hazelton Healing Lodge and Am'ut) as these two garnered the poorest ratings.

When asked what their priorities would be if programs could be expanded or re-configured, YPOs identified programs for youth who are cognitively impaired, addictions treatment programs, and short-term bail/transition beds.

Thirty-five YPOs made additional comments in the open section of the survey. Many confirmed previously noted requirements for more programs for girls, more programs focused on addictions and mental health, and better supported transitions at the end of FTAPs. Other comments included a plea for a more efficient or more centralized referral process, more tenacity by some programs (fewer early exits), a provincial pool to fund transportation costs, and locating bail/transition beds in areas not served currently.

Putting it All Together: What We've Learned

FTAPs Serve a Diverse Population

The data for FY 2012/13 demonstrates that FTAPs are currently serving a very diverse population in terms of offence history and risk level. Extensive longitudinal data is not available to provide a sense of how things have changed. However, the focus groups offered consistent and fervently conveyed impressions: youth now being served in FTAPs, and youth involved in the justice system generally, have more complex needs, and extreme and challenging behaviours, and are at higher risk of reoffending than their predecessors. More youth are perceived to have a mental disorder diagnosis, a history of trauma, and/or a substance misuse issue.

The available longitudinal data, comparing risk ratings in FY 2008/09 and FY 2012/13, does not entirely support this impression. In this five-year period the proportion of the caseload rated as high risk (Supervision Rating) did increase from 25% to 32%. But because the total community youth justice caseload fell by 27% during the same time period, the *number* of youth rated as high risk remained about the same.

There are several possible interpretations around the apparent disconnect between YPO perceptions and the data.

- Although the number of high-risk youth remains the same, they feel like a bigger problem because they are a larger proportion of the current smaller caseloads.
- Some changes to the character of the caseload may have preceded 2005 (although senior staff recollect that fifteen years ago the high risk group was still about 25% of the total caseload, which was then much larger.)
- As YPOs are better trained to discern problems, a youth who is acting out is less likely to be dismissed as simply conduct disordered, and more likely to be recognized as presenting multiple problems including trauma, developmental disabilities, and/or mental illness.

In addition, some YPOs believe that the police are more vigorously employing extra-judicial measures, and many youth are coming to their first court appearance with multiple police diversions under their belts. While the history of extra-judicial sanctions authorized by Crown Counsel is documented, the use of extra-judicial measures by police in individual cases is not reliably documented and usable. Annual police statistics published by the Canadian Centre for Justice Statistics confirm that, overall, police do employ diversion extensively, in more than two-thirds of all cases in the province. However, this rate of police diversion has remained fairly constant over the past decade.

The environments in which these youth live and develop have undoubtedly changed. The growth of social media has introduced new influences, avenues of offending, and vulnerabilities, which require the vigilance of YPOs, parents and caregivers.

Regardless of the puzzles posed by the data and the anecdotal evidence, there is a clear need for youth justice programs which respond to diverse and challenging diagnoses with evidence-based interventions. There is little requirement for programs for essentially healthy youth who are exhibiting some anti-social behaviour and need to experience a “consequence” and perhaps a little “boost” to self-regulation.

The Fluid Position of FTAPs on the Youth Justice Continuum

The Community Youth Justice Programs Manual of Operations states that FTAPs “are intended for youth who:

- Require a level of intervention beyond intensive support and supervision probation; and,
- Would otherwise receive a custodial sentence.”

The policy goes on to state: “a full-time attendance program may, however sometimes be used following a short period in custody if that reduces the length of the custodial sentence that otherwise would have been used.”

The traditional assessment of FTAPs as being in the middle of the youth justice continuum still applies in many cases. However, it appears that FTAPs are frequently being used as a transition from custody. Six of the nine youth interviewed at Camp Trapping had been in custody – and one youth expected to return to custody after a court appearance at the conclusion of his FTAP experience.

During our review we also learned that in least a couple of communities, FTAPs were being used for placements due to a shortage of foster homes, and/or when the behaviour of youth could not be managed within that system.

Where FTAPs sit on a youth justice “tariff” seems to be a matter of perspective. Based on most legal and objective criteria, they are less onerous than custody. However, youth currently in custody, who had been in FTAPs, said that they thought these programs were a greater punishment than custody, at least in part because they may be longer than an expected custody sentence, and the programs expect more of the youth. Staff at the centres confirmed that there were youth who refused to go to FTAPs for these reasons.

In contrast, the majority of YPOs and agency representatives stated that FTAPs actually needed to be longer to realistically accomplish the goals that are key to the youths' rehabilitation. This position was echoed by the Aboriginal staff and elders we met with at USMA Child and Family Services and Stó:lō Nation.

The Range of FTAP Models

Most FTAPs are based on the family care home model and include day programming. These include the three programs that specialize in sexual offending treatment – STRIDE, Boundaries and the John Howard Society Youth Justice Beds, and the three programs that provide addictions treatment – Osprey, Daughters & Sisters and Waypoint.

It should be noted that the family care model of *most* FTAPs is similar in approach to the “Treatment Foster Care” model recommended in the Literature Review, *but different* from regular foster care in the child welfare system. Unlike the child welfare system, the family care model employed in youth justice FTAPs

is agency-based and typically enhanced by program supports. Family caregivers are recruited by the agency (not the Ministry) and the agency also provides family and youth support workers and emergency call-out assistance. They generally have a complementary day program, and obtain treatment for many participants from Youth Forensic Psychiatric Services.

Am'ut, Camp Trapping, the Key Program and Hazelton Healing Lodge use a group residential model.

The Oasis, Daughters & Sisters and Am'ut programs are for girls. And Osprey provides one cycle of programming per year for girls.

Hazelton Healing Lodge and Am'ut are programs specifically for Aboriginal youth. Coastline Challenges is an expedition based wilderness FTAP, while Camp Trapping provides wilderness activities in the context of a longer term group-based program.

All the bail/transition beds use the family care home model, with the exception of one program for girls which has a single bed in a group setting which serves women in a variety of circumstances. Bail/transition beds are provided by the Boys and Girls Club of Greater Victoria, PLEA Community Services Society, and the Okanagan Boys and Girls Club. Unlike other agency-operated, family-based FTAPs, MCFD directly recruits and contracts with family caregivers for bail/transition beds in the Fraser Valley.

The Experiences of Youth in Care

In some regions such as the North, agency representatives and YPOs expressed concerns about youth in care who are participants in FTAPs. They said that it was often difficult to communicate and cooperate with the child welfare side of the ministry. Plans of Care, for example, were not always completed or made available.

The transition of youth in care from FTAPs is further complicated by variations in practice regarding "holding" foster care beds for youth who are temporarily residing at an FTAP. It often depends on the anticipated length of stay at the FTAP, and the demand for the bed by other children in need. (USMA, the delegated agency in Port Alberni, is one agency which will hold the foster placements for FTAP participants.) It was also mentioned that the number of child welfare foster beds has been cut in the North. There was suspicion that FTAPs are sometimes being used when the foster care system is incapable of dealing with certain youth. A Ministry staff person made reference to "desperate placements".

Ironically, the one advantage that youth in care have over many other youth accessing FTAPs is that generally the Ministry provides them with the essentials they need, e.g. clothing, toiletries, and medical assessments. A consistent

theme throughout our consultations was the inequity in FTAPs between youth in care and other youth who do not have the financial means to secure these necessities.

There were also some acidic observations made during the review that when youth in care participate in FTAPs, they regularly receive better therapeutic services from the youth justice component of the Ministry. In fairness, some services (such as those provided by Youth Forensic Psychiatric Services), are only intended for very trouble youth justice clients.

Communication Flow is Uneven; Some Referrals appear Idiosyncratic

While meeting with YPOs in focus groups around the province, the authors were frequently surprised to discover how little some YPOs knew about FTAPs outside of their immediate area. One experienced YPO candidly admitted he was truly familiar with only four of the twenty-plus programs in the province.

The YPO survey reflected general satisfaction with information flow about FTAPs, but comments in the focus groups suggested that there are some problems. Most YPOs were unaware, for example, that Camp Trapping accepted youth who are on medications, even though this change was made nearly a year ago and was no doubt communicated at the time. Others were not aware that Hazelton Healing Lodge was a male-only program, or that Am'ut was only for girls. The authors sometimes found themselves in the position of educating YPOs about the features of various programs.

To some degree, this may reflect the management of youth justice services within multi-faceted regional structures, or currently, SDA's. As well, some programs are more pro-active than others in sending information to YPOs and offering on-line resources. One FTAP, for example, has a website with a video tour of the program. Some FTAP providers make a provincial tour and meet with YPOs, while other programs rely primarily on electronic communication. There is an online FTAP Directory, although it appears to be little used, perhaps because it is not perceived as current. It was last updated in February 2012, and *most* of the information is current.

This sometimes languid information flow may contribute to a larger problem, which was evident in the focus groups. The referral of youth to programs sometimes appears to have as much to do with YPO preferences based on familiarity with the FTAP and its reputation, as with an informed and objective matching of youth needs to the program. The YPO survey was clear – meeting youth needs was the most commonly cited reason for selecting a particular program. Comments we heard in focus groups lead us to question the primacy of that approach.

“If an FTAP ticks of a P.O. once, they are crossed off the list.”
(Consultant)

Youth probation officer experience should not be discounted. It would be unconscionable to send a youth to a program the probation officer knows to be a poor performer. However, a lack of familiarity should not preclude other programs from consideration. The authors are confident in concluding that most YPOs, when considering a program for a youth, are not surveying the full range of programs available, but are confining themselves to a narrower field of familiar options. A more robust system of information about and communication with programs is clearly indicated.

Collaboration & Practice is Inconsistent

Caregivers, either in family care homes or group settings, should be integral members of the case management team. The residence is one of the most important environments, if not *the* most important environment, in which learning takes place, cognitive-behavioural principles are practiced, and growth is recognized and celebrated. In a number of focus groups we observed excellent collaboration among care providers, YPOs and Youth Forensic Psychiatric Services. Nonetheless, we also discovered differing practices around the province about the nature of information shared with caregivers, and their participation in integrated case management.

“Working with kids in Program A is great. If kids aren’t drinking they are great to work with.”
(Forensic Clinician)

In a number of locations it was clear that caregivers are receiving complete and helpful information, either in writing or in conversation. However, one topic of debate was whether caregivers should be privy to the SAVRY assessment results. It was, in fact, curious how infrequently the SAVRY was mentioned in discussions of case management and referral to programs. The authors were left to question whether the assessment was in fact the driver of case management plans, as it is intended to be in an evidence-based system of interventions. Furthermore, the language of SAVRY has not yet permeated FTAP program descriptions and reports.

When the topic of SAVRY results was raised, there were differing opinions about who should access them. Everyone agreed that caregivers should have an

understanding of the main risk and strength factors identified in the assessment. But some believed that it is a professional instrument that cannot appropriately be shared with “lay” caregivers. Similarly, and perhaps more importantly, the written case plan is not routinely shared, although again, the objectives and strategies of the plan may be communicated orally. Some consistency in practice around these documents is clearly required.

In most locations, it appears that caregivers are active participants in integrated case management activities, or are at least welcomed at meetings. However, in at least one location, an agency that operates several family care homes believes it needs to be “protective” of their family caregivers. The agency wants them to focus on the youth without worrying about dealing with a myriad of professionals. The agency support worker relays the family caregivers' observations to integrated case management meetings. The authors have concerns about limiting the caregivers' involvement in this way.

"Nickel and Dime" Frustrations

Program staff and YPOs in most locations expressed frustration about their inability to get youth to and from FTAPs, and to ensure they had the appropriate clothing, toiletries, and medications they needed while in program. These difficulties were usually a function of whether the youth were in care or not. The needs of youth in care were generally met by the Ministry. For youth not in care the situation was far more complex. In some cases families can pay for any expenses associated with their child's attendance at the program. But many families do not have the financial means to assist, and YPOs have to scramble to secure funds. To their credit, resourceful YPOs *do* find solutions to these challenges.

To “unpack” the transportation issue further, there are sometimes choices about the mode of travel, and whether youth require an escort. The object, of course, is to ensure that youth arrive safely on any trips between home and the FTAP - when on visits and at discharge.

The choice is usually between air travel (with senders and greeters at each end) or road travel with an escort. Based on a risk assessment, some youth may be able to travel alone, particularly on a home visit or at the end of the program. Complications arise when travel is unplanned, and funds for an early discharge must be secured quickly. ISSP workers are sometimes utilized to deal with program travel, but they are not consistently available for this purpose.

Travel for families to and from FTAPs is also important. Again, those with resources can visit their children, but the absence of a sound vehicle or money for gas can be a barrier for many families, and particularly for those whose engagement in their child's treatment is tenuous at best.

We learned that although Youth Forensic Psychiatric Services may pay for psychotropic medications, securing funds to pay for other required medications is difficult. Apparently youth requiring dental work while in FTAPs also present unique challenges in terms of covering the costs.

“Many parents are reluctant to visit kids at FTAPs. They’re burned out, they’re stuck with other children, and/or they can’t afford to visit.”
(FTAP Agency)

Ministry support for youth in FTAPs seems to vary significantly around the province. The (former) Interior Region seemed to be the only jurisdiction with a simple and well-understood process to access the “regional toolbox” – a fund to cover FTAP related expenses not otherwise covered.

Transition Supports are Crucial

One of the biggest disappointments about the FTAP system is the lack of a coordinated and supportive transition from the programs for many youth. There were a number of challenges identified throughout the review, including a lack of resources, inadequate planning and communication between some YPOs and FTAP staff, and in some cases, little if any follow-up with the youth (and their families and/or placements) after they are discharged from FTAPs.

Communities often do not have the supports in place that youth need to maintain the gains they have made while in FTAPs. Many youth return to difficult family situations that lack the capacity to provide them with support, stability or supervision. Predictably these placements prove to be untenable for the youth, and they are often left to their own devices to find another place to live. Some youth end up having to stay in shelters, or worse, because the living arrangements that were made prior to leaving the FTAP were inadequate.

In most cases youth in care have to make the adjustment to living in new foster homes, with or without the necessary supports. Youth who have “aged-out” of the system sometimes leave FTAPs with no transition plans in place. They are faced with premature independence, and a significant shortage of the supports or services they need in their communities.

In 2009 Daughter & Sisters and Waypoint undertook "The Reintegration Project" – a three-year federally funded demonstration project. It was designed to provide youth transitioning from their residential addiction treatment programs, and their families with consistent, individualized support throughout the reintegration process. The goal was to decrease the problematic substance use and criminal

justice involvement of these youth, and improve their long-term treatment outcomes.

The results of the project are persuasive – at the six-month mark, the majority of the youth who participated reported a significant decrease in substance use, and involvement in the criminal justice system; they also reported that their family relationships, peer relationships, school involvement and community connection were "good" or "excellent". The project demonstrated that youth can maintain the positive outcomes achieved through treatment at FTAPs over the long term when they are provided with reintegration support that is practical, reliable and tailored to their individual needs.

Over the course of this review we learned that FTAPs have few resources to work with families and communities to properly plan for youth's transition from the program and follow-up services. Some programs are trying to address this issue. One avenue they have taken is to accept youth who live in communities geographically close to the programs. Families have a better opportunity to visit the FTAPs and program staff can better develop supports for the youth when they leave the program. However, this has resulted in some YPOs from other regions complaining about regional bias in access to provincial resources.

Girls and Boys have Unique Needs and Circumstances

Everyone the authors consulted with agreed that girls and boys need programs that are gender-specific. To the credit of the Ministry and program providers this reality has been reflected in the designation of programs for a number of years now. Those representing FTAPs for girls stated that virtually all their referrals have significant substance abuse, mental health and trauma issues. They also reported that most girls are very fearful for their safety.

It is interesting to note that one agency representative, who has extensive experience working with girls in the justice system, said that their circumstances and needs now are much the same as they have been in the past. As mentioned in this report previously – this opinion is at odds with what we heard from others during this review.

During one of the focus groups there was a comment made that placements in family care homes can be quite difficult for girls who have reactive attachment issues. But FTAP staff and family caregivers who are skilled at trauma-informed care can provide these girls with the support they need, and effectively manage these situations. It was also observed in some locations that girls in FTAPs are more interested in participating in school programs than their male counterparts.

“They have really stuck with these girls. Even to have six months of success is something for these kids.”

(Youth probation officer, describing family-based girls program)

The boys who are being referred to FTAPs were described as also having significant substance, mental health and trauma issues, but their behavior is more violent than their female counterparts'. These boys are more interested in doing paid work, than participating in school programs. And according to some commentary provided during the focus groups, boys are easier to place in family care home settings.

The Osprey FTAP has been running one cycle per year for girls. Discussion took place at the focus group in Kamloops about the difficulties of transitioning from working with boys to providing appropriate programming for girls. Staffing, curriculum, behaviour management, family care home arrangements, and gender appropriate activities were all identified as problematic issues. The consensus at the meeting was that the cycle for girls should be dropped from the program.

School Programs Need Improvement

An agreement between the Ministries of Education, and Children and Family Development, dated April 20, 2006, governs the delivery of school programs to youth in youth custody centres, the Maples Adolescent Treatment Centre and to Full-Time Attendance Programs. The funding section of the agreement provides for one FTE teacher for every eight beds of capacity – this provision applies to all these programs.

The protocol states: “the manager of a court-ordered attendance program will be afforded an opportunity to review budget proposals and to comment, orally or in writing, to the school district administrator and/or the school district superintendent responsible for the school program.”

The agreement also includes a problem resolution clause whose second stage includes the involvement of “the manager of each court-ordered attendance program and school district administrator responsible for the school program.”

We learned during the review that there are a wide variety of arrangements between local school districts and FTAPs. Some programs have full-time teachers attached, who provide approximately 20 hours of service a week throughout the calendar year. At other programs, youth attend the alternate school programs in the community. Two programs reported that they each have a teacher assigned to work seven hours a week during the school year. This variation in practice is not always rational. It does not reflect the real educational needs of youth, or any congruence between educational services and the therapeutic model of the program. In one district, for example, a male teacher was assigned to a FTAP for girls.

According to FTAP representatives, the relationships between programs and school districts range from excellent to poor. Most were unaware of the protocols and no one confirmed the use of the problem resolution clause. This situation

needs to be rectified as soon as possible, given the circumstances of youth in FTAPs and their unsuccessful track records of achievement at school.

Contract Management Lacks Clarity and Consistency

During this review all the FTAP contract schedules were appraised for clarity, specificity and consistency of program deliverables, standards, outputs and performance/outcome measures. Currently, different ministry structures and parties administer the contracts for FTAPs. Burnaby Youth Custody Services administers three contracts and Youth Forensic Psychiatric Services administers one contract. The Regions/Service Delivery Areas (SDAs) manage all the other contracts.

There are considerable differences within the regional SDA structures regarding who is assigned with the responsibility for contract management. These include a Regional Director of Youth Justice, Community Services Managers, a Resource Team and the Executive Directors of the SDAs.

"Youth justice is a blade of grass on the football field of child protection."
(Youth Justice Team Leader)

One consequence of these different contract management arrangements is that there is both inconsistency and a lack of clarity in how the expectations, program deliverables and outputs in the contracts are identified. For example, in one major (\$2M) continuing contract that has not been updated for 13 years, there are references to repealed legislation. And the program deliverables have not been modified – even though the program has in fact changed considerably over the years. A number of other FTAP contracts refer to non-existent “standards” in youth justice legislation.

Despite the fact that agencies with larger contracts are accredited and must thereby comply with the relevant residential standards, there is no apparent consistency in the expectations even within the same or similar program types. For example, some family-based care programs are expected to comply with standards for foster care, some with draft (and generic) standards that have not moved beyond draft status in years, while other programs are silent altogether with regards to standards.

On the other hand, several contracts have very detailed and appropriate schedules, especially and most commendably those that are administered by the (former) Interior Region.

There also appears to be inconsistency and a lack of a systematic approach to funding levels negotiated with FTAP providers, even for similar programs. History, union/non-union status, contract restructuring, agency/Ministry relationships, and bargaining sophistication have all impacted funding.

The Opportunities for FTAP Collaboration

Unfortunately, there appears to be scant evidence that FTAPs share information, expertise and experience with each other. Most programs appear to be insular and isolated, perhaps because of the lack of commonality among many programs.

There are exceptions. The Boys and Girls Club of Greater Victoria and its Coastline Challenges program, and the Cariboo Action Training Society and its Camp Trapping program, have had a close working relationship for many years. PLEA Community Services and the John Howard Society of North Island have a formal agreement to cooperate as much as possible on service delivery.

In the focus groups we learned that the recruitment, training and retention of family caregivers was an ongoing challenge for many FTAPs. This is an excellent example of an issue that could be effectively addressed by agencies working together. The sharing of best practice and “tricks of the trade” could increase the numbers, and significantly improve the suitability, capacity and consistency of family caregivers – a fundamental component of the quality of services provided by FTAPs.

In another example, cooperative case management between MCFD and two or more programs regarding the services youth require has been very successful, e.g. the placement of an urban youth in a rural setting.

The evident vehicles to promote cooperation and collaboration are MCFD and PARCA – the community justice federation. Many of the agencies that operate FTAPs are members of PARCA. In the past, PARCA received federal funding to conduct workshops on best practice in youth justice programs. Such funding has not been available in recent years, but should be pursued again.

Issues with which We struggled

Is there still a place for group programs?

Group-based programs have a long history in British Columbia, but the majority of FTAPs have now embraced a family care home model. The literature review found little support for group-based residential models, and the authors wrestled with a recommendation to endorse an exclusively family care home model for FTAPs.

It is important to distinguish between group-based activities during the day, and a group-based residential program. Each situation has its challenges, but the provision of overnight care for a group of youth is the more difficult proposition.

The benefits and challenges of group-based programs

The literature about peer-influence among adolescents, and particularly among young offenders, is substantial. The traditional theory behind group programs for offenders is that skilled program staff will use the power of peer influence to transform an anti-social group into a pro-social group. It is an enticing promise, but one the authors believe is not usually fulfilled in the realm of youth justice residential programs.

"The purpose of being at Program X is to learn how Program X works."

(Consultant, regarding a group program)

Other benefits attributed to group-based residential programs include:

- 24/7 staffing for youth who may need assistance at night, or who may misbehave at night
- Immediate backup (at least during day shifts) when staff experience difficulty with a youth
- Economies of scale (an attributed benefit, but not borne out in the data)
- Therapeutic and recreational options which are not realistic in individual care models

Against these advantages, the risks associated with group programs are:

- Potential reinforcement of pro-criminal attitudes, values and behaviour by peers in the group (the "contagion effect")
- Potential for increasing volatility in the group when traumatized/hyper-sensitive and/or impulsive youth react to one another
- Peer abuse among youth in the program
- Risk of greater mischief or harm to the residence, staff, or community through youth consorting together
- Difficulties in maintaining consistent expectations and approach in the group because of the number and diversity of staff
- Difficulties in providing truly individualized care because of youth's perceptions of unfairness when staff treat different youth differently
- Reliance on strict schedules and intricate level systems or token economies, with the attendant anxieties and perceived injustices

In fairness, these risks can be somewhat mitigated through effective staff training and management, and very careful selection of the youth in the group to avoid chancy combinations. There are no doubt many moments of beauty achieved in group-based programs when the optimal mix of staff, youth and programming come together. Sustaining those optimal mixes is very difficult.

Some of the advantages attributed to group programs can be achieved in a modified family care home model. For example:

- Support workers can be added to the family caregivers to provide additional support for youth exhibiting severe behaviour, or youth who need awake overnight care.
- Respite can be provided for family caregivers to allow them to take a break or attend training
- Youth can be brought together for specific educational, therapeutic or recreational purposes during the day. Short-term, purposeful and structured gatherings pose less risk than groups in overnight care.

Having articulated these concerns about group-based residential programs, the authors nonetheless stopped short of recommending an exclusively family care home model. There are two circumstances in which a staffed, group-based resource may offer some advantage over a family care home:

1. The youth, impacted by trauma or other mental health concerns, cannot cope with a conventional family environment. Exposure to this environment may actually be harmful to their rehabilitation at that particular point in their journey.
2. The youth's behaviour is so continuously demanding that family caregivers may "burn-out" in a short time. Caregivers working in shifts are required to ensure adequate energy and patience to cope with the youth's behaviour.

"In the group model it took kids much longer to settle in and start dealing with issues. One kid's behaviour could hold the group hostage." (FTAP Agency)

A smaller and re-defined role for group-based programs

Notwithstanding possible variations on the family care home model, the authors believe it would be prudent to maintain a small number of beds in staffed, group programs. Each group-based FTAP should cater to a small group of youth, perhaps no more than four. According to the literature review, restricting the number of youth in group homes to no more than four is associated with better outcomes.

A promising group program would provide highly individualized services to each youth, and would balance time spent in the company of other youth, with significant one-to-one time with staff and professionals. Level-systems and token economies have no place in this kind of program. It is the authors' observation that these create an artificial sense of human relationships and responsibilities. And for youth these strategies may contribute to more anxiety and conflict and negate the opportunities for the constructive learning they need.

Of the existing group programs reviewed in British Columbia, only the Am'ut program for girls comes close to meeting the evidence-based requirements of a promising group program. In spite of several requests, no information was

received from the Hazelton Healing Lodge, and we are unable to assess its congruence with evidence-based practice, although the size of the program (six beds) is closer to the recommended maximum of four. The KEY Program and Camp Trapping would require a significant reduction in size and a comprehensive program re-orientation in order to qualify as the type of small, therapeutic group environment recommended.

“Is this really a good idea? Putting ten criminals like us together out in the woods.”

(Youth in a group-based program)

Where does this leave wilderness challenge programs?

As demonstrated in the survey, these programs enjoy significant support among YPOs. The authors' perspective differs.

Although classified as a wilderness challenge program, Camp Trapping is better understood as a general group-based program, located in a rural setting, and incorporating some wilderness activities. The only example of a “pure” wilderness challenge program, Coastline Challenges, is an excellent standard bearer for this genre. Although there are no issues with the quality of its program delivery, the model itself is questionable. Coastline Challenges' management expressed dissatisfaction with the literature review respecting its assessment of wilderness challenge programs. They felt the attention paid to trauma, substance misuse and other mental health issues in wilderness challenge programs was frequently underestimated. Additional consultation and reading were undertaken to ensure fairness to this program sector.

The research literature covers a wide range of wilderness challenge programs, and while the overall results may be disappointing, there are programs operating at the top end of the range that positively impact behaviour. As a starting point, these programs unquestionably provide healthy, pro-social activity for youth. If they are therapeutically oriented, and expertly designed and delivered, they can be a venue for significant cognitive-behavioural learning. For some youth these programs may provide a very potent intervention. It entails a radical removal from a pro-criminal lifestyle and a literal and figurative “detoxification” through immersion in a healthy environment, lots of physical activity and nutritious food.

However, wilderness challenge programs suffer from the same risks as other group programs for youth, with the additional risks associated with operating in remote locations and undertaking activities which are, by definition, *challenging*. Ironically, the greater the risk and the more intense the experience, the larger the impact is on behaviour. Ministry policy and wilderness standards prudently preclude the more hazardous (and potentially more effective) experiences.

The length of wilderness challenge programs is also problematic. Twenty-six days may be sufficient to commence the behaviour-change process, but without a longer period of intentional practice and reinforcement, changes are unlikely to be internalized and sustained. A stand-alone twenty-six day program provides a great outdoor learning experience, a moving graduation ceremony, and typically a return to an unaltered community situation. A longer wilderness experience may have some benefits, but ultimately, youth need to develop the skills to live responsibly in their communities.

Unless the wilderness exercise can be incorporated into a longer-term intervention based around a family care home model, family therapy, school and other treatment components, it is probably not worth doing, particularly given the complication of compliance with wilderness safety standards. This observation is offered with the greatest respect to the caring and skilled wilderness leaders who have worked in good faith over several decades to help troubled young people.

Although the research provides mixed messages about wilderness challenge programs as an intervention, there is unquestioned value in exposing youth to nature. Outdoor time and activities should be part of every FTAP. However, *any* pro-social activities (gardening, animal care, sports, cultural activities, woodworking, hiking, etc.) are only effective if these are part of a comprehensive cognitive-behavioural intervention addressing criminogenic needs.

Divergent Youth Probation Officer Opinions: "Get 'em outta Dodge" vs. "Closer to Home"

In the focus groups we heard divergent opinions about the optimal location of FTAPs relative to the homes of youth. Many YPOs were advocates of the colourfully described "Get 'em outta Dodge" strategy, also known as "Greyhound (bus) Therapy". They described the importance of interrupting patterns of behaviour, peer associations and other criminogenic elements that were peculiar to the youth's home community. A complete removal from these elements was judged to be a pre-requisite to engaging youth in the behaviour change process. Custody can also achieve this purpose, although a trip to either custody or a group-based program may simply substitute one delinquent peer group for another.

Other YPOs decried the absence of an FTAP close to their communities. The distance between home and the FTAP was often an impediment to in-person contact by the youth's parents, YPO, ISSP worker, social worker, and other supportive people, and to collaborative work with the FTAP staff. Aboriginal youth, in particular, may have strong connections to home and community, and the enforced separation sadly echoes the residential school legacy.

Trips home from an FTAP, either because of an early discharge or for intentional home visits, were expensive and sometimes difficult to arrange. And at the end of the program, the continued involvement of FTAP staff was usually precluded

by cost and distance. The issue of transition from FTAP to home will be addressed at greater length later in this report.

In the YPO survey, “too distant from the home community” was selected more often than “too close to the home community” as the reason for avoiding some FTAPs.

A somewhat facile response to the apparent contradictions above is to observe that the needs of each youth are unique, and some require a resource close to home, while others need to get out of town. This is true to some degree; but it obfuscates the reality that interrupting pro-criminal patterns *and* facilitating effective transitions from FTAPs to home are important in almost every case.

***“Family is like
medicine to Aboriginal
youth” (FTAP Agency)***

While the existence of FTAPs around the province will always facilitate choices for YPOs about *where* to send a youth, if most programs adhere to more or less the same, evidence-based program model, it may not be necessary to send youth a great distance to achieve the desired intervention. The program model will be discussed in a later section.

In the best of all FTAP worlds, most youths should be removed from the immediate community or neighbourhood, *but not* so far as to preclude continued involvement by family and professionals in the home community, or conversely, by program staff after completion. This objective will be more difficult to attain in northern areas, or with respect to specialized programs, but should be identified as a case management “best practice” for youth requiring an FTAP.

The Cultural Needs of Aboriginal Youth

The overrepresentation of Aboriginal youth in the justice system quite correctly puts the onus on the Ministry and on FTAPs to address their needs.

Several times throughout the consultations, the rich diversity of cultures among First Nations was raised. And the ability of FTAPs to effectively address the specific cultural needs of Aboriginal youth coming from different communities was challenged. For example, a program could have participants from the Haida, Nu-chah-nulth and Okanagan First Nations at the same time.

At the gathering at USMA in Port Alberni, there was a consensus that FTAPs' staff and caregivers should at least have an understanding of the common values that cross all Aboriginal cultures (e.g., the seven sacred teachings). They should also have the capacity to engage Aboriginal youth in learning about their cultural values and traditions, in ways that are both sensitive and meaningful.

For Aboriginal youth who are not connected to their culture, the general view at the USMA meeting was that they should be gently “nudged” towards learning

about their culture, and the traditional teachings – that tend to be somewhat universal across Nations.

At the Qwí:qwelstóm gathering, there was agreement that FTAPs should respect the wishes of Aboriginal youth about whether they wanted to engage in cultural activities. One staff member expressed the hope that programs are looking at youth (both Aboriginal and non-Aboriginal) as individual human beings first. There was general affirmation, when he emphasized the importance of program staff approaching their work with “a purity of heart”.

At the present time, there is little policy directing culturally sensitive and appropriate services to Aboriginal youth, although the goal of improving outcomes for Aboriginal children and youth is well entrenched in the Ministry. The FTAPs vary in their emphasis on this subject. (It should be noted that some programs have very few participants who are Aboriginal.)

The Hazelton Healing Lodge for boys and the Am’ut program in Chilliwack for girls are the two FTAPs in the province that are specifically designed for Aboriginal youth. Am’ut puts a great emphasis on providing culturally relevant services to the girls in the program, including those who have not been involved with their culture.

The Oasis, Headstart, and Coastline Challenges FTAPs have adopted Dr. Martin Brokenleg’s Circle of Courage model for all the youth in their programs, whether Aboriginal or non-Aboriginal. Many other programs have agreements with local elders and teachers to provide activities such circles, storytelling, one-on-one counselling and sweats. Almost all FTAPs address Aboriginal culture to some extent.

A New Vision for FTAPs

Redefining the Role of the FTAP: Short-term Bail/Transition Beds and Long-term Intervention Programs

Short-term bail/transition beds

In the interests of clarity, the authors recommend that policy be refined to treat bail and short term transition beds as a distinct category of intervention, identified as “beds” rather than as Full Time Attendance Programs.

These beds should be available in all regions of the province and could be employed as:

- An alternative to pre-trial detention
- A place of temporary residence for a youth destined for a long-term FTAP and awaiting an opening
- A place of temporary residence for a youth departing from sentenced custody *or* from a longer-term FTAP
- An emergency placement for a youth whose normal residential situation has broken down.

There is some risk with including the latter application, as transition beds may be used longer term when either the family or Ministry child welfare resources should be applied. Nonetheless, we heard from many YPOs about the difficulty in securing appropriate child welfare resources, particularly when they are required immediately.

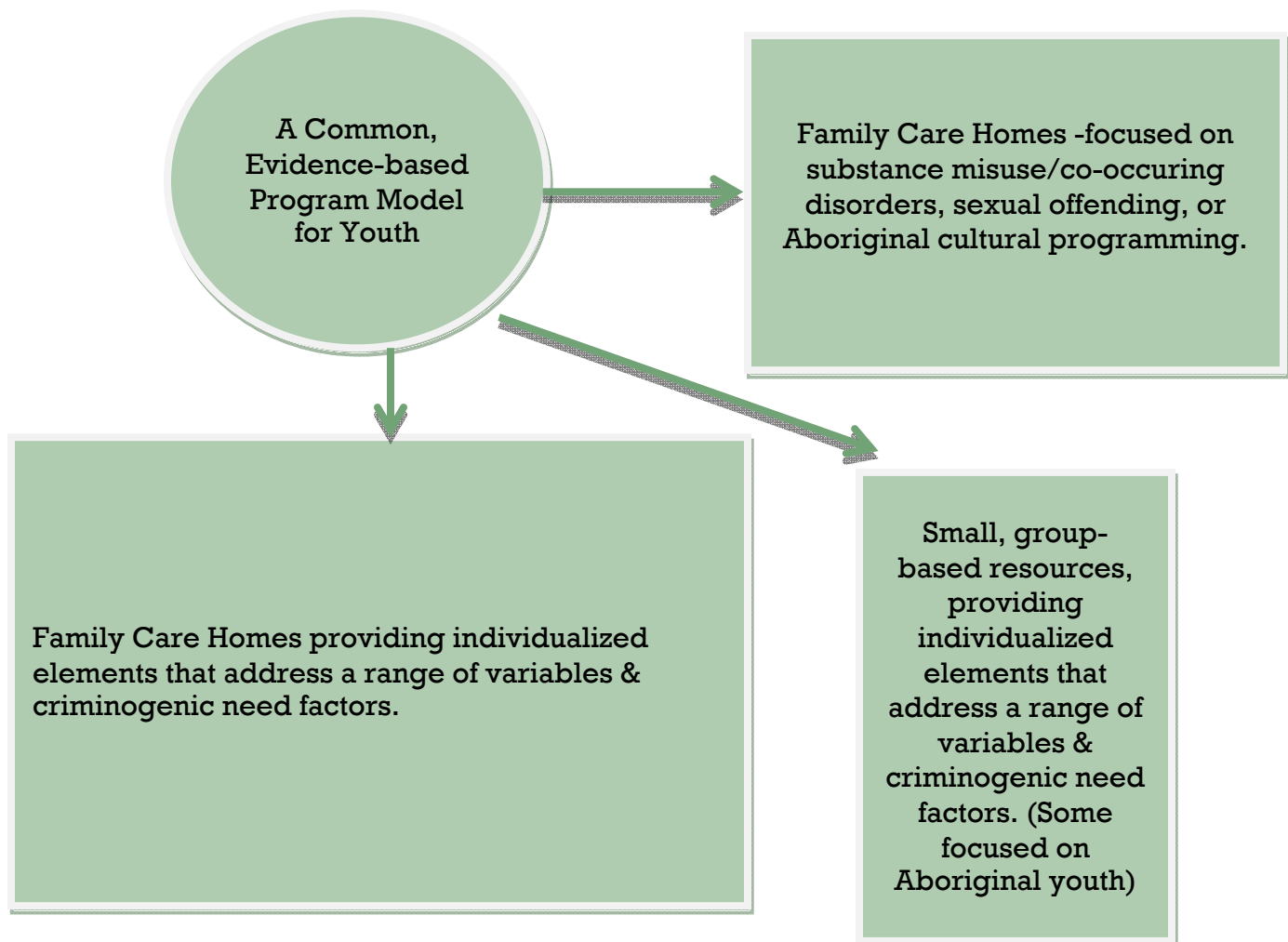
One example concerns the situation of a youth accused of sexual offences within the family. Naturally the accused youth should move. The Ministry identifies the alleged victim as the child in need of protection, not the now homeless accused youth. The youth may not meet the statutory grounds for detention. An alternative must be found, and yet there are many areas of the province where bail/transition beds are not available, or are not available for youth accused of crimes of this nature.

These resources would be required to provide a minimum of overnight accommodation, meals and rudimentary supervision. Additional supervision and intervention elements could be added, as required by YPOs, using ISSP and other services. The example of an alleged sexual offender in a bail bed is one where additional supervision would be necessary. Furthermore, if beds are being used for transition purposes, rather than for bail, they will undoubtedly require additional program elements to support the transition they are meant to facilitate.

There is likely a need for a small net increase in bail/transition beds *if* this could be achieved in an economical fashion. There are areas of the province without ready access to a bail/transition bed and it is unprincipled that youth should be sent to custody if they might be appropriately managed in a bail resource.

The fact that utilization rates for many bail/transition beds are low is not particularly persuasive. Youth probation officers may not need them frequently, but when needed, the need is immediate. If retainers were modest the cost of bail/transition beds, even when infrequently used, need not be prohibitive.

The Configuration of Longer-term Intervention FTAPs



Longer-term Intervention programs

These programs for youth should have a specific agenda of behaviour change employing a common evidence-based program model (discussed below). Access should be through a specific court order. The authors were not persuaded by those YPOs who wished to see more flexible access to FTAPs at their discretion, when either criminal or social factors indicated.

The requirement to attend an FTAP remains an intrusion into the lives of youth, which should only be applied in an authorized and measured way. Although it has a therapeutic purpose, it still occupies a place on the youth justice “tariff” or a rung on the ladder of increasingly intrusive intervention. It is important to reaffirm that FTAPs are different from other child welfare interventions both in terms of the law and the nature of the intervention. Apart from the legal context, FTAPs should be distinguished from other resources by their expertise in providing rehabilitative programming that addresses anti-social behaviour, thinking and peer associations, and other criminogenic factors.

While referrals to longer-term intervention FTAPs must be proportional to the current offence, the offence history, and the Supervision Rating, the conventional definition of a FTAP as simply “an alternative to custody” is no longer sufficiently nuanced. These FTAPs should occupy one of *three* places on the youth justice continuum, they may be:

- The last rung on the ladder *before* sentenced custody is appropriate
- An alternative to custody for youth who meet the statutory and policy requirements for sentenced custody, but could be successfully managed in a suitable community program, or
- A transition resource for releasing youth from sentenced custody.

It might be argued that being the last rung on the ladder *before* custody, and being an *alternative* to custody, amount to the same thing. This is partly an issue of perspective. When FTAPs were relatively new, it could be argued that they were always employed as alternatives to custody. But given their longevity in British Columbia, they now occupy a distinct and established place on the youth justice tariff. Current policy says that "Full-time attendance programs are intended for youth who:

- Due to the risk they pose to the public, require a level of intervention beyond intensive support and supervision probation; and,
- Would otherwise receive a custodial sentence."

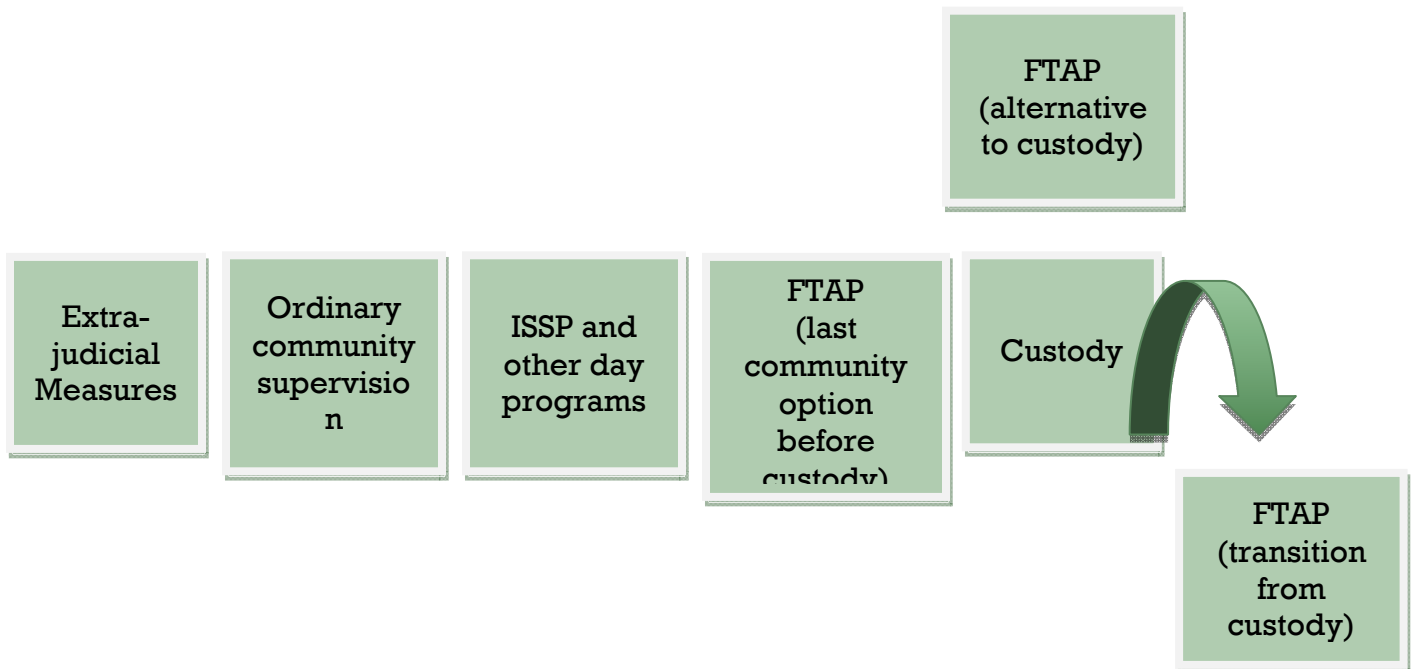
While the first requirement is sound, the second implies that the criteria for a FTAP and for custody are identical. Given that a FTAP is a legally and qualitatively less onerous intervention than custody, (notwithstanding that some youth do not see it this way) it should be recognized as a distinct intervention midway between ISSP/day attendance programs and custody.

The Ministry should be very concerned about intrusive interventions moving “down-market” and snaring youth who should not be subject to this level of intrusion. The data suggests there may be an appreciable number of inappropriate referrals to FTAPs, based primarily on criminogenic need factors without sufficient offence history or static risk factors. Without more detailed analysis of each referral it is not possible to quantify the precise extent of inappropriate referrals, but the 58% of FTAP cases where there was only one or two convictions or extra-judicial sanctions for substantive offences suggests the problem could be serious.

“There is a strong urge to send kids with social issues to FTAPs” (Youth Justice Team Leader)

While courts make the ultimate decision about imposing an FTAP condition, Ministry policy needs to stress the unsuitability of these youth for FTAPs, and more importantly, supervision and quality assurance processes need to reinforce this. The research is clear that over-involvement with low risk offenders is both a poor investment of resources *and* potentially increases the risk of reoffending.

It would be appropriate to amend policy to define longer-term intervention FTAPs as a distinct intervention, suitable for youth who have exceeded the capacity of an ISSP/day programs, but are not yet candidates for custody. *In addition*, FTAPs could also be applied as a *genuine* alternative to custody. *And finally*, the application of FTAPs as a transition program *from* custody should be recognized.



The length of FTAPs and recognizing achievement

Divergent views about the length of FTAPs were heard from youth, agency staff and YPOs. Some of the tension around this issue flows from the dual-status of the FTAP. It is a consequence imposed by the court and intended to be proportional to the crimes committed; it is also a therapeutic intervention and should be responsive to the individual criminogenic needs of youth, which usually requires treatment of indeterminate length.

Youth gravitate, at least initially, to the proportionality perspective. Some say they would rather do a short time in custody than a longer period in an FTAP. Youth probation officers, staff and family caregivers lean to the therapeutic view; they want to make sure the program has time to generate sustainable changes. And we did hear of youth, who once engaged in the program, ask to stay longer. One youth reportedly asked if he could build a shed at the back of a family's garden, so he would not need to move on.

Closely related to this issue of length is the notion of "graduating from" or "completing" a program. These terms suggest a standard "one size fits all" intervention that youth either complete or fail, which seems to contradict the purpose of individualized care plans to which many programs have moved.

There should be structured components (such as school courses, cognitive behavioural strategies, interpersonal and life skills, and employment readiness), but the completion of these interventions should be celebrated as individual achievements, part of a larger set of goals negotiated between the youth, the YPO and the FTAP. If there is not a standard program to be completed, the need abates for a rigid program length.

The authors feel the current framework may be unnecessarily restrictive. In fact, youth in sexual offending programs may remain for over a year. While respecting the principle of a proportional, court authorized mandate, the Ministry may want to introduce greater flexibility in the program length of various FTAPs. For instance, some programs might be designated as three to five months, some as five to seven, and some as ten to twelve. For the shorter programs, there should be some provision to voluntarily extend the stay for a short period, say up to one month.

This would better facilitate individualized care plans for youth, and the recognition of individual progress in the program. Youth who have difficulty separating from family caregivers to whom they have grown attached will be a problem regardless of the length of stay in a program. Voluntarily extending a stay is not a solution to the separation challenge. However, it may be suitable for youth who are making progress but need a little more time to complete some program components or consolidate their gains. The Ministry will need to review the policy and liability issues associated with youth whose court orders may expire during an extended stay in a resource.

"General" vs. Specialized Programs

The authors would argue that the terms “general” or “generic” are not particularly useful or accurate in describing the work now being done in many FTAPs, and the work that *should* be done in all these programs. As described above, all FTAPs should be employing an evidence-based program model and interventions that have the capacity to deal sensitively and respectfully with youth from various cultures (culturally competent), are trauma informed, and provide individualized services that effectively meet the range of needs and circumstances that youth present. We prefer to describe resources that “provide individualized programs addressing a range of criminogenic needs and types of youth.”

There was strong support in the YPO survey for designated programs to deal with youth with cognitive challenges. With a smaller number of total beds it will be increasingly difficult to provide programs that match all the possible permutations of the variables and different circumstances, such as:

- Gender
- Aboriginal or non-Aboriginal
- Cognitive abilities
- Offence types (violence, sexual, acquisitive, drugs)
- Proximity to home
- Criminogenic needs: substance misuse, criminal attitudes and values, family dysfunction, educational challenges, etc.

In a network that will likely comprise fewer than 100 beds, how many distinct programs can be accommodated? Conceivably one could have a program for violent, non-Aboriginal girls with substance misuse problems, and a program for Aboriginal boys who are low functioning and have offended sexually, and so on. While each youth faces a unique combination of factors, there are at least two needs which frequently co-occur: mental disorders and substance misuse.

If there is a strong network of evidence-based programs and skilled staff and family caregivers capable of meeting diverse needs; the need for specialized resources should be kept to a minimum. If separation by gender is accepted as a standard throughout the network, the authors are satisfied that three categories of programming be recognized as requiring sufficiently distinctive expertise and collaboration to justify a “specialized” designation. These would be:

- Aboriginal cultural programming
- Substance misuse /co-occurring disorders treatment
- Sexual offending treatment.

Fewer, Better Supported Beds

The provincial demand for longer-term intervention beds would indicate that a net reduction is in order. Calibrating the exact reduction should be a careful exercise. The current rate of underutilization needs to be viewed in conjunction with the finding above, that some placements in FTAPs are not appropriate.

A more disciplined application of the FTAP option would likely decrease the rate of utilization further. Reducing beds to the point where 100% utilization is achieved is *not* the desired outcome. Timeliness of access is critical in any intervention with youth. To ensure reasonable access, a vacancy rate of up to 20% is likely necessary – which would produce an annual utilization rate of 80% or more.

Savings from a net reduction in beds can be applied to enhancing the remaining beds.

A Common, Evidence-based Program Model

While the Ministry should have fewer beds, these beds should represent a uniformly well-resourced and evidence-based program model. Overall, the current system has not served British Columbia badly; programs have pursued a range of models in good faith and with a genuine desire to meet the needs of youth. However, in the age of meta-analysis, we can ascertain the best way to achieve desired outcomes. The literature review indicates that "treatment foster care" exemplified in Multi-Dimensional Treatment Foster Care, and Together Facing the Challenge, is the approach best supported in the research. The term "foster care" should not confuse the issue: it refers to a model of care rather than the legal status of the children in the programs.

"The parents are the best part of the program"
(Youth in family-care program)

When we talk about an "evidence-based model" we mean interventions with youth that are based on sound theoretical frameworks, and that reflect and integrate the consensus of research into adolescent development, neuroscience, gender differences, trauma, and resilience.

Critical elements in a uniform program model would be:

- Predominantly family care homes ordinarily responsible for one youth, and never more than two
- A small number of beds in small group-based resources (No more than four youth per resource)
- Distinct programs for boys and girls
- An overtly therapeutic orientation: most programs providing individualized behaviour change regimes addressing varied criminogenic needs, and some providing specialized treatment targeted at either substance misuse & co-occurring disorders, or sexual offending
- Support staff available to respond 24/7 to problems in either the residence or the day program
- A customized day-program for each youth, which *may* involve supervised activities with other youth
- School as the cornerstone of day programs
- A structured cognitive-behavioural treatment approach in each program, with learning applied and reinforced in all program elements
- A family therapy component, with an approach and resources to overcome any barriers to family participation
- Common policies for managing risk, and common tolerance levels for misconduct and relapse
- Extensive and uniform training for family caregivers and support staff, to ensure adherence to the integrity of the program model

Many of these components are already in place in some family care home programs such as DARE, Headstart and Oasis, and the specialized programs for sexual offending, and for substance misuse. Through Ministry leadership, and collaboration among all service providers, a uniform application of the selected program model is achievable. It will be a relatively small step for some programs, a significant journey for others. The Ministry may wish to pilot a particular model, such as Multidimensional Treatment Foster Care or Together Facing the Challenge and compare performance with existing family care models.

While the family care model generally implies caring for one youth in one home, the authors are satisfied that there may be circumstances where a second, carefully selected youth, might be introduced into a home, without impairing the prospects for either youth. It was noted, for example, that while being the only child in a home was a common experience for many non-Aboriginal youth, it would be an unusual situation for most Aboriginal youth.

The provision of Functional Family Therapy throughout the province by Youth Forensic Psychiatric Services is an enormously helpful initiative, and an important companion piece to FTAP reform. The service is, nonetheless, office-based, and many parents and guardians of youth in FTAPs will not be able to avail themselves of the service unless a more assertive form of case management is adopted. Meeting youth and their families “where they are” both literally and figuratively, is an important principle for all youth justice work.

Steps to Achieving the New Vision

A Strong and Collaborative System of Service

Youth Justice and Forensic Services and PARCA should work together to discuss, plan and deliver strategies that bring agencies operating FTAPs together in closer relationships that stimulate the sharing of information and expertise.

FTAP's representatives and YPOs identified effective communication between each other as essential to the referral and screening processes, and the provision of quality services that meet the needs of individual youth. MCFD should develop and maintain a centralized web based tool that efficiently provides YPOs with the key information they need to know about FTAPs (i.e., their services, bed availability, and referral and screening processes). The tool should straightforwardly enable programs to update this information to ensure that it is current, to provide “virtual tours” of their programs, and to communicate directly with YPOs, youth and their families. The authors believe that such a service would be cost effective.

As an element of the above recommendation, there should be one common referral package that is developed in a collaborative fashion by MCFD and PARCA.

There were a range of opinions expressed during this review about what and how personal information about youth should be shared with FTAPs, including the SAVRY. While the longer term FTAPs are responsible for the care of youth in their programs on a 24/7 basis for four to six months – there were some reservations about providing them with specific information and documentation regarding these youth. Youth probation officers should be assured that designated FTAP personnel are trained, competent and entitled to receive complete information on youth referred to their programs, including the SAVRY.

Well-Planned and Supported Transitions

Youth Justice and Forensic Services and agencies operating FTAPs need to collaboratively resolve the many and often complex issues involved in the transition of youth from programs to home. It is recognized that there is not a quick or easy solution to this issue. However, it should be viewed as a high priority for both the Ministry and the FTAP providers.

The process should involve all those who are potential resources including FTAP staff, YPOs, ISSP workers and non-justice social service workers. Any financial savings from a reduction in beds should, in part, be used to address this issue. FTAP providers and YPOs should be responsible for ensuring that discharge, transition, and after-care plans are developed and implemented. Integral to these plans should be consideration of how FTAP staff and family caregivers could assist youth and their families to navigate the transition process, including providing some follow-up support. In many cases, they have developed strong connections with youth while they are in the program – this familiarity can be important in easing reintegration and supporting a continuity of care.

Culturally Competent Services for Aboriginal Youth

The overrepresentation of Aboriginal youth in the justice system demands that non-Aboriginal agencies establish cultural competence in their service delivery. During the review's Aboriginal gatherings it was abundantly clear that the elders, workers and community members are deeply committed to participation in improving the outcomes for their children and youth.

Aboriginal communities and organizations can provide wise advice, expertise and potential resources to FTAP providers – which would enhance their capacity to integrate culturally sensitive services. Models of mutually beneficial cooperation between Aboriginal organizations and communities, and non-Aboriginal service providers are beginning to emerge in British Columbia.

Two examples can be cited. Stó:lō Nation and PLEA Community Services Society are actively working together to share program models, expertise and

advice. The John Howard Society of North Island has established an Elders Advisory Council. It has also reached agreement with the Sasamans Society that works in the Kwakwaka'wakw traditional territories to "work together to ensure the best quality services are delivered to children, youth, families and communities within their common service area."

MCFD should require and help FTAPs to develop effective, culturally sensitive services by reaching out to Aboriginal communities for their assistance.

There may also be opportunities for both non-Aboriginal and Aboriginal agencies to collaborate on broader initiatives that are of mutual concern. PARCA could be an ideal place for these relationships to develop and the conversations to begin.

Provincial Management of FTAPs

The fact that there are effective and innovative FTAPs and responsible, capable Ministry staff working collaboratively with these programs is not because of the current contract management system, but despite it. The existing de-centralized, multi-dimensional contract management model does not work. It holds neither contracted service providers nor MCFD accountable to provide quality services to youth who are very troubled.

This review has led to several common-sense conclusions. Overall contract management for bail/transition beds *and* longer-term FTAPs should be the responsibility of the Executive Director of Youth Justice and Forensic Services (who is the Provincial Director of Youth Justice for purposes of the *Youth Criminal Justice Act*). Mechanisms to ensure consultation with Service Delivery Areas will be necessary, and these will be particularly important with respect to short-term bail and transition beds. Each program should continue to have a liaison YPO.

The inconsistency and inadequacy of contract schedules should be addressed by having Youth Justice and Forensic Services work with representatives of service providers to develop model contract schedule templates, utilizing the examples developed by the Interior Region to inform this work.

While not all programs are required to be accredited, the principles and purposes of accreditation, including those on governance, should be applied universally. All programs should comply with quality assurance and accountability standards. The contract development process should address issues such as reliable reporting, behaviour management protocols, and referral, screening and discharge procedures. This should be done as a collaborative process between the Ministry and service providers.

Again in collaboration, funding inconsistencies need to be addressed, certainly in the long term. And a common methodology for measuring program utilization should be developed and applied across all programs.

Funding for Youth in FTAPs, and Their Families

As the Ministry rolls out a new FTAP strategy, realizing its full potential could be hindered by the financial circumstances of some youth in the programs, and their families. This will be particularly true as family therapy and connections play a larger role in the common, evidence-based program model proposed.

Funding must be dedicated to supporting youth and families during placements in FTAPs, including the transition period. The Interior Region Youth Justice “Toolbox” is an example of the funding envelope required to support the programs. Naturally, YPOs should be expected to exercise due diligence to ensure the Ministry does not pay for expenses which can and should be covered by other parties. However, a means test strikes the authors as an unnecessarily cumbersome and time-consuming exercise.

The funding envelope should be available (subject to YPO due diligence) to cover:

- Medical tests prior to attendance at a program
- Appropriate clothing and footwear
- Toiletries
- Any medications not otherwise covered
- Urgent dental care not otherwise covered
- Escorted travel for the youth between home and the FTAP, for the initial trip, for home visits during the program, and a return to home at the end of the program
- Unescorted travel for the youth, if indicated by a risk assessment, after some time in the program
- Reasonable travel subsidies for parents and guardians to visit youth in programs, and participate in family therapy.

Equal Access to School Programs

There are examples where school districts and FTAP providers are working well together. A FTAP manager wrote, “I have no issues with our agreement with the school district and I work very collaboratively with the designated principal of the school district. We can access training, resources and link with other school programs within the school district right now. When collaboration and communication between our program and the school district is going well I think the benefit is greater. It really is about developing relationships to make things happen.”

Unfortunately, as has been documented, the relationship between some school districts and programs has been poor and the services delivered have been unequal. Action needs to be taken to construct the positive scenario outlined above for all FTAPs and affected school districts.

The Ministry of Education and the Ministry of Children and Family Development need to review their agreement on the provision of school services to students in FTAPs. The Ministries need to send similar, clear and reasonable guidelines, to both parties, concerning service expectations and necessary relationships to deliver equal and effective school services.

School districts and FTAP providers should sign off on these guidelines that include a problem resolution process. It is the authors' recommendation that given the educational needs of the youth in FTAPs, a teacher should be available for at least 20 hours a week, commensurate with the schedule of mainstream schools. Not every youth in an FTAP is suited to 20 hours of academic work a week, but School Districts should have the capacity to serve those who are.

FTAP Review Recommendations

SHORT-TERM BAIL/TRANSITION BEDS

- 1.1 Short-term bail/transition beds should be clearly separated in policy from FTAPs and treated as a discrete resource.
- 1.2 Provided they can be established employing modest retainers, the number of bail/transition beds should be increased to ensure better access in all regions of the Province.

LONGER-TERM INTERVENTION PROGRAMS

- 2.1 Ministry policy should define an FTAP as fulfilling one of three roles in the continuum for sentenced youth:
 - An intervention more intrusive than ISSP and other day programs, but less onerous than sentenced custody
 - An alternative to custody, or
 - A resource for transition from custody to community
- 2.2 Ministry policy should specify the minimum requirements for a recommendation to the court for an FTAP, including offence history and risk ratings.
- 2.3 Ministry policy should reflect that youth attend an FTAP for a court-authorized term not to exceed a set number of months (determined program by program) and allowing for short, voluntary extensions.
- 2.4 The Ministry should move quickly to implement the recommendations of the Residential Review Project (2012), to ensure that adequate resources are available for youth in care who do not meet the legal and policy criteria for a FTAP and do not require its unique programming and expertise.

FEWER, BETTER SUPPORTED BEDS

- 3.1 The Ministry should reduce the number of FTAP beds (apart from bail/transition beds) to achieve an annual utilization rate of 80% or more.
- 3.2 A portion of any savings from reductions in beds should be re-invested in implementing the common, evidence-based program model.

A COMMON, EVIDENCE-BASED PROGRAM MODEL

- 4.1 The Ministry should require adherence to a common, evidence-based program model for all FTAPs, based on treatment foster care, and incorporating the critical components identified in this report.

- 4.2 The Ministry should locate the majority of beds in resources providing individualized programs addressing a range of variables and criminogenic needs, and locate a minority of beds in specialized programs that focus on:
- Aboriginal cultural programming
 - Substance misuse/co-occurring disorders
 - Sexual offending
- 4.3 The Ministry should locate the majority of beds in family care home programs, and a minority of beds (less than 20%) in group-based resources, each resource caring for no more than four youth.
- 4.4 The Ministry should encourage by policy that the placement of youth in FTAPs should be as close to their homes as possible to better support family interactions, and the transition from the programs. This policy should also recognize the need for *some* separation from the immediate environment in order to address the safety of the youth and the community.

STRONG AND COLLABORATIVE SYSTEM OF SERVICE/ CONSISTENT INFORMATION AND REFERRAL PROCESSES

- 5.1 PARCA, with support from the Ministry, should develop a Community of Practice for FTAP providers, to share knowledge, expertise and emerging best practice.
- 5.2 The Ministry should develop and administer an online resource for YPOs and FTAPs, providing current program descriptions, bed availability, and if possible “virtual tours” of the programs
- 5.3 The Ministry should require all FTAPs to employ a common referral package, developed in consultation with FTAP providers.
- 5.4 The Ministry should provide access to SAVRY assessments and youth justice case plans to FTAP personnel who have received an orientation to these instruments.
- 5.5 Family caregivers should participate in integrated case management.

WELL-PLANNED AND SUPPORTED TRANSITIONS

- 6.1 The Ministry should require and fund all FTAPs to provide a transition component which would include a detailed transition plan prepared in collaboration with YPOs, post release support, and, where possible, managed visits home prior to release from the program.

CULTURAL COMPETENCE

- 7.1 Every FTAP should be culturally competent in the care they provide to Aboriginal youth and should facilitate access to cultural activities and learning.
- 7.2 The Ministry, with PARCA's assistance, should actively encourage and facilitate collaborations with Aboriginal communities and organizations in order to assist the development of cultural competence within FTAPs.
- 7.3 Aboriginal youth should be encouraged but not required to participate in cultural activities and learning

PROVINCIAL MANAGEMENT OF FTAPs

- 8.1 Contracts for all short-term bail/transition beds, and longer-term FTAPs, should be managed by the Executive Director, Youth Justice and Forensic Services. A mechanism should be established for consultation with Service Delivery Areas.
- 8.2 All FTAP contracts should be reviewed and revised to conform to a common template and expectations, developed in consultation with FTAP providers.
- 8.3 Subject to local cost variations and contract negotiations, the common expectations of FTAPs (save for specialized programs) should be reflected in similar funding levels.
- 8.4 The Executive Director, Youth Justice and Forensic Services, should apply a universal program of Quality Assurance to all FTAPs, developed in consultation with FTAP providers.
- 8.5 The Ministry should establish a common methodology for the measurement of occupancy/utilization across all programs.
- 8.6 In order to sustain British Columbia's position as a national youth justice leader, the Ministry should undertake an ongoing program of research on recidivism and other outcomes for FTAP participants.

FUNDING FOR YOUTH IN FTAPs, AND THEIR FAMILIES

- 9.1 The Ministry should establish a provincial fund to cover medical, dental, clothing and transportation costs for youth in FTAPs, and transportation costs for visiting family members, where such costs cannot be covered by other sources.

EQUAL ACCESS TO EDUCATION

- 10.1 The Ministry of Children and Family Development and the Ministry of Education should ensure that their agreement on the delivery of education to youth in FTAPs is applied equally and fairly throughout the province.

Appendix A - FTAP Review Terms of Reference

1. The consultants will undertake a review of the current Full-Time Attendance Programs (FTAPs) within the Province.
2. This review will include focused consultation with key stakeholders, done through 1-day consultation sessions held in strategic locations around the Province and should include, but not be limited to, youth probation officers, contracted/agency staff, Youth Forensic Psychiatric Services, Youth Custody Services, and social workers who work with youth.
3. Utilize a distinct process to consult with the Aboriginal community and families and youth justice clients.
4. Produce a final report that will include recommendations for the future network of FTAPs. Recommendations will address:
 - The overall capacity/number of FTAP beds required to ensure availability for all appropriate youth
 - The geographic distribution of resources
 - The number and type of programs needed, addressing offender profiles (i.e. gender, ethnicity) and program needs (eg. substance abuse, mental health, sexual offences)
 - The program models supported by evidence-based research, including individualized vs. group-based residential care, programming capacity, staffing levels and staff qualifications
 - Critical components of programs, e.g. trauma-informed care, support for meaningful family involvement, etc.
 - Contract and program administration, including common data collection instruments, performance indicators, and quality assurance oversight mechanisms.

Appendix B - Material Reviewed

Behrens, E. N. (2007). An Evidence-Based Practice Model for Residential Treatment Programs. *Journal of Therapeutic Schools and Programs*. 1 (2), 31 - 50.

Broderson, E., Urquhart, T., Pankratz, C. & Viljoen, J. (2013). *Review of Family Care Models, Wilderness Challenge, and Community Group Homes*. Simon Fraser University: Department of Psychology. Burnaby, BC: Canada.

Canadian Centre for Justice Statistics. (2002 – 2012) *Police reported crime statistics in Canada*. Ottawa: Statistics Canada

Gillis, H.L., Gass, M. & Russell, K. (2008). The Effectiveness of Project Adventure's Behavior Management Programs for Male Offenders in Residential Treatment. *Residential Treatment for Children and Youth*. 25 (3), 227 – 247.

McCreary Centre Society. (2012). *PLEA Evaluation Report: PLEA Programs for Youth in Conflict with the Law*. Vancouver, BC: Canada.

Ministry of Children and Family Development, & The Federation of Community Social Services of BC. (2012). *Residential Review Project: Final Report*. Victoria, BC: Canada

Ministry of Children and Family Development (2013) Policy: Community Youth Justice Programs/ O. Case Management/ 11. Full-Time Attendance Programs.

PLEA Community Services Society of BC. (2012). *Program Evaluation: Reintegration Project*. Vancouver, BC. Retrieved December 2013, from http://www.plea.ca/sites/default/files/Reintegration_Project_Final_Evaluation_Report.pdf

Appendix C - Group Consultations

Note: “General” groups typically included FTAP agency managers and/or staff, youth probation officers, team leaders and/or community service managers, Youth Forensic Psychiatric Services staff and Youth Justice Consultants.

DATE	LOCATION	PARTICIPANTS
September 9	CRANBROOK	General group
September 13	VICTORIA	General group
September 16	SMITHERS	General group
September 23	CAMP TRAPPING PRINCE GEORGE	Youth General group
September 25	SURREY	General group
September 27	COURTENAY	General group
September 30	KELOWNA	General group
October 9th	BURNABY YOUTH CUSTODY SERVICES	Youth custody staff and contractors Youth
October 16	KAMLOOPS	General group
October 18	PORT ALBERNI	Nuu-chah-nulth Tribal Council
October 21	CHILLIWACK	Stó:lō Nation
October 24	VICTORIA YOUTH CUSTODY SERVICES	Youth custody staff and contractors Youth
October 25	VANCOUVER	General group
November 6	ABBOTSFORD	General group
November 18	CAMPBELL RIVER	Youth

Appendix D - Individuals Interviewed

- Tim Agg, Executive Director, PLEA Community Services Society of BC
- Shawn Bayes, Executive Director, Elizabeth Fry Society of Greater Vancouver
- Chris Devlin, Youth Probation Officer, Sex Offender Specialist
- Dr. Nevin Harper, Instructor, Exercise Science, Camosun College (regarding wilderness challenge programs)
- Anne Kimmitt, Youth Justice Consultant, Ministry of Children and Family Development
- Alan Markwart, Retired Senior Executive Director, Provincial Services, Ministry of Children and Family Development
- Andre Picard, Director, Youth Forensic Psychiatric Services
- Steven Short, Wilderness Programs Consultant

Appendix E - Data Tables

Utilization and Per Diems (FY 2012/13)

PROGRAM/TYPE ¹	# of BEDS ²	% OCCUPANCY ³	PER DIEM COST	
			CONTRACT ⁵	ACTUAL ⁶
WILDERNESS CHALLENGE				
Camp Trapping (M)	14	73%	\$196	\$239
Coastline Challenges (M/F) ⁷	10	66%	\$277	\$420
Wilderness Sub-Total	24	71%	\$218	\$309
ABORIGINAL				
Hazelton Healing (M)	6	57%	\$158	\$276
Am'ut (F)	5	44%	\$322	\$726
Aboriginal Sub-Total	11	51%	\$232	\$453
ADDICTIONS TREATMENT				
Daughters & Sisters (F)	7	98%	\$365	\$376
Waypoint (M) ⁸	6	95%	\$365	\$382
Osprey (M/F) ⁹	5	61%	\$250	\$411
Addictions Sub-Total	18	87%	\$323	\$370
SEXUAL OFFENCE TREATMENT				
Boundaries (M) ¹⁰	4	92%	\$324	\$351
John Howard YJ Beds (M)	2	90%	\$257	\$287
Stride (M)	6	83%	\$243	\$274
Sexual Offence Sub-Total	12	87%	\$266	\$305
GROUP - GENERAL PROGRAM				
KEY (M)	8	64%	\$255	\$396
Group Sub-Total	8	64%	\$255	\$396
FAMILY BASED - GENERAL PROGRAM				
SKY (M/F)	5	61%	\$132	\$217
IPP (M/F)	6	40%	\$223	\$556
Oasis (F)	5	66%	\$257	\$387
Headstart (M)	5	70%	\$257	\$367
Connections/Turnabout (M/F) ¹¹	8	70%	\$214	\$306
CORR (M/F)	3	24%	\$173	\$731
HAWK (M)	2	54%	\$174	\$276
DARE (M/F) ¹²	8	66%	\$220	\$333
Family-Based Sub-Total	42	59%	\$211	\$355
BAIL/TRANSITION BEDS				
Fraser T-Beds (M/F)	9	48%	\$80	\$99
Burnaby YCS Transition (M) ¹³	1	45%	\$88	\$88

Courtenay YJ Bed (M/F)	1	27%	\$85	\$309
Vernon Girls (F)	1	58%	\$75	\$75
Vernon First Nations	1	36%	\$60	\$167
Okanagan Bail (M/F)	3	76%	\$176	\$234
Bail/Transition Sub-Total	17	52%	\$76	\$148
Total - All Types	132	67%	\$223	\$334

[1] Note that the table refers only to established, ongoing contracted bed placements. Short, one time individualized contracts (e.g., a two week bail bed in a family home) and individualized IRCS (intensive rehabilitative custody and supervision orders) contracted placements, which are separately funded, are excluded from the analysis. These exclusions represent a very small number of beds.

[2] “Beds’ does not mean a bed is always available 365 days per year, e.g., a 6 bed program is not necessarily 6 beds times 365 days = 2190 bed days. In many cases, bed days are less – sometimes substantially less – because, for example, the program provides for breaks between fixed length programs or family caregivers are given break times during the year.

[3] Occupancy is based on reported occupancy; definitions may vary to some extent. See text for discussion.

[4] Contract amount” refers to actual expenditures for a particular contract in FY 2012/13.

[5] “Contract per diem” refers to the cost per bed day, assuming full occupancy as per the contract. Some programs (e.g., Camp Trapping, etc.) do not operate for a full 365-day year; in these cases, contract per diems are calculated on the basis of the number of contracted bed days in a year.

[6] “Actual per diem” is calculated by dividing the actual annual costs divided by the actual annual bed days occupied.

[7] All programs are gender specific. “M/F” means the program will run male or female only programs at separate times or in the cases of individual family care home beds, accept males and females at different times/family homes.

[8] Waypoint, and Daughters & Sisters are in fact funded under one contract; for 6 beds each, though there can be flexibility in occupancy for each of the boys and girls programs. Daughters & Sisters was funded at 7 beds in 2012/13. Per diem costs for both programs are adjusted by removing the costs of ancillary non-residential services.

[9] Since the Osprey program serves 5 youth in residence and 3 non-residential youth, only the pro-rated residential portion of the contract budget is included. As well, the residential component of the Osprey contract is integrated with the SKY program (5 beds for Osprey, 5 beds for general), which does not report separate occupancy for each component; therefore, the same overall occupancy – 61% - is attributed to each component and is an estimate.

[10] Contract and actual per diems for the Boundaries program are estimated by adjusting for estimated costs of non-residential services that are funded under that contract.

[11] These two programs were formerly 12 beds total but were integrated into one program and reduced to 8 beds, being newly named the “Youth Justice Care Homes”. As well, contract costs – and therefore per diem costs – are estimates only.

[12] The short-term and longer-term DARE contracts are integrated and reported as one here.

[13] This contract was not renewed for FY 2013/14. Although the contract provided for a potential occupancy of 2 youth at a time, given that the maximum number of bed days in a year was 242 and occupancy was much less, it is reported as a one-bed resource.

General caveats about this data

- “Occupancy” is based on data reported by agencies. The Ministry has not prescribed a common method of measurement across all programs, so there are differences in the methodology employed by agencies. Some employ a “warm body count” whereas others will consider a bed “occupied” if it is being held open for a youth awaiting admission, returning from an abscondment, or away on home leave. These differences affect both utilization rates and per diem costs, which are calculated by dividing the contract amount by the actual occupancy.
- Comparisons of contract per diems between programs and within program types should be undertaken with caution. There can be considerable differences in the nature and intensity of services provided, and consequently the levels of staffing and costs. For example, some family based general programs include a day program component and/or one-to-one support workers, while others do not.

Client Profile Data- Overall (FY 2012/13)

There were 286 youth in FTAPs (including bail beds) in 2012/13, accounting for 381 cases. Of these youth, 218 (76%) were male and 68 (24%) were female. Approximately 42% (119) of the youth were Aboriginal. Information on involvement in care was not available for all youth; 43 youth had no care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 65% (158), 7 were on a Youth Agreement (2.9%) and 78 were in care (32.1%). The average age of youth at admission to an FTAP was approximately 16 years old.

Home Community:

Service Delivery Area in Youth’s Home Community	Number of Youth in FTAPs 2012/13
Vancouver Island	
South Vancouver Island	48 (16.7%)
North Vancouver Island	35 (12.3%)
Total for Region	83 (29%)
Lower Mainland	
South Fraser	36 (12.6%)
North Fraser	16 (5.6%)
East Fraser	17 (5.9%)

Vancouver/Richmond	30 (10.5%)
Coast North Shore	15 (5.2%)
Total for Region	114 (39.9%)
Interior	
Thompson Cariboo Shuswap	19 (6.6%)
Okanagan	32 (11.2%)
Kootenay	7 (2.4%)
Total for Region	58 (20.3%)
North	
Northwest	7 (2.4%)
North Central	16 (5.6%)
Northeast	8 (2.8%)
Total for Region	31 (10.8%)

Static and Dynamic Risk Ratings/Supervision Ratings at time of admission- From RNA and SAVRY:

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	81 (25.4%)	6 (2.3%)	13 (4.1%)
Medium	133 (41.7%)	94 (36.1%)	144 (45.1%)
High	105 (32.9%)	160 (61.5%)	162 (50.8%)
No information available	62	62 +59 (SAVRY)=121	62

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Family/Substance Use Issues at time of admission, from RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	11 (3.4%)
No current difficulties	45 (14.1%)
Some usage associated with moderate adjustment problems	116 (36.5%)
Frequent or uncontrolled usage associated with serious adjustment problems	146 (45.9%)
No information available	63

	Family Relationships Rating
Pattern of stable and supportive relationships	23 (7.3%)
No current difficulties	23 (7.3%)

Occasional instability in relationships	126 (39.7%)
Very unstable pattern of relationships	145 (45.7%)
No information available	64

Criminal History at time of admission:

	Prior Custody
None	151 (39.6%)
Remand	146 (38.3%)
Open- sentenced	43 (11.3%)
Secure- sentenced	41 (10.8%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	174 (45.7%)
Yes	207 (54.3%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	233 (61.1%)
3-5	100 (26.2%)
6-10	36 (9.5%)
More than 10	12 (3.1%)

	Administrative Offence convictions
No	144 (37.8%)
Yes	237 (62.2%)

Subsample:

A sample of approximately 20%² of the youth who were in an FTAP in 2012/13 was randomly selected so that additional information could be collected on their utilization of these resources. Interviews were conducted with the Probation Officers that these youth reported to in order to gather this information. Below are the findings from these interviews:

- Most youth (74.5%) had not been in an FTAP prior to their stay in 2012/13. Only 12.7% of youth had been in one program focused FTAP prior to their stay.

² Fifty-five youth were selected to be part of the subsample; this represents 19.2% of youth that were in an FTAP (including bail beds). For each youth the lens of analysis was based on the utilization of one FTAP. For example, if a youth was in Coastline Challenges in April 2012 and they were also in Camp Trapping in September 2012, only one of these two cases was used to assess additional FTAP utilization, concurrent non-residential youth justice service use, forensics involvement and completion of their stay at the FTAP program.

- Most youth (70%) have not been in an FTAP since their stay in 2012/13. Nineteen percent of youth had been in one program-focused FTAP since their stay.
- During their stay at the FTAP, just over half of the youth (51%) were involved with Intensive Support and Supervision Services. Many youth (45%) from this subsample did not have any non-residential youth justice program involvement beyond what was provided by the FTAP itself.
- Many youth had involvement with forensics during their stay at the FTAP. Approximately 47% were involved with forensics for treatment and 13% for an assessment. Forty percent of youth did not have forensics involvement during their stay.
- Most youth (74%) completed their stay in the FTAP. Of those who did not complete their stay, most exited the program due to AWOL, noncompliance or breach (21%).

FTAP CORNET Results for Program-Focused FTAPs- Female/Male

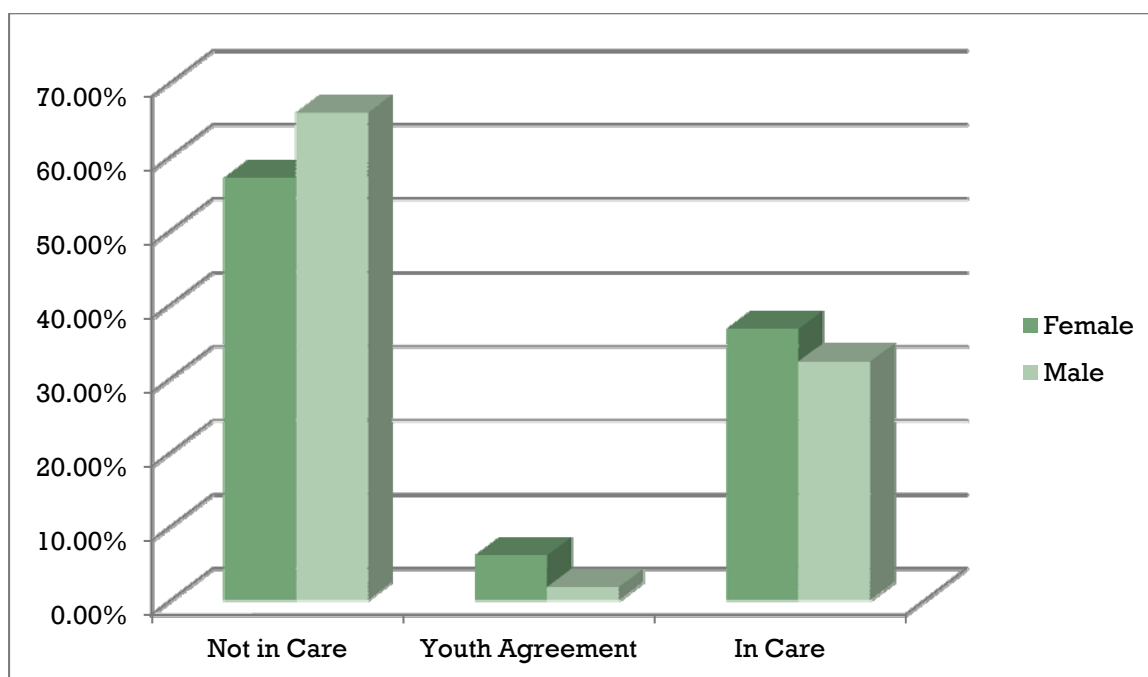
Female:

There were 59 female youth in FTAPs (excluding bail beds) in 2012/13, accounting for 70 cases. Approximately 49% (29) of the youth were Aboriginal. Information on involvement in care was not available for all youth; 10 youth had no care information recorded in CORNET. Of the youth with information on their involvement with care, most were not in care 57.1% (28), 3 were on a youth agreement (6.1%) and 18 were in care (36.7%). The average age of youth at admission to an FTAP was between 16 and 17 years old.

Male:

There were 194 male youth in FTAPs (excluding bail beds) in 2012/13, accounting for 233 cases. Approximately 41% (113) of the youth were Aboriginal. Information on involvement in care was not available for all youth; 27 youth had no care information recorded in CORNET. Of the youth with information on their involvement with care, most were not in care 65.9% (110), 3 were on a youth agreement (1.8%) and 54 were in care (32.3%). The average age of youth at admission to an FTAP was between 16 and 17 years old.

Care Status (by percentage) for Female and Male Youth in Program-Focused FTAPs:



Home Community:

Service Delivery Area in Youth's Home Community	Number of Female Youth in Program FTAPs 2012/13	Number of Male Youth in Program FTAPs 2012/13
Vancouver Island		
South Vancouver Island	14 (23.7%)	34 (17.5%)
North Vancouver Island	5 (8.5%)	28 (14.4%)
Total for Region	19 (32.2%)	62 (31.9%)
Lower Mainland		
South Fraser	6 (10.2%)	22 (11.3%)
North Fraser	4 (6.8%)	6 (3.1%)
East Fraser	2 (3.4%)	5 (2.6%)
Vancouver/Richmond	4 (6.8%)	26 (13.4%)
Coast North Shore	4 (6.8%)	11 (5.7%)
Total for Region	20 (33.9%)	70 (36.1%)
Interior		
Thompson Cariboo Shuswap	3 (5.1%)	16 (8.2%)
Okanagan	9 (15.2%)	16 (8.2%)
Kootenay	1 (1.7%)	6 (3.1%)
Total for Region	13 (22%)	38 (19.6%)

North		
Northwest	3 (5.1%)	4 (2.1%)
North Central	1 (1.7%)	15 (7.7%)
Northeast	3 (5.1%)	5 (2.6%)
Total for Region	7 (11.9%)	24 (12.4%)

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating		Dynamic Risk Rating		Supervision Rating	
	Female	Male	Female	Male	Female	Male
Low	19 (29.2%)	46(23.3%)	1 (1.7%)	5 (3.1%)	4 (6.1%)	7 (3.6%)
Medium	28 (43.1%)	86 (43.6)	19 (33.3%)	66(41.2%)	29 (44.6%)	91 (46.2%)
High	18 (27.7%)	65 (33%)	37 (64.9%)	89(55.6%)	32 (49.2%)	99 (50.2%)
No information available	5	36	5+8 (SAVRY)=13	36+37=73	5	36

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

**Case Substance Use/Family Issues at time of admission
from RNA and SAVRY:**

	Substance Misuse Rating	
	Female	Male
No history of substance abuse	0 (-%)	11 (5.6%)
No current difficulties	5 (7.7%)	28 (14.3%)
Some usage associated with moderate adjustment problems	24 (36.9%)	75 (38.3%)
Frequent or uncontrolled usage associated with serious adjustment problems	36 (55.4%)	82 (41.8%)
No information available	5	37

	Family Relationships Rating	
	Female	Male
Pattern of stable and supportive relationships	3 (4.6%)	18 (9.2%)
No current difficulties	5 (7.7%)	18 (9.2%)
Occasional instability in relationships	25 (38.5%)	82 (42%)
Very unstable pattern of relationships	32 (49.2%)	77 (39.5%)
No information available	5	38

Criminal History at time of admission:

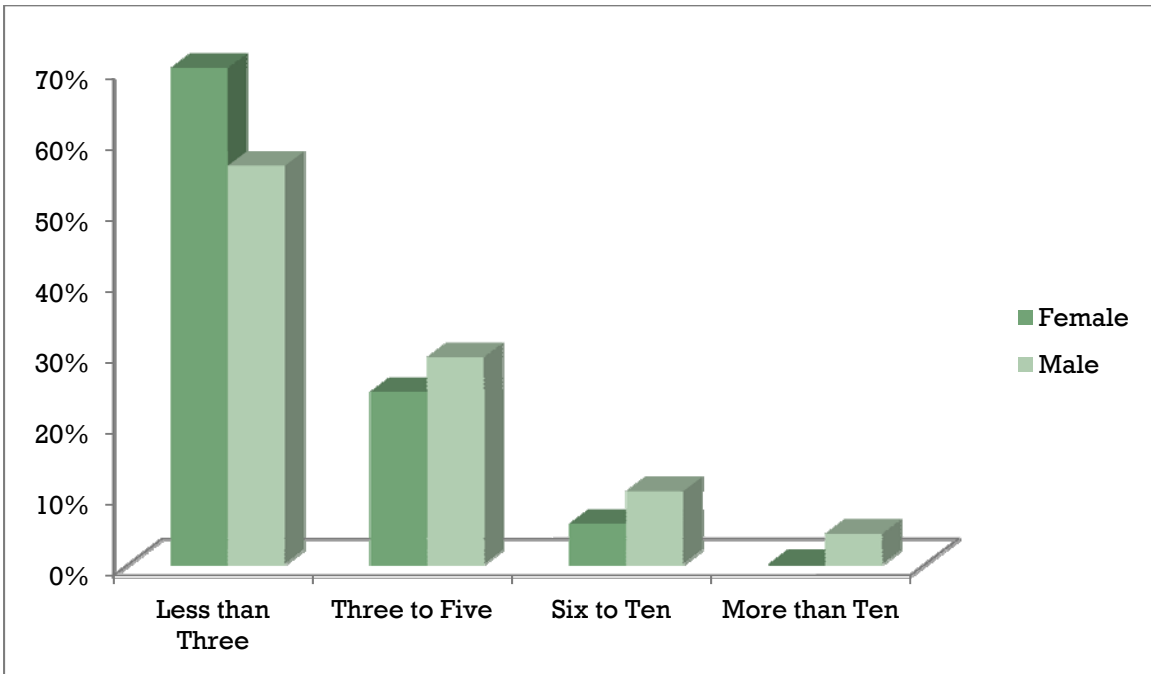
	Prior Custody	
	Female	Male
None	28 (40%)	91 (39%)
Remand	29 (41.4%)	88 (37.8%)
Open- sentenced	6 (8.6%)	30 (12.9%)
Secure- sentenced	7 (10%)	24 (10.3%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission	
	Female	Male
No	34 (48.6%)	107 (45.9%)
Yes	36 (51.4%)	126 (54.1%)

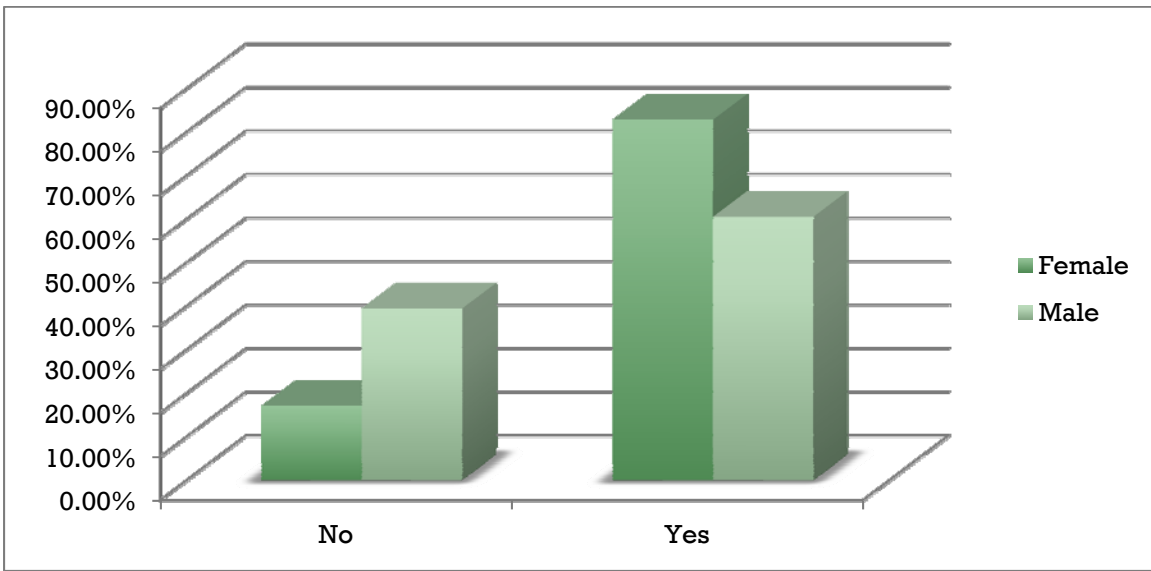
	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)	
	Female	Male
Less than 3	49 (70%)	131 (56.2%)
3-5	17 (24.3%)	68 (29.2%)
6-10	4 (5.7%)	24 (10.3%)
More than 10	0 (%)	10 (4.3%)

	Administrative offence convictions	
	Female	Male
No	12 (17.1%)	92 (39.5%)
Yes	58 (82.9%)	141 (60.5%)

Substantive Criminal Convictions at Admission (by percentage) for Female and Male Youth in Program-Focused FTAPs:



Administrative Convictions at Admission (by percentage) for Female and Male Youth in Program-Focused FTAPs:



FTAP CORNET Results for Program-Focused FTAPs - Aboriginal/Non Aboriginal³

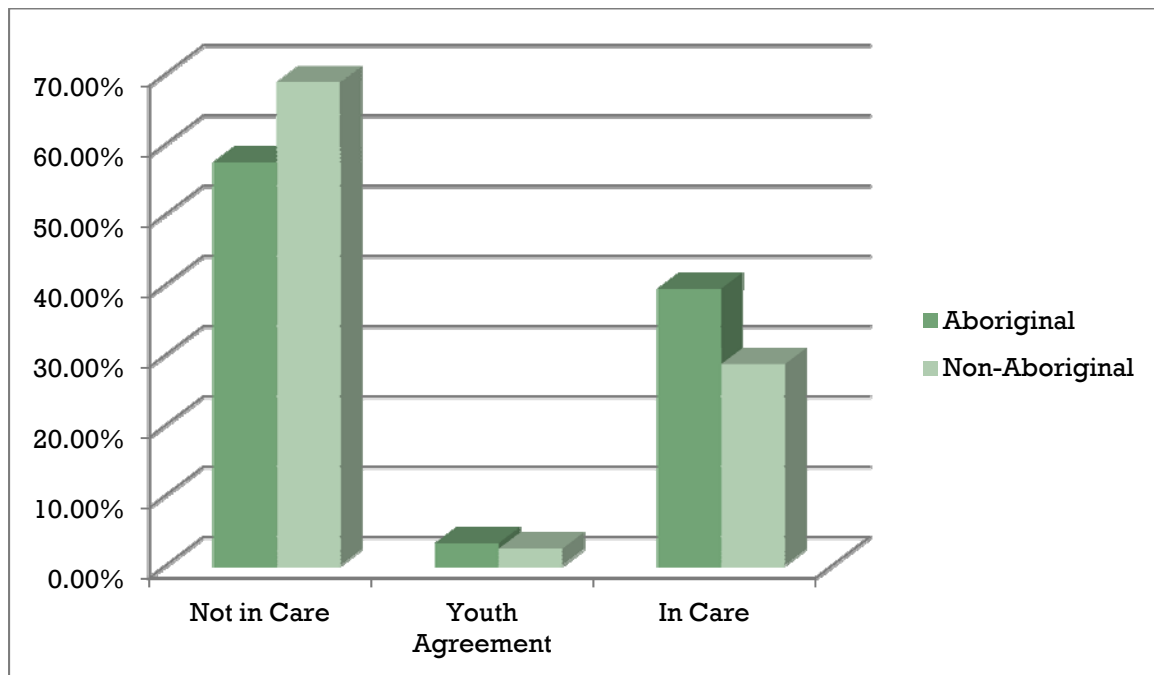
Aboriginal:

There were 107 Aboriginal youth in FTAPs (excluding bail beds) in 2012/13, accounting for 125 cases. Approximately 43% of the clients in FTAPs were Aboriginal. Of these youth 78 (72.9%) were male and 29 (27.1%) were female. Information on involvement in care was not available for all youth; 13 youth had no care information recorded in CORNET. Of the youth with information on their involvement with care, most were not in care 57.4% (54), 3 were on a youth agreement (3.2%) and 37 were in care (39.4%). The average age of youth at admission to an FTAP was just over 16 years old.

Non Aboriginal:

There were 143 non-Aboriginal youth in FTAPs (excluding bail beds) in 2012/13, accounting for 173 cases. Of these youth 113 (79%) were male and 30 (21%) were female. Information on involvement in care was not available for all youth; 21 youth had no care information recorded in CORNET. Of the youth with information on their involvement with care, most were not in care 68.8% (84), 3 were on a youth agreement (2.4%) and 35 were in care (28.7%). The average age of youth at admission to an FTAP was between 16 and 17 years old.

Care Status (by percentage) for Aboriginal and Non-Aboriginal Youth in Program-Focused FTAPs:



³ There were 3 youth (5 cases) who did not have any information available on whether they were Aboriginal or non-Aboriginal.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Aboriginal Youth in FTAPs 2012/13	Number of Non-Aboriginal Youth in FTAPs 2012/13
Vancouver Island		
South Vancouver Island	21 (19.6%)	27 (18.9%)
North Vancouver Island	17 (15.9%)	16 (11.2%)
Total for Region	38 (35.5%)	43 (30.1%)
Lower Mainland		
South Fraser	6 (5.6%)	21 (14.7%)
North Fraser	3 (2.8%)	7 (4.9%)
East Fraser	4 (3.7%)	3 (2.1%)
Vancouver/Richmond	8 (7.5%)	20 (14%)
Coast North Shore	3 (2.8%)	12 (8.4%)
Total for Region	24 (22.4%)	63 (44%)
Interior		
Thompson Cariboo Shuswap	9 (8.4%)	10 (6.9%)
Okanagan	8 (7.5%)	17 (11.9%)
Kootenay	3 (2.8%)	4 (2.8%)
Total for Region	20 (18.7%)	31 (21.7%)
North		
Northwest	6 (5.6%)	1 (0.7%)
North Central	13 (12.1%)	3 (2.1%)
Northeast	6 (5.6%)	2 (1.3%)
Total for Region	25 (23.4%)	6 (4.2%)

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating		Dynamic Risk Rating		Supervision Rating	
	Aboriginal	Non	Aboriginal	Non	Aboriginal	Non
Low	20 (18.3%)	43 (29.0%)	1 (1.1%)	5 (4.2%)	2 (1.8%)	9 (6.1%)
Medium	51 (46.8%)	61 (41.2%)	35 (37.6%)	48 (40%)	48 (44%)	70 (47.3%)
High	38 (34.9%)	44 (29.7%)	57 (61.3%)	67 (55.8%)	59 (54.1%)	69 (46.6%)
No information available	16	25	16 + 16 (SAVRY)=32	25 + 28 (SAVRY)=53	16	25

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission – from RNA and SAVRY:

	Substance Misuse Rating	
	Aboriginal	Non-Aboriginal
No history of substance abuse	3 (2.8%)	8 (5.4%)
No current difficulties	10 (9.2%)	22 (14.9%)
Some usage associated with moderate adjustment problems	45 (41.7%)	53 (35.8%)
Frequent or uncontrolled usage associated with serious adjustment problems	50 (46.3%)	65 (43.9%)
No information available	17	25

	Family Relationships Rating	
	Aboriginal	Non-Aboriginal
Pattern of stable and supportive relationships	4 (3.7%)	17 (11.5%)
No current difficulties	9 (8.4%)	12 (8.1%)
Occasional instability in relationships	49 (45.8%)	55 (37.2%)
Very unstable pattern of relationships	45 (42%)	64 (43.2%)
No information available	18	25

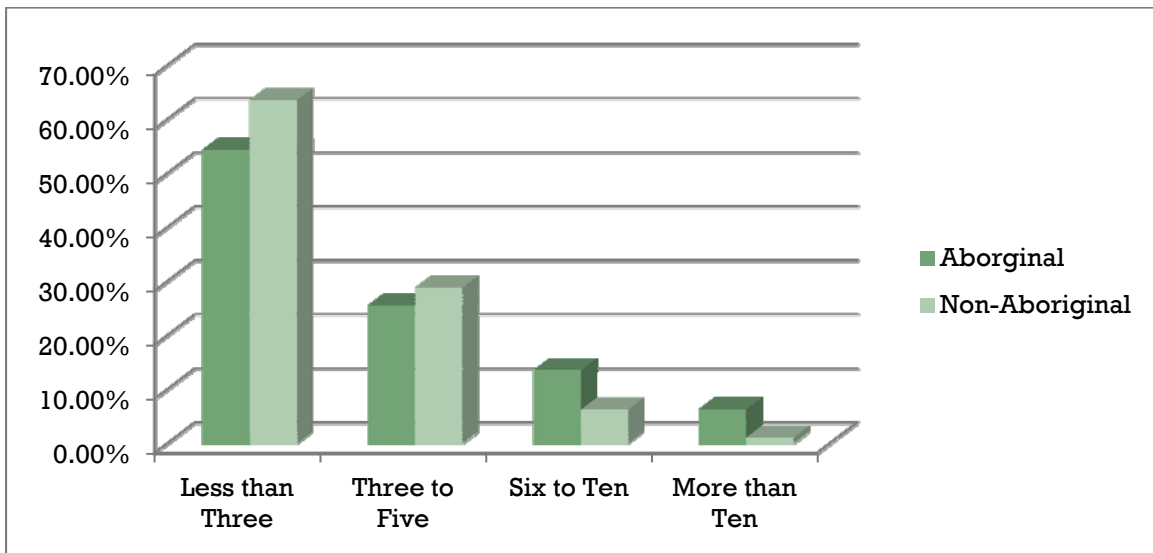
Criminal History at time of admission:

	Prior Custody	
	Aboriginal	Non-Aboriginal
None	44 (35.2%)	73 (42.2%)
Remand	45 (36%)	70 (40.5%)
Open- sentenced	19 (15.2%)	16 (9.2%)
Secure- sentenced	17 (13.6%)	14 (8.1%)

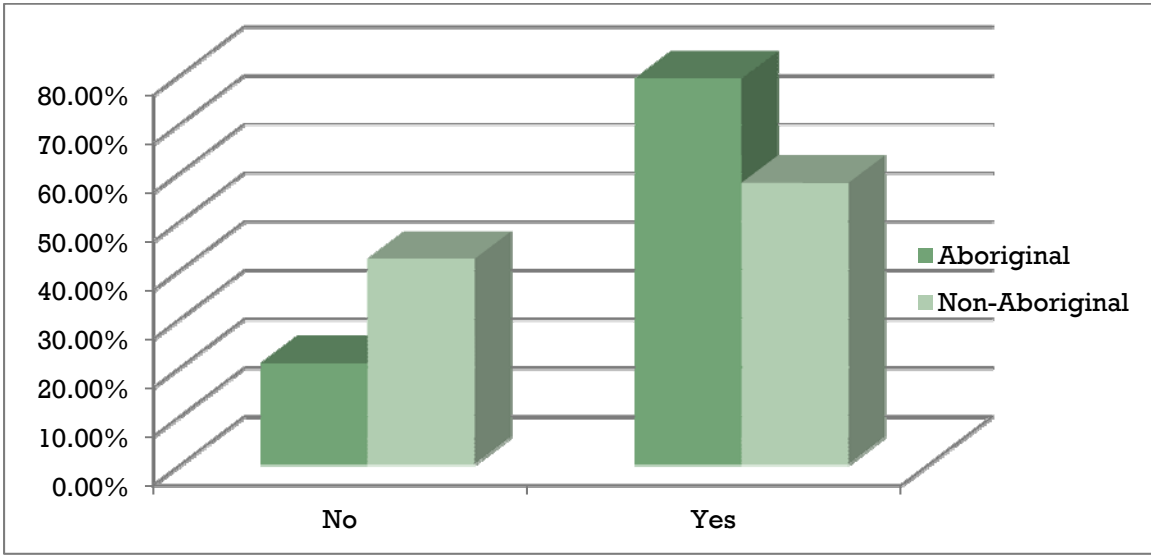
	Violent offence convictions (includes Extrajudicial sanctions) at admission	
	Aboriginal	Non-Aboriginal
No	55 (44%)	84 (48.6%)
Yes	70 (56%)	89 (51.4%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)	
	Aboriginal	Non-Aboriginal
Less than 3	68 (54.4%)	110 (63.6%)
3-5	32 (25.6%)	50 (28.9%)
6-10	17 (13.6%)	11 (6.3%)
More than 10	8 (6.4%)	2 (1.1%)
	Administrative offence convictions	
	Aboriginal	Non-Aboriginal
No	26 (20.8%)	73 (42.2%)
Yes	99 (79.2%)	100 (57.8%)

Substantive Criminal Convictions at Admission (by percentage) for Aboriginal and Non-Aboriginal Youth in Program-Focused FTAPs



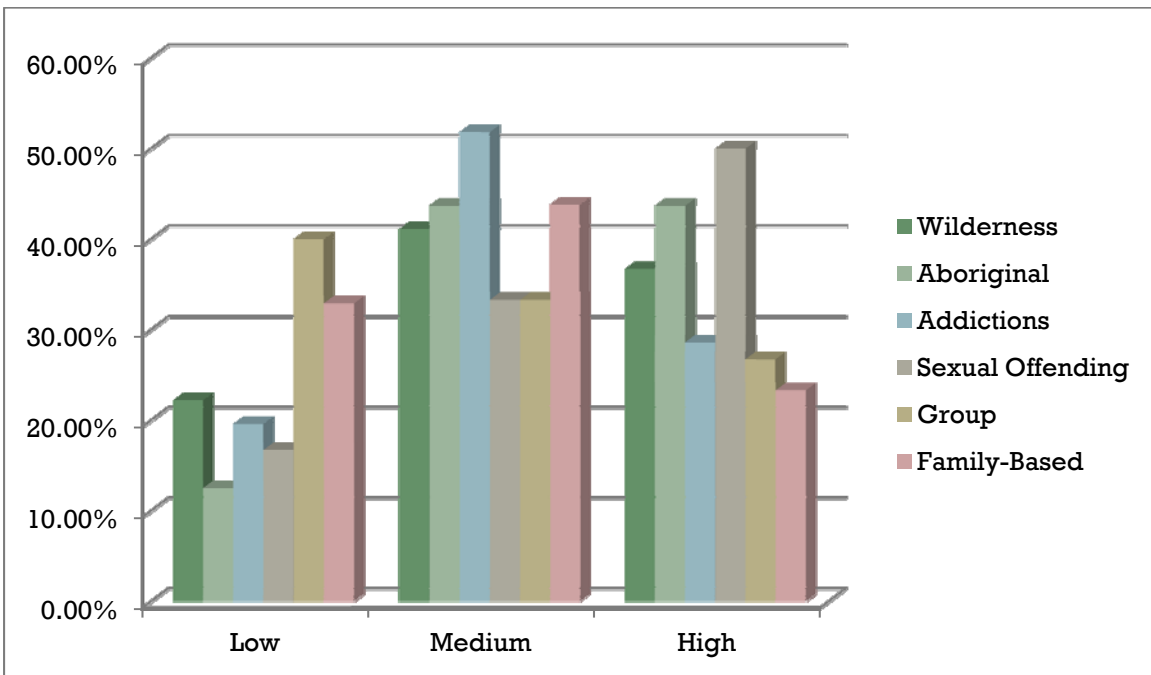
Administrative Convictions at Admission (by percentage) for Aboriginal and Non-Aboriginal Youth in Program-Focused FTAPs:



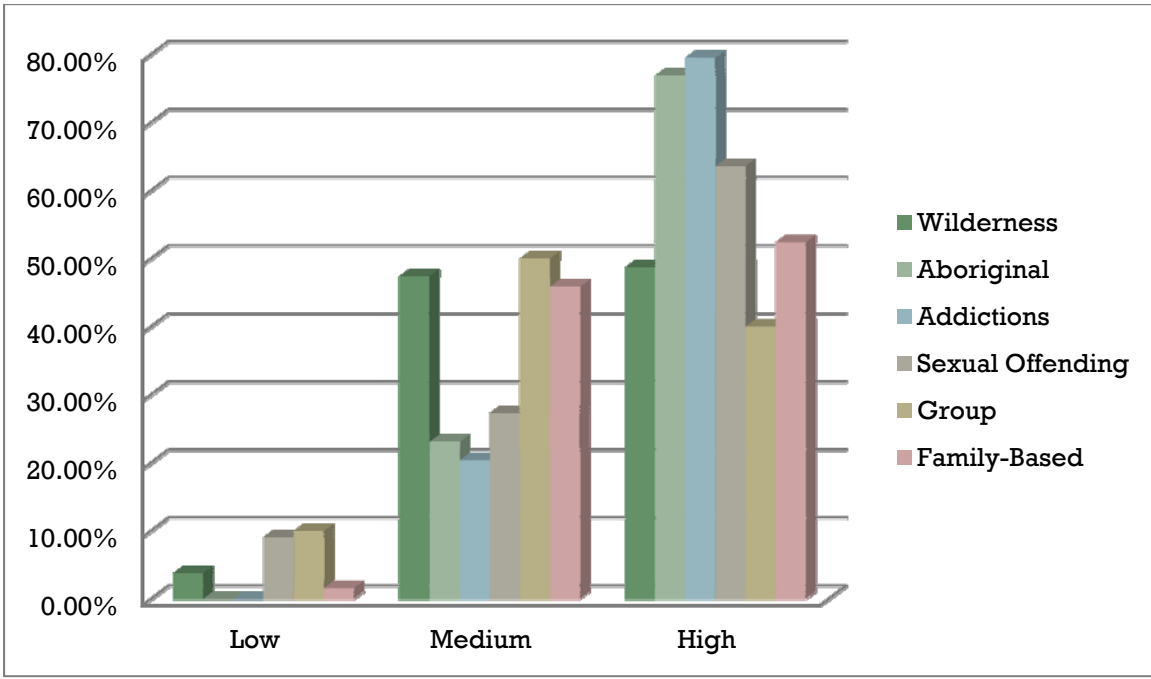
Client profiles by type of program

It should be noted that the 'n' size differs for each program type so caution should be taken when looking at these results by percentage (wilderness, addictions and family-based programs have larger 'n's).

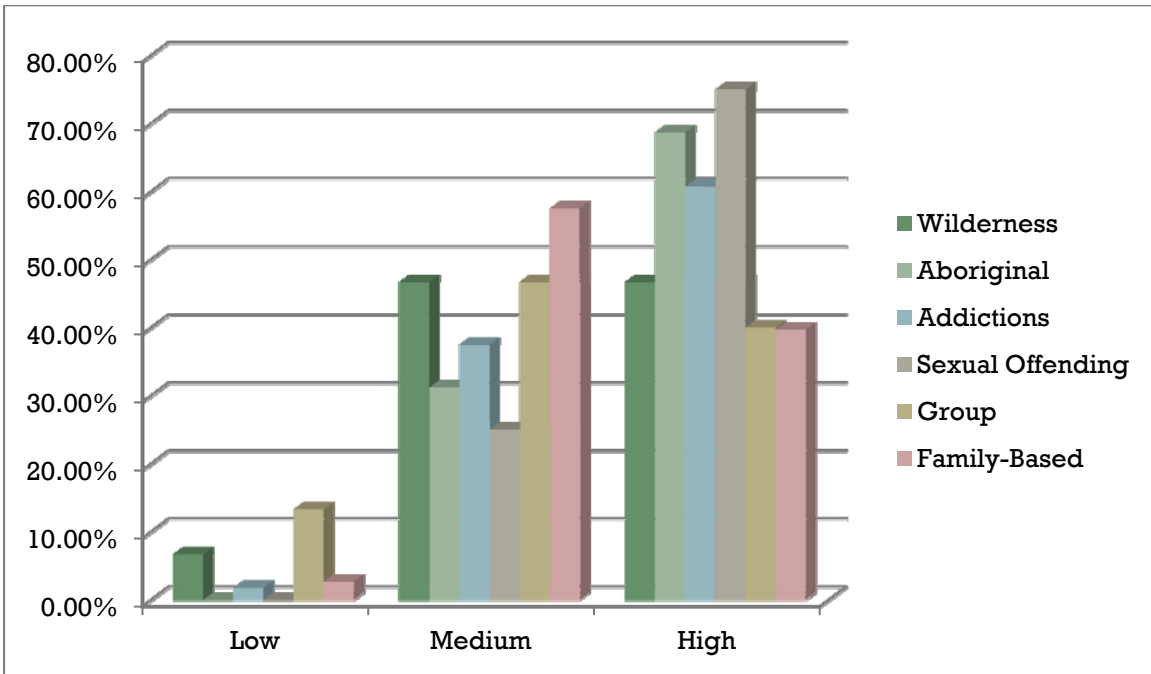
Static Risk Level



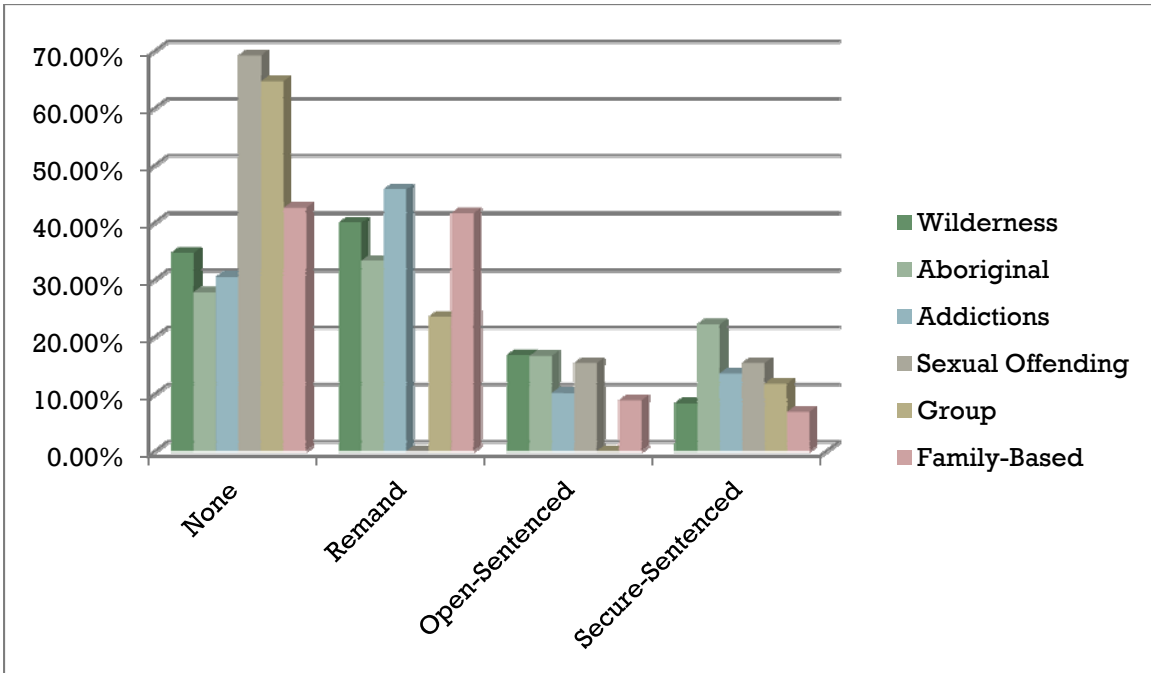
Dynamic Risk Level



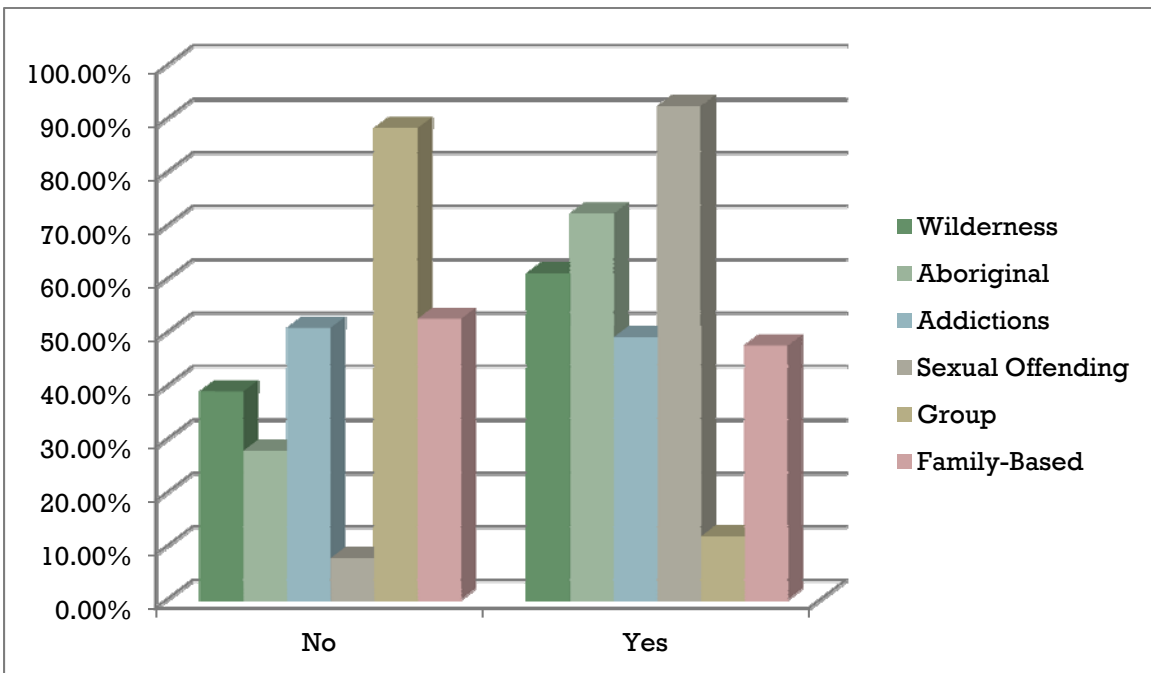
Supervision Level



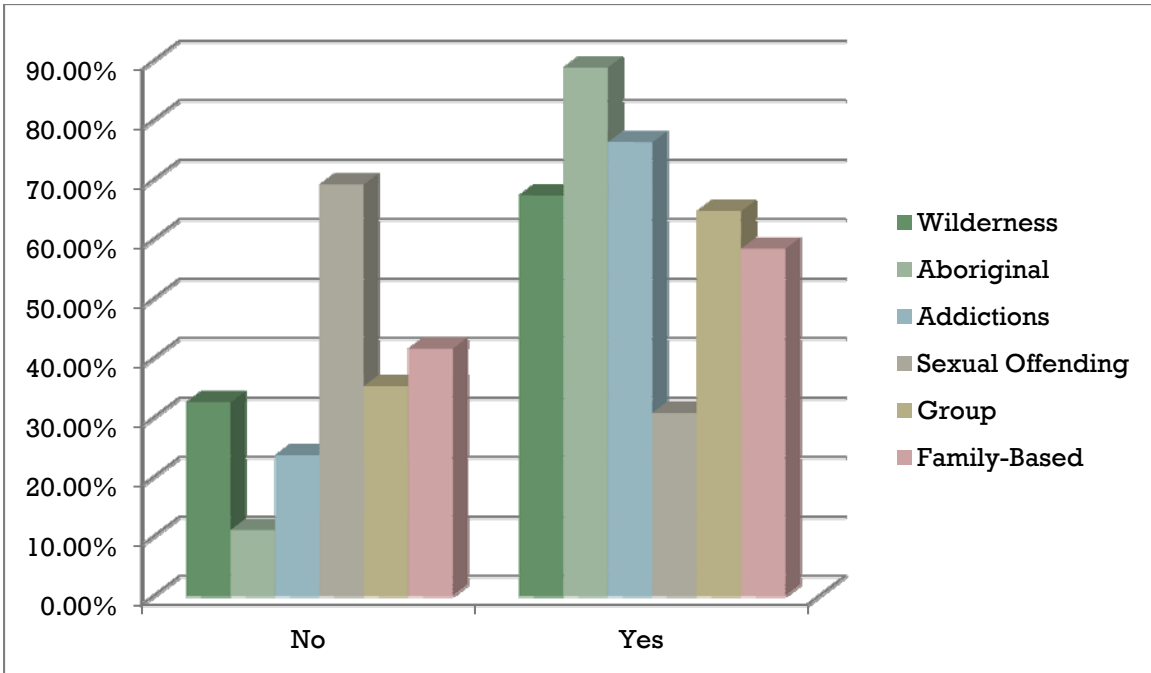
Prior Custody



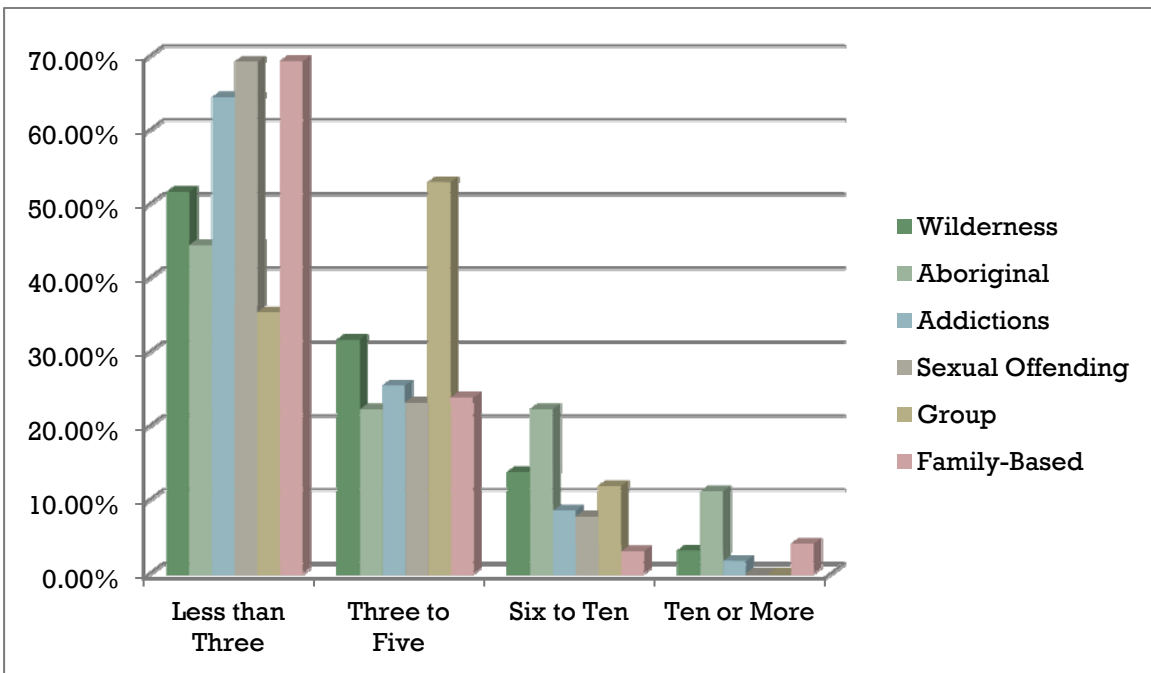
Violent Offence Convictions



Administrative Convictions



Number of Substantive Criminal Convictions



FTAP CORNET Results- Wilderness FTAPs⁴

There were 90 youth in wilderness-focused FTAPs in 2012/13, accounting for 95 cases; 82 (91.1%) youth were male and 8 (8.9%) were female. Approximately 38.6% (34) of the youth were Aboriginal. Information on involvement in care was not available for all youth; 12 youth had no care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 62.8% (49), 1 was on a Youth Agreement (1.3%) and 28 were in care (35.9%). The average age of youth at admission to a wilderness FTAP was 16 years old.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in Wilderness FTAPs 2012/13
Vancouver Island	
South Vancouver Island	18 (20%)
North Vancouver Island	22 (24.4%)
Total for Region	40 (44.4%)
Lower Mainland	
South Fraser	9 (10%)
North Fraser	5 (5.6%)
East Fraser	2 (2.2%)
Vancouver/Richmond	8 (8.9%)
Coast North Shore	3 (3.3%)
Total for Region	27 (30%)
Interior	
Thompson Cariboo Shuswap	5 (5.6%)
Okanagan	9 (10%)
Kootenay	0 (-)
Total for Region	14 (15.6%)
North	
Northwest	0 (-)
North Central	8 (8.9%)
Northeast	1 (1.1%)
Total for Region	9 (10%)

⁴ Wilderness FTAPs include Camp Trapping and Coastline Challenges.

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	20 (22.2%)	3 (3.8%)	6 (6.7%)
Medium	37 (41.1%)	37 (47.4%)	42 (46.7%)
High	33 (36.7%)	38 (48.7%)	42 (46.7%)
No information available	5	5 +12 (SAVRY)=17	5

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission- From RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	2 (2.2%)
No current difficulties	17 (19.1%)
Some usage associated with moderate adjustment problems	41 (46.1%)
Frequent or uncontrolled usage associated with serious adjustment problems	29 (32.6%)
No information available	6

	Family Relationships Rating
Pattern of stable and supportive relationships	8 (9%)
No current difficulties	11 (12.4%)
Occasional instability in relationships	36 (40.4%)
Very unstable pattern of relationships	34 (38.2%)
No information available	6

Criminal History at time of admission:

	Prior Custody
None	33 (34.7%)
Remand	38 (40%)
Open- sentenced	16 (16.8%)
Secure- sentenced	8 (8.4%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	37 (38.9%)
Yes	58 (61%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	49 (51.6%)
3-5	30 (31.6%)
6-10	13 (13.7%)
More than 10	3 (3.1%)

	Administrative Offence convictions
No	31 (32.6%)
Yes	64 (67.4%)

FTAP CORNET Results- Addictions FTAPs⁵

There were 58 youth in Addictions-focused FTAPs in 2012/13, accounting for 59 cases; 31 (53.4%) youth were male and 27 (46.6%) were female. Approximately 34% (20) of youth were Aboriginal. There were 7 youth without any care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 52.9% (27), 3 were on a Youth Agreement (5.9%) and 21 were in care (41.2%). The average age of youth at admission was just under 17 years old.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in Addictions FTAPs 2012/13
Vancouver Island	
South Vancouver Island	7 (12.1%)
North Vancouver Island	3 (5.2%)
Total for Region	10 (17.2%)
Lower Mainland	
South Fraser	13 (22.4%)
North Fraser	3 (5.2%)
East Fraser	2 (3.4%)
Vancouver/Richmond	4 (6.9%)
Coast North Shore	4 (6.9%)
Total for Region	26 (44.8%)

⁵ Addictions FTAPs include Daughters and Sisters, Osprey and Waypoint.

Interior	
Thompson Cariboo Shuswap	5 (8.6%)
Okanagan	8 (13.8%)
Kootenay	3 (5.2%)
Total for Region	16 (27.6%)
North	
Northwest	4 (6.9%)
North Central	0 (-%)
Northeast	2 (3.4%)
Total for Region	6 (10.3%)

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	11 (19.6%)	0 (-)	1 (1.8%)
Medium	29 (51.8%)	9 (20.4%)	21 (37.5%)
High	16 (28.6%)	35 (79.5%)	34 (60.7%)
No information available	3	3 +12 (SAVRY)= 15	3

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission- From RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	0 (-%)
No current difficulties	3 (5.3%)
Some usage associated with moderate adjustment problems	12 (21.4%)
Frequent or uncontrolled usage associated with serious adjustment problems	41 (73.2%)
No information available	3

	Family Relationships Rating
Pattern of stable and supportive relationships	2 (3.6%)
No current difficulties	4 (7.1%)
Occasional instability in relationships	26 (46.4%)
Very unstable pattern of relationships	24 (42.8%)
No information available	3

Criminal History at time of admission:

	Prior Custody
None	18 (30.5%)
Remand	27 (45.8%)
Open- sentenced	6 (10.2%)
Secure- sentenced	8 (13.6%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	30 (50.8%)
Yes	29 (49.1%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	38 (64.4%)
3-5	15 (25.4%)
6-10	5 (8.5%)
More than 10	1 (1.7%)

	Administrative Offence convictions
No	14 (23.7%)
Yes	45 (76.3%)

FTAP CORNET Results- Sexual Offending FTAPs⁶

There were 13 youth in FTAPs focusing on adolescent sexual offending in 2012/13, all 13 youth were male. Approximately 53.8% (7) of the youth were Aboriginal. There were 2 youth without any care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 81.8% (9) and 2 were in care (18.2%). The average age of youth at admission was between 16 and 17 years.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in FTAPs focused on Sexual Offending 2012/13
Vancouver Island	
South Vancouver Island	0 (-)
North Vancouver Island	2 (15.4%)
Total for Region	2 (15.4%)
Lower Mainland	
South Fraser	0 (-)
North Fraser	0 (-)
East Fraser	0 (-)
Vancouver/Richmond	0 (-)
Coast North Shore	0 (-)
Total for Region	0 (-)
Interior	
Thompson Cariboo Shuswap	2 (15.4%)
Okanagan	0 (-%)
Kootenay	2 (15.4%)
Total for Region	4 (30.8%)
North	
Northwest	2 (15.4%)
North Central	3 (23.1%)
Northeast	2 (15.4%)
Total for Region	7 (53.8%)

⁶ FTAPs for adolescents who have committed a sexual offence include: Boundaries, John Howard Youth Justice Beds and Stride.

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	2 (16.7%)	1 (9.1%)	0 (-)
Medium	4 (33.3%)	3 (27.3%)	3 (25%)
High	6 (50%)	7 (63.6%)	9 (75%)
No information available	1	1 +1 (SAVRY)= 2	1

It should be noted criminogenic need information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission- From RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	5 (41.7%)
No current difficulties	2 (16.7%)
Some usage associated with moderate adjustment problems	3 (25%)
Frequent or uncontrolled usage associated with serious adjustment problems	2 (16.7%)
No information available	1

	Family Relationships Rating
Pattern of stable and supportive relationships	3 (25%)
No current difficulties	1 (8.3%)
Occasional instability in relationships	4 (33.3%)
Very unstable pattern of relationships	4 (33.3%)
No information available	1

Criminal History at time of admission:

	Prior Custody
None	9 (69.2%)
Remand	0 (-)
Open- sentenced	2 (15.4%)
Secure- sentenced	2 (15.4%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	1 (7.7%)
Yes	12 (92.3%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	9 (69.2%)
3-5	3 (23.1%)
6-10	1 (7.7%)
More than 10	0 (-)

	Administrative Offence convictions
No	9 (69.2%)
Yes	4 (30.8%)

FTAP CORNET Results- Group FTAP⁷

There were 17 youth in the group FTAPs in 2012/13, all 17 were male. Approximately 35.3% (6) of the youth were Aboriginal. There were 6 youth without any care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 81.8% (9) and 2 were in care (18.2%). The average age of youth at admission was between 16 and 17 years.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in the Group FTAP 2012/13
Vancouver Island	
South Vancouver Island	2 (11.8%)
North Vancouver Island	3 (17.6%)
Total for Region	5 (29.4%)
Lower Mainland	
South Fraser	1 (5.9%)
North Fraser	0 (-)
East Fraser	0 (-)
Vancouver/Richmond	1 (5.9%)
Coast North Shore	1 (5.9%)
Total for Region	3 (17.6%)

⁷ The sole group FTAP Program is KEY.

Interior	
Thompson Cariboo Shuswap	3 (17.6%)
Okanagan	4 (23.5%)
Kootenay	1 (5.9%)
Total for Region	8 (47%)
North	
Northwest	0 (%)
North Central	0 (%)
Northeast	1 (5.9%)
Total for Region	1 (5.9%)

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	6 (40%)	1 (10%)	2 (13.3%)
Medium	5 (33.3%)	5 (50%)	7 (46.7%)
High	4 (26.7%)	4 (40%)	6 (40%)
No information available	2	2 + 5 (SAVRY)= 7	2

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission- From RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	1 (6.7%)
No current difficulties	2 (13.3%)
Some usage associated with moderate adjustment problems	5 (33.3%)
Frequent or uncontrolled usage associated with serious adjustment problems	7 (46.7%)
No information available	2

	Family Relationships Rating
Pattern of stable and supportive relationships	0 (-)
No current difficulties	3 (20%)
Occasional instability in relationships	4 (26.7%)
Very unstable pattern of relationships	8 (53.3%)
No information available	2

Criminal History at time of admission:

	Prior Custody
None	11 (64.7%)
Remand	4 (23.5%)
Open- sentenced	0 (-)
Secure- sentenced	2 (11.8%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	15 (88.2%)
Yes	2 (11.8%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	6 (35.3%)
3-5	9 (52.9%)
6-10	2 (11.8%)
More than 10	0 (-)

	Administrative Offence convictions
No	6 (35.3%)
Yes	11 (64.7%)

FTAP CORNET Results- Family-Based FTAP⁸

There were 79 youth in family-based FTAPs in 2012/13, accounting for 101 cases. Of these youth, 57 (72.1%) were male and 22 (27.8%) were female. Approximately 41% (32) of the youth were Aboriginal. There were 12 youth without any care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 68.6% (46), 3 were on a Youth Agreement (4.5%) and 18 were in care (26.9%). The average age of youth at admission was between 16 and 17 years.

⁸ Family-Based FTAPs include SKY, IPP, Oasis, Headstart, Turnabout/Connections, CORR, HAWK and Bail and Respite and DARE.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in Family-based FTAPs 2012/13
Vancouver Island	
South Vancouver Island	28 (35.4%)
North Vancouver Island	6 (7.6%)
Total for Region	34 (43%)
Lower Mainland	
South Fraser	4 (5.1%)
North Fraser	2 (2.5%)
East Fraser	3 (3.8%)
Vancouver/Richmond	19 (24%)
Coast North Shore	8 (10.1%)
Total for Region	36 (45.6%)
Interior	
Thompson Cariboo Shuswap	2 (2.5%)
Okanagan	1 (1.3%)
Kootenay	0 (-)
Total for Region	3 (3.8%)
North	
Northwest	0 (%)
North Central	4 (5.1%)
Northeast	2 (2.5%)
Total for Region	6 (7.6%)

Static Risk/Dynamic Risk/Supervision Ratings at time of admission- From RNA and SAVRY:

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	24 (32.9%)	1 (1.6%)	2 (2.7%)
Medium	32 (43.8%)	28 (45.9%)	42 (57.5%)
High	17 (23.3%)	32 (52.4%)	29 (39.7%)
No information available	28	28 + 12 (SAVRY)= 40	28

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

**Case Substance Use/Family Issues at time of admission –
from RNA and SAVRY:**

	Substance Misuse Rating
No history of substance abuse	3 (4.1%)
No current difficulties	8 (10.9%)
Some usage associated with moderate adjustment problems	35 (47.9%)
Frequent or uncontrolled usage associated with serious adjustment problems	27 (37%)
No information available	28

	Family Relationships Rating
Pattern of stable and supportive relationships	6 (8.3%)
No current difficulties	3 (4.2%)
Occasional instability in relationships	32 (44.4%)
Very unstable pattern of relationships	31 (43.0%)
No information available	29

Criminal History at time of admission:

	Prior Custody
None	43 (42.6%)
Remand	42 (41.6%)
Open- sentenced	9 (8.9%)
Secure- sentenced	7 (6.9%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	53 (52.5%)
Yes	48 (47.5%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	70 (69.3%)
3-5	24 (23.8%)
6-10	3 (3%)
More than 10	4 (4%)

	Administrative Offence convictions
No	42 (41.6%)
Yes	59 (58.4%)

FTAP CORNET Results- Aboriginal FTAPs⁹

There were 18 youth in Aboriginal-focused FTAPs in 2012/13; 11 (61%) youth were male and 7 were female (39%). As one would expect most of the youth in the programs were Aboriginal- 88.9% (16). Of the youth with information available on their involvement with care, most were not in care 58.8% (10) and 7 were in care (41.2%). The average age of youth at admission was just under 16 years old.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in Aboriginal FTAPs 2012/13
Vancouver Island	
South Vancouver Island	1 (5.5%)
North Vancouver Island	1 (5.5%)
Total for Region	2 (11.1%)
Lower Mainland	
South Fraser	1 (5.5%)
North Fraser	1 (5.5%)
East Fraser	1 (5.5%)
Vancouver/Richmond	2 (11.1%)
Coast North Shore	1 (5.5%)
Total for Region	6 (33.3%)
Interior	
Thompson Cariboo Shuswap	2 (11.1%)
Okanagan	3 (16.7%)
Kootenay	1 (5.5%)
Total for Region	6 (33.3%)
North	
Northwest	1 (5.5%)
North Central	3 (16.7%)
Northeast	0 (-)
Total for Region	4 (22.2%)

⁹ Aboriginal FTAPs include Hazelton Youth Healing Lodge and Am'ut.

**Static Risk/Dynamic Risk/Supervision Ratings at time of admission-
From RNA and SAVRY:**

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	2 (12.5%)	0 (-%)	0 (-%)
Medium	7 (43.7%)	3 (23.1%)	5 (31.2%)
High	7 (43.7%)	10 (76.9%)	11 (68.7%)
No information available	2	2 +3 (SAVRY)=5	2

It should be noted dynamic risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

**Case Substance Use/Family Issues at time of admission –
from RNA and SAVRY:**

	Substance Misuse Rating
No history of substance abuse	0 (-%)
No current difficulties	1 (6.2%)
Some usage associated with moderate adjustment problems	3 (18.7%)
Frequent or uncontrolled usage associated with serious adjustment problems	12 (75%)
No information available	2

	Family Relationships Rating
Pattern of stable and supportive relationships	2 (12.5%)
No current difficulties	1 (6.2%)
Occasional instability in relationships	5 (31.2%)
Very unstable pattern of relationships	8 (50%)
No information available	2

Criminal History at time of admission:

	Prior Custody
None	5 (27.8%)
Remand	6 (33.3%)
Open- sentenced	3 (16.7%)
Secure- sentenced	4 (22.2%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	5 (27.8%)
Yes	13 (72.2%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	8 (44.4%)
3-5	4 (22.2%)
6-10	4 (22.2%)
More than 10	2 (11.1%)

	Administrative Offence convictions
No	2 (11.1%)
Yes	16 (88.9%)

FTAP CORNET Results- Bail/Transition Beds¹⁰

There were 52 youth in bail/transition beds in 2012/13, accounting for 78 cases. Of these youth, 40 (77%) were male and 12 (23%) were female. Nineteen youth had a least one stay in a bail/transition bed and at least one stay in a program-based FTAP during 2012/13. Approximately 35% (18) of the youth were Aboriginal. Information on involvement in care was not available for all youth; 7 youth had no care information recorded in CORNET. Of the youth with information available on their involvement with care, most were not in care 75.6% (34), 1 was on a Youth Agreement (2.2%) and 10 were in care (22.2%). The average age of youth at admission to a bail/transition bed was approximately 16 years old.

Home Community:

Service Delivery Area in Youth's Home Community	Number of Youth in Bail/Transition Beds 2012/13
Vancouver Island	
South Vancouver Island	0 (-)
North Vancouver Island	5 (9.6%)
Total for Region	5 (9.6%)

¹⁰ Bail/Transition Beds include: Bill and Sherri Elliot (Campbell River), Brian Down (Campbell River), Burnaby Youth Custody Transition Beds(Lower Mainland Purpose Society, Coast Fraser Transition Beds, Sky's bail beds, Eian Madsen (Courtney), Nanaimo's youth justice bed and the Okanagan Boys and Girls club beds (Kelowna)

Lower Mainland	
South Fraser	14 (26.9%)
North Fraser	6 (11.5%)
East Fraser	11 (21.1%)
Vancouver/Richmond	0 (-%)
Coast North Shore	1 (1.9%)
Total for Region	32 (61.5%)
Interior	
Thompson Cariboo Shuswap	1 (1.9%)
Okanagan	13 (25%)
Kootenay	0 (-%)
Total for Region	14 (26.9%)
North	
Northwest	0 (-%)
North Central	0 (-%)
Northeast	1 (1.9%)
Total for Region	1 (1.9%)

Static Risk/Dynamic Risk/Supervision Ratings at time of admission - from RNA and SAVRY:

	Static Risk Rating	Dynamic Risk Rating	Supervision Rating
Low	16 (28.1%)	0 (-%)	2 (3.5%)
Medium	19 (33.3%)	9 (20.9%)	24 (42.1%)
High	22 (38.6%)	34 (79.1%)	31 (54.4%)
No information available	21	21 + 14 (SAVRY)= 35	21

It should be noted Dynamic Risk information from the SAVRY could not easily be converted to a global rating so it has been omitted from this analysis.

Case Substance Use/Family Issues at time of admission - from RNA and SAVRY:

	Substance Misuse Rating
No history of substance abuse	0 (-%)
No current difficulties	12 (21%)
Some usage associated with moderate adjustment problems	17 (29.8%)
Frequent or uncontrolled usage associated with serious adjustment problems	28 (49.1%)
No information available	21

	Family Relationships Rating
Pattern of stable and supportive relationships	2 (3.5%)
No current difficulties	0 (-%)
Occasional instability in relationships	19 (33.3%)
Very unstable pattern of relationships	36 (63.2%)
No information available	21

Criminal History at time of admission:

	Prior Custody
None	32 (41%)
Remand	29 (37.2%)
Open- sentenced	7 (9%)
Secure- sentenced	10 (12.8%)

	Violent offence convictions (includes Extrajudicial sanctions) at admission
No	33 (42.3%)
Yes	45 (57.7%)

	Number of substantive criminal convictions at admission (includes Extrajudicial sanctions)
Less than 3	53 (67.9%)
3-5	15 (19.2%)
6-10	8 (10.2%)
More than 10	2 (2.6%)

	Administrative Offence convictions
No	40 (51.3%)
Yes	38 (48.7%)

Appendix F - FTAP Policy

O. CASE MANAGEMENT

11. FULL-TIME ATTENDANCE PROGRAMS

11.01 Definition and Purpose

Community Youth Justice Services' full-time attendance programs for court ordered youth incorporate a live-in component (24 hour support and supervision) which distinguishes them from day programs. Full-time attendance programs may be:

- short-term (eg., weekend); or,
- long-term (4-6 months or longer - ie. sex-offence programs).

The purpose of these programs is to provide levels of support and supervision greater than that which is available in the youth's normal environment. By complementing regular probation supervision, full-time attendance programs act as a direct alternative to custody.

11.02 Target Population

Full-time attendance programs are intended for youth who:

- due to the risk they pose to the public, require a level of intervention beyond intensive support and supervision probation; and,
- would otherwise receive a custodial sentence.

11.03 Full-Time Attendance Programs – Clarification

Full-time attendance programs are intended to provide a structured living environment which affords support and supervision. These programs are not intended as a substitute for an undesirable or unavailable family home.

Full-time attendance programs are distinguished from open custody centres in several ways, including:

1. They are not staffed by peace officers who have the legal capacity to physically constrain youth nor do they have locked doors or "quiet rooms".
2. Enforcement of compliance and the consequences for non-compliance are significantly different, i.e., there is no administrative capacity to transfer to secure custody, rather an absconding youth is charged with a breach or the conditional supervision/supervision in the community is suspended.

3. The burden of responsibility is upon the youth to stay and participate, not on the operator to physically keep the youth at the program.
4. Entry is dependent upon acceptance by the program operators.
5. Length of participation is fixed by the program.
6. They are community-based and not institutional in character.
7. They are privately contracted.
8. They are not designated as open custody.

11.04 Pre-Sentence Responsibilities

Prior to recommending a full-time attendance program placement, the probation officer shall:

1. Determine whether the youth meets the program criteria, is likely to comply with program requirements, and is reasonably well suited for the program.
2. Consult with the youth and parent/guardian.
3. Complete the admission/screening requirements (e.g., medical examination) of the program.
4. Complete the Full-Time Attendance Program Referral (CF0263).
5. Determine a date of entry and fixed length of participation.

11.05 Length of Participation

Program participation should be for a definite and limited period. The length of full-time attendance program participation is as follows:

- short-term programs shall not exceed 12 weekends or 12 different out trips; and,
- long-term programs shall not exceed 6 months duration (with the exception of sexual offence full-time attendance programs)...

... unless an extended period is specifically authorized by the court at a later date as a result of non-compliance, a variation resulting from changed circumstances, or sentence on subsequent offences.

11.06 Combination with Custody

Full-time attendance programs are intended as an alternative to custody, not as a more onerous complement to probation. A full-time attendance program may however sometimes be used following a short period of custody if that reduces the length of the custodial sentence that otherwise would have been imposed.

11.07 Provincial Resources

All full-time attendance programs are provincial resources and available to all youth. While it is preferable to retain youth within their region when possible, it is incumbent upon the probation officer to explore all full-time attendance program options that are suited to the youth's needs, including those out of region, as alternatives to open or secure custody when local or regional alternatives are exhausted or unavailable.

Priority for admission shall be given to youths who are at the greatest risk of being sentenced to custody.

11.08 Responsibility

Where a youth is admitted to a full-time attendance program, the referring probation officer shall, in most circumstances, retain the youth on his/her caseload and maintain administrative responsibility for the youth's case. In some long term full-time attendance programs specifically for sexual offenders, where there is a liaison probation officer who will actively and appropriately supervise the youth while maintaining a co-supervision relationship with the referring probation officer, the file may be transferred.

In addition to regular administrative and case management responsibilities, the referring probation officer is, where applicable, responsible for:

- providing full information to the youth and parents about the precise nature and purpose of the program;
- completing the referral form and providing appropriate background information to the program operators;
- ensuring medical examinations that are required prior to admission (i.e., camp programs) are completed;
- ensuring the youth is adequately clothed and equipped for the program;
- ensuring suitable transportation to and from the program is arranged; and,
- maintaining contact with the youth's family and program operators and assisting as required.

11.09 Information to Parents

Where a written program description of a full-time attendance program is available, the referring probation officer shall provide a copy to the youth and the youth's parent/guardian, preferably in advance of the referral.

Whether or not a written program description is available, the referring probation officer shall ensure that the following are explained and discussed with the youth and the parent/guardian:

- details concerning the exact location of the program, length, telephone/visiting/furlough privileges, and means by which the parent may establish emergency and non-emergency contact with the program;
- details of the types of activities the youth will be required to participate in, with particular attention to activities that may involve some degree of risk of injury (e.g., wilderness challenge programs, use of equipment or machinery);
- the intended objectives/purpose of the program and the general qualifications of staff;
- that the program is non-custodial in nature and staffed by persons who are not peace officers and who, therefore, do not have legal authority to arrest or physically restrain a youth; and,
- the consequences of a wilful failure to comply with a court order and means of seeking a review of a court order.

11.10 Parental/Guardian Consent Not Required

Where a court order requires a youth to attend a full-time attendance program (either by identifying a specific program by name or a program by type), parental/guardian consent is not required in order for the youth to attend the program. However, if the parent/guardian is opposed to the youth's entry to the program and this information was not available to the court at the time of sentencing, the probation officer shall advise the parent that they may make an application to the court to have the order reviewed. This however, does not infer that the probation officer supports the application. The probation officer shall advise the parent/guardian to attend the review hearing to inform the court of their concerns regarding the youth's proposed participation in the program.

11.11 Probation Officer Must Refer

Where a court order requires a youth to attend a full-time attendance program, whether at a specific time or as directed by the probation officer, the probation officer must either refer the youth to such a program or apply to review the order and request deletion of the condition.

11.12 Information to Contractors

The referring probation officer shall provide the full-time attendance program operators with sufficient case history information to assist the contractor in providing a safe and effective program for the youth. This information shall include copies of court orders, pre-sentence reports, medical reports, and may include summary psychological reports. For additional policies and procedures regarding the distribution of YFPS reports, refer to Youth Forensic Psychiatric Services' Reports in the Records and Information Sharing section of this manual.

Particular attention must be paid to alerting the program operator to medical, psychological or behavioural information which may indicate that the youth may harm him/herself or others, e.g., previous suicide attempts/ideation, self-injury, fire-setting, assaultive behaviour, medical/psychiatric dysfunctions, history of runaways, etc.

11.13 Medical Examinations

Some full-time attendance programs require medical examinations prior to acceptance of youth. In some cases, physician's billings for this have not been accepted by the BC Medical Plan. Where this occurs, the probation officer shall:

- endeavour to have the youth and/or parent/guardian pay;
- have the Ministry pay, if the youth is in care of the Director under the CFCSA;
- have a Ministry contracted physician associated with a youth custody centre carry out the examination, where available; or,
- if the above fail, notify his/her local youth probation supervisor that the costs must be absorbed by the Ministry.

11.14 Medical Coverage

The referring probation officer shall ensure the youth has BC Medical Plan coverage prior to admission to a full-time attendance program. If not insured, then the procedures in article 11.13 above shall be followed in order to secure payment for coverage.

11.15 Clothing/Equipment

Special clothing or equipment may be required by some full-time attendance programs. Often it is established in the private contract that the program operator will provide this, but where this is not the case, the probation officer should secure funds by the same means as in article 11.13 above.

11.16 Escort

Where the court makes an order for a full-time attendance program, the community probation officer shall ensure that suitable escort or supervision arrangements to the program are provided. Escorts may be provided by:

- the youth's parent/guardian, or responsible adult relative;
- a professional working with the youth, i.e., support/ISSP worker, Native court-worker, etc.;
- an employee of the program;
- a sheriff (but only if there is a specific court order requiring this); or,
- any other responsible adult considered suitable by the probation officer.
- Unless the escort is provided/arranged by the youth's family, every effort should be made to provide female youth with female escorts.

If none of the options are available or suitable, the probation officer must provide the escort. If the youth is travelling by air, the escort must be both to the departure and from the arrival areas at the airport.

In some cases (i.e., after the youth has completed a substantial portion of the program and is returning home for a weekend pass), the supervising probation officer might consider the youth appropriate for unescorted travel. In such cases, and in consultation with the program manager (or liaison probation officer), the youth probation supervisor and the parent/guardian, subsequent transportation of the youth could be without escort. Reasons for such a decision will be recorded on the community youth justice file.

11.17 Escorts from Youth Custody Centres

Where a youth is being released from custody on a re-integrative leave, court review and/or on expiration of the custodial portion of the sentence, and he/she is to attend a full-time attendance program or any other government-sponsored program immediately following release from custody, the case management supervisor and community youth probation officer shall ensure that suitable escort or supervision arrangements to the program are provided. Escorts may be any of those listed in article 11.16 above.

Unless the escort is provided/arranged by the youth's family, every effort should be made to provide female youth with female escorts.

11.18 Liaison Probation Officer

The contract manager assigned responsibility for the administration of a full-time attendance program contract shall ensure that a local liaison probation officer is assigned to provide assistance and consultation to the program.

The primary duties of the liaison probation officer are:

- communicating the program's concerns to the contract manager and vice versa,
- participating in the screening of new intakes, and
- monitoring the program operations through regular and ongoing documentation reviews and contact with program staff.

Additional duties of the liaison probation officer include:

- establishing a working relationship with the program
- assisting other youth justice staff with matters related to the program
- visiting the program location and/or main office on a regular basis
- entering CORNET data related to programs as required
- reviewing all program incident reports in a timely fashion checking for completeness and accuracy

11.19 Notification

The liaison probation officer shall ensure that a system is in place to ensure that the field probation officer is regularly notified of the youth's progress in the program.

11.20 AWOL's

The liaison probation officer shall ensure that a system is established so that whenever there is an unauthorized absence of a youth from a full-time attendance program, the following parties are notified:

- the liaison probation officer and field probation officer holding case management responsibility, as soon as possible, and no later than by the next working day;
- the Police, as required; and,
- the parent/guardian, as soon as possible, and no later than by the next day.

11.21 Injuries or Illness

In circumstances where a youth participating in any full-time attendance program, while on-site or participating in program activities off-site, becomes seriously ill or sustains an injury arising from any cause (i.e., accident, self-or other-inflicted) which requires the attention of a medical practitioner:

1. The liaison probation officer shall ensure a system has been established such that the program operator notifies the liaison probation officer and the field probation officer by the next working day.

2. The liaison probation officer shall ensure:
 - a) in the case of an injury, the program operator completes a written Critical Incident Report with an accompanying narrative description of the circumstances, and forwards copies of these reports to:
 - i) the liaison probation officer;
 - ii) the contract manager;
 - iii) the Office of the Provincial Director of Youth Justice;
 - iv) the Regional Director of Youth Justice;
 - v) the appropriate Provincial Directors; and,
 - b) the parent/guardian is notified immediately.

11.22 Critical Incidents

Where, in any young offender full-time attendance program there is:

- a death;
- an absconding of a group of youths;
- the alleged commission of a very serious offence (i.e., sexual assault, hostage taking, serious assault) at the program or while on an authorized or unauthorized absence from the program;
- an allegation of physical or sexual abuse by a program staff member;
- serious fire;
- use of force resulting in serious injury to a youth;
- riot or disturbance; or,
- any other circumstance that seriously affects health or safety, is likely to attract the attention of the media, or otherwise warrants the attention of senior management,

... the program manager shall ensure that the liaison probation officer is notified immediately, so that the liaison probation officer can immediately notify the Regional Director of Youth Justice or his/her designate, who in turn is responsible for immediately notifying the Office of the Provincial Director of Youth Justice.

If a critical incident occurs during non-business hours, the program manager shall notify the Provincial After - Hours Office, who in turn will ensure that Regional Director of Youth Justice and the Provincial Directors are notified.

11.23 Child Abuse

The liaison probation officer shall ensure that there is a system in place so that whenever there is an allegation of physical or sexual abuse of a youth by a full-time attendance program staff member, or any other person, the following parties are immediately notified:

- the Director under the CFCSA (i.e., social worker);
- as required, the Police;
- the liaison probation officer or, as appropriate, field probation officer holding case management responsibility; and,
- except where the alleged abuser is a parent or relative, the youth's parent/guardian...

... and shall immediately monitor the situation to ensure that all necessary measures are taken so that the health, safety, and well being of the youth in question, and of other youth, is not in jeopardy.

11.24 Critical Incident Review

At his/her discretion, the Regional Director of Youth Justice may request a review of a Community Youth Justice Services full-time attendance program for:

- any of the critical incident circumstances described in article 11.21 above;
- any serious injury or a repetition of instances of injury; or,
- any other circumstances which call into question the health or safety of youth, the integrity or effectiveness of the programs, or the safety of the community.

This review may, at the discretion of the Regional Director of Youth Justice and subject to consultation with the Provincial Director, be conducted by:

- the contract manager;
- the Regional Director of Youth Justice (or delegate); or,
- any other party appointed by the Provincial Director, Youth Justice and Maples.

Appendix G - Literature Review

Review of Family Care Wilderness Challenge Programs and Community Grou.docx