



# City of Richmond

## Report to Committee

**To:** Community Safety Committee  
**From:** Anne Stevens  
Senior Manager, Community Safety Policy & Programs  
**Date:** February 21, 2014  
**File:**  
**Re:** Touchstone Family Association Restorative Justice Evaluation Report 2013

### Staff Recommendation

That the staff report titled "Touchstone Family Association Restorative Justice Evaluation Report 2013", dated February 21, 2014, from the Senior Manager, Community Safety Policy and Programs, be received for information.

Anne Stevens  
Senior Manager, Community Safety Policy & Programs  
(604-276-4273)

Att. 1

REPORT CONCURRENCE		
<b>ROUTED TO:</b> Finance Division Law & Community Safety Administration RCMP	<b>CONCURRENCE</b> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	<b>CONCURRENCE OF GENERAL MANAGER</b> 
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

Since 2008, the City of Richmond has contracted Touchstone Family Association for the delivery of a Restorative Justice Program in Richmond. The contract requires that Touchstone Family Association report to Council annually on:

- a) the Restorative Justice Program's annual budget for the upcoming year;
- b) the Restorative Justice Program's revenues and expenditure from the previous year;
- c) performance indicators, including the number of referrals, forums and completed resolution agreements;
- d) milestones and achievements; and
- e) participant satisfaction surveys.

This report ensures the terms of the 2013 contract are adhered to, and addresses Council's Term Goal 1:

*To ensure Richmond remains a safe and desirable community to live, work and play in through the delivery of effective public safety services that are targeted to the City's specific needs and priorities.*

### Analysis

Within the criminal justice system, there are a number of programs available to police officers when youth have committed offences. These include:

1. the court system, which is extremely costly;
2. the Youth Intervention Program, a counselling program offered by the City through the RCMP; and
3. the Restorative Justice Program, which emphasizes accountability and problem solving as a way to address harm that takes place when a crime or incident occurs.

The provincial government does not fund restorative justice to a level that would provide comprehensive services to the community. Touchstone Family Association continues to lobby the provincial and federal governments regarding funding responsibility for the Restorative Justice Program, but has been unsuccessful thus far.

In October 2013, a program review was conducted on the Restorative Justice Program and its effectiveness as it pertained to the Richmond RCMP. The results of the review revealed that there had been a lapse in referrals to the Restorative Justice Program from members of the general duty section. To rectify this situation, the Restorative Justice Coordinators from both Touchstone and the RCMP gave a program presentation to the General Duty Watch Commanders. Touchstone Family Association was also connected with the security manager for Richmond Centre to promote the Restorative Justice Program. Following the meeting, Touchstone coordinated training for the security staff at Richmond Centre.

It is anticipated that referrals will increase throughout 2014 as a result of these actions.

### Restorative Justice 2013 Performance Outcome Evaluation Report

The Restorative Justice Program is a volunteer driven program with a permanent full time coordinator at Touchstone. 313 young people have participated in the program over the past six years, for an average of 52 young people per year.

Highlights of the program are expressed in the 2013 Performance Outcome Evaluation Report from Touchstone Family Services (**Attachment 1**), and a summary of yearly outcomes is provided in Figure 1.

**Figure 1**

	2008	2009	2010	2011	2012	2013
Total # of offenders	39	52	61	74	42	46
Total # of Referrals	32	32	48	44	36	35
Total # of RJ processes(CAP,CJF and other programs)	25	23	44	56	31	35
Total # of Resolution agreements (combined CAP&CJF)	43	39	48	68	34	42
Total # of completed resolution agreements (may flow from previous yr)	38	27	46	56	34	45

\*A referral can have more than one offender.

\*\* Not all referrals result in a forum, hence the lower number of forums than referrals.

\*\*\*The number of resolution agreements can be higher than the number of forums, as a forum can have more than one offender.

### **Financial Impact**

None.

### **Conclusion**

The Restorative Justice Program is a cost effective way to address some social issues within the community. This alternative service delivery model to the court system ensures accountability, and addresses the harm that takes place when a crime or incident occurs.

Due to the number of volunteers (ten in total); the program has additional capacity, should the number of referrals/offenders increase.



Anne Stevens  
Senior Manager, Community Safety Policy & Programs  
(604-276-4273)  
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Att. 1: *Performance Outcome Evaluation Report*, Touchstone Restorative Justice, 2013



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# **RESTORATIVE JUSTICE**

## ***PERFORMANCE OUTCOME EVALUATION REPORT***

***January 1, 2013 - December 31, 2013***



## **EXECUTIVE SUMMARY**

Touchstone Family Association is a non-profit society that has been providing services to children and their families in Richmond since 1983. Our services have primarily focused on preserving and enhancing family relationships and we offer a variety of services designed to meet the needs of children, youth and families to ensure their optimum development. Over 1900 children, youth and families benefit from our services on an annual basis.

In 2004 the Restorative Justice Program was launched in partnership with the Richmond RCMP. In 2008 the City of Richmond provided funding for a full time Restorative Justice Coordinator. This annual report will focus on the successes and challenges of the past year.

It is important to note that the core funding for Restorative Justice comes from the City of Richmond through the Law and Community operating budget and we have now completed year 3 of a second 3 year contract and have entered into another 3 year contract. Touchstone Family Association continues to engage other levels of government regarding not only the need but the responsibility in cost sharing this program across the three levels of government. Restorative Justice receives a small amount of money from the Community Actualization Program funded by the province which provides some funds for volunteer training and recruitment. Touchstone continues to raise the profile of this extremely cost effective alternative to court and is continuously seeking out funding partners. Although funding continues to be an on-going challenge we are very appreciative to the City of Richmond for not only believing in the Restorative Philosophy but understanding the role it plays in creating safer and healthier communities.

### **Restorative Justice**

What is restorative justice? Restorative justice is an alternative approach to our court system. Restorative Justice is a philosophy built on the cornerstone of community healing. Like community policing, it's a way of doing business differently. While our court system is adversarial and focused on punishment restorative justice encourages dialogue and responsibility for past behaviour, while focusing on problem-solving and offender accountability. Through this approach, victims and offenders are not marginalized as they are in the court system. Rather, both are invited to come together, so that the offender can be held accountable and the victim can receive reparation.

Through restorative justice, volunteer facilitators help offenders take responsibility for their crimes. Offenders are given the opportunity to recognize the people that they harmed and are able to learn how others have been affected by their behaviour. Furthermore, the offender can work with the victim to find ways to repair the damage that has been done.

Victims benefit greatly from a process, unlike court, where they can sit together with the offender and speak directly to him/her about the pain that they have endured. Through restorative justice, victims can get answers to their questions about the incident, and they can learn why it hap-

pened. Furthermore, they can share with the offender what needs to be addressed for healing to begin to take place.

While restorative justice affords everyone affected by crime the opportunity to gain closure from the incident, it also gives the community the chance to become closer and grow together through understanding, compassion and healing. Communities become healthier and safer as a result.

**Resolution Commitments can include:**

- ❖ **Financial Restitution**
- ❖ **Apology to Victim(s)**
- ❖ **Community Service Work**
- ❖ **Essay**
- ❖ **Counselling**
- ❖ **Donation**
- ❖ **Resume Preparation**
- ❖ **Job Search**



Restorative Justice is a volunteer driven program that has a permanent full time coordinator. Recruitment, retention and training of volunteers are crucial to the success of the Restorative Justice Program. The RJ coordinator engages all volunteer applicants in a formal interview process which includes a criminal record check and two reference checks and also takes into account several key criteria that may include but is not limited to:

- life experience
- professional employment history
- education
- commitment to the program
- amount of time available
- Experience/Confidence in leading a group discussion
- Flexibility
- Knowledge of Restorative Justice
- Reasons behind wanting to become involved
- Experience/comfort level with conflict
- oral and written skills

**Restorative Justice Embodies Different Processes**

Given the intensity of the training and the role of the facilitator it is important to recruit solid, committed individuals. Once the intensive interview process and reference check are complete, volunteer applicants are eligible for, and must successfully complete over time, training in various restorative justice processes or applications, including community justice forums, where the volunteer applicants attend an intense 3 day training program. Once the volunteer applicant has achieved a certificate of training, he or she must earn accreditation by co-facilitating a minimum of five forums alongside and under the supervision of a certified mentor/facilitator; this is an approach that increases the volunteer's level of confidence and competency, and enhances quality assurance. Of course, community justice forums are only one example of the kind of processes inspired by a restorative justice philosophy. There are other processes that are also utilized by the Restorative Justice Program.

At the heart of restorative justice are its underlying values and principles, which give birth to a variety of processes designed to meet the unique needs and circumstances of victims, first and foremost, followed by the rest of the community and, of course, the offender. This recognition requires that we carefully consider the process that will have the most benefit and greatest chance of success. Volunteers will continue to expand their knowledge and skills by applying different applications of restorative justice dictated by the specified needs of the affected parties and/or community. A few examples include a non-scripted, comprehensive victim-offender conferencing (VOC) process in complicated cases; a scripted community justice forum (CJF) process in less serious cases; a separate conference (Conference) process in cases where a direct victim and offender encounter proves less beneficial; as well as numerous types of Circles in community and school settings.

In each case assigned to restorative justice facilitators, the most suitable type of process can only be determined after exploring the needs of the participants and investigating the circumstances surrounding each case. It is important to understand that restorative justice *is a process*, where each case evolves from the first point of examination, takes shape through exploratory discussions with the affected parties, and involves everyone's consideration of an appropriate process to address what happened.

A recent example took place in the late May of 2013. A Richmond High School athletic program was experiencing problems: name calling, intimidation and fighting were the norm inside the program. The incidents led to complaints from parents, school staff and even the students, themselves. Consequently, several youth were the subject of traditional disciplinary action, leading to one student being expelled and others receiving a warning. The tension persisted, despite the disciplinary action taken by the school. The Restorative Justice Program (RJP) was asked for its assistance. After exploratory meetings with all of the affected parties, it was determined that a Healing Circle inside the school would best meet the needs of the participants. Twenty two students participated in the process. The group was composed of six 8th graders, twelve 9th graders and four 10th graders. The majority of the participants were boys; three were girls (9<sup>th</sup> Grade). The process was a success, allowing people to heal from their fractured relationships, better understand one another, and restore trust and respect amongst one another.

This success led to a year-long pilot beginning in the fall of 2013, which included six 8<sup>th</sup> Graders, eight 9<sup>th</sup> Graders, and four 10<sup>th</sup> Graders. Fifteen of the participants are boys, with three girls taking part: a 9<sup>th</sup> Grader and two 10<sup>th</sup> Graders. All eighteen of the participants are participating in a monthly Circle focused on personal/social development, which has been incorporated into the curriculum of the athletic program.

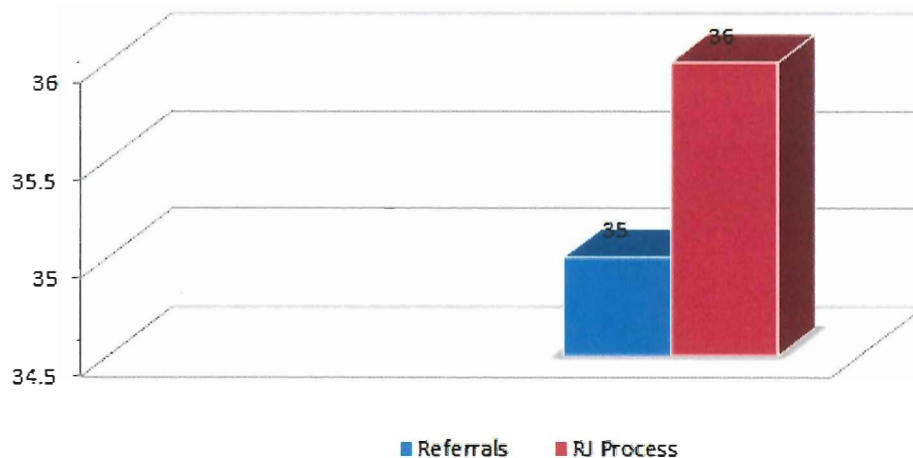
The philosophy of restorative justice is one of community ownership. Touchstone Family Association is very proud of our success with this volunteer-driven program. The majority of our volunteers live in Richmond and have an investment involving and empowering the affected participants through the justice process, increasing community capacity to recognize and respond to community bases of crime.

The Richmond Restorative Justice Program has now completed its sixth year of full funding with a full time coordinator.

## **STATISTICS:**

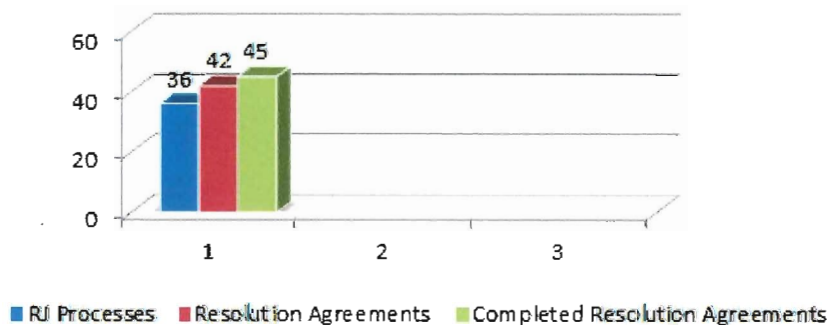
In 2013 there were 35 referrals to the Restorative Justice Program which is similar to the previous year. Each year brings a slight fluctuation based often on youth crime and new members to the RCMP. There were 36 restorative processes held.

### **Number of Referrals Received and RJ Processes held**



There were 42 resolution agreements resulting from community justice proceedings.

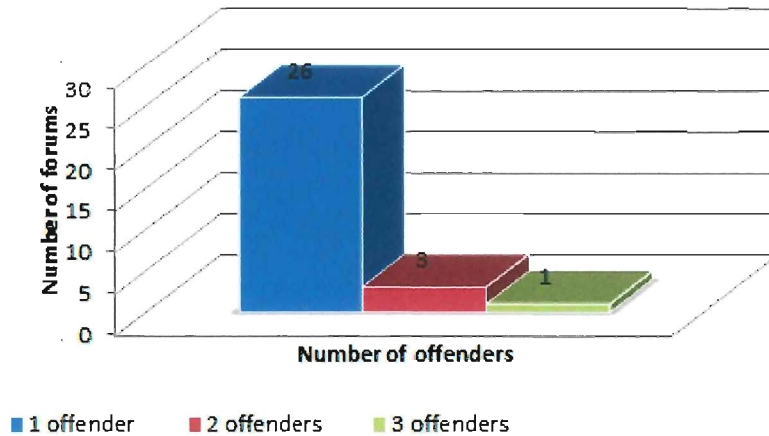
### **Resolution Agreements**



Restorative processes can often have more than one offender. There were 26 processes that had one offender, 3 processes had 2 offenders and 1 had 3 offenders. Given that each referral counts as one regardless the number of participants it is important to note the number of young people involved. The greater the number of offenders often means an increase in the number of offender supporters as parents of each offender are encouraged to attend; this can often lead to a very large circle and a great deal of preparation for the volunteer facilitator.

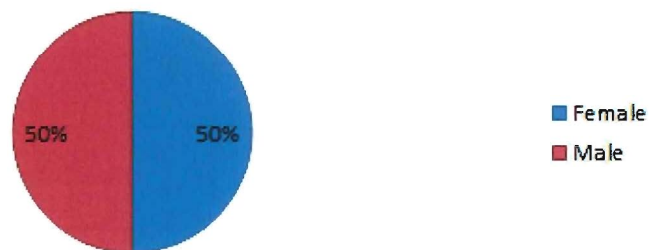


## Offenders per RJ Process

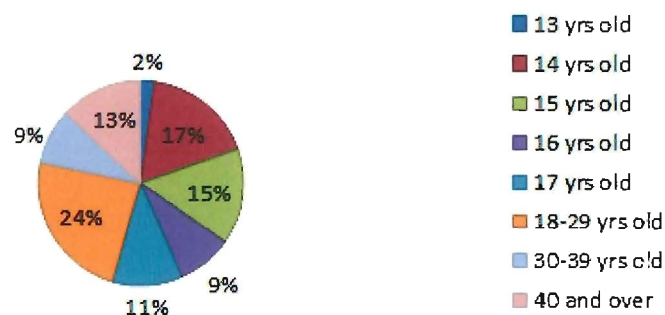


There were 23 females and 23 males referred to the program with the most dominant age ranging between 17 and 18 years.

## Gender of Offenders Referred

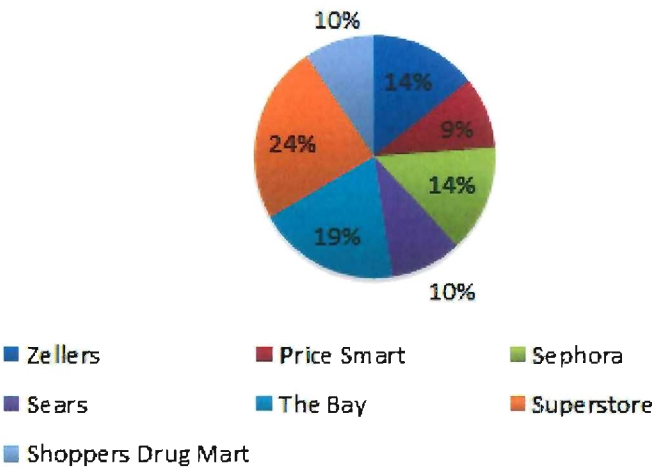


## Age of Offenders Referred

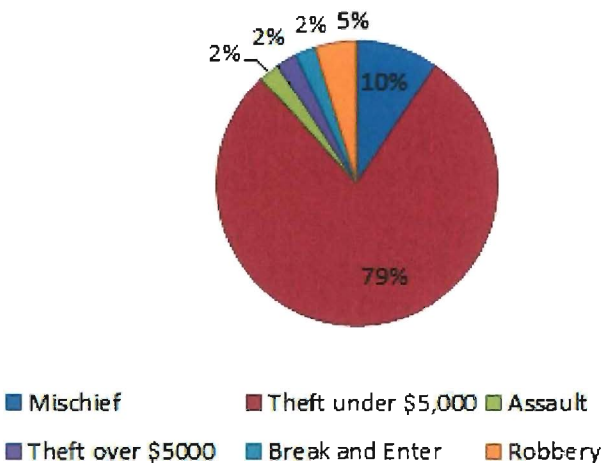


The majority of offenses were for theft under \$5000. There were many different stores reporting these thefts.

### Big Box Stores



### Most Common Offences Referred



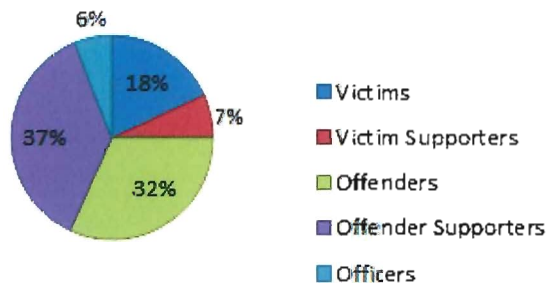
In regards to how long it took to have a matter brought forward for a community process the time continues to improve with the majority of cases occurring within the 5-30 day time period. It is very important that resolution happens as quickly as possible for the greatest amount of learning.

### How long after the file was referred did the RJ Process take place

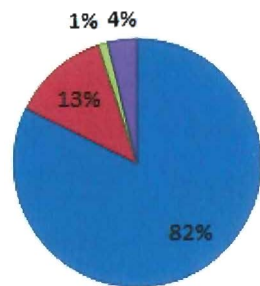


Touchstone Family Association asks all participants involved in the Restorative Justice Process to evaluate either their experience of the restorative process. Below are the results of the surveys beginning first with the role they played in the process.

### Roles of Participants in RJ Processes

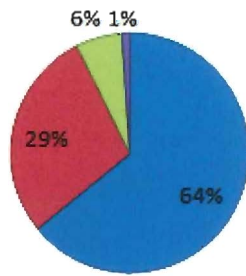


## How Fair was the Restorative Justice Agreement



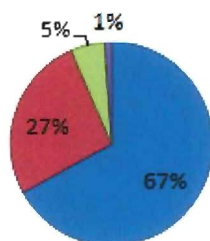
■ Excellent ■ Good

## How Fair was the Restorative Justice Process



■ Excellent ■ Good ■ Average ■ Unsatisfactory

## How was your overall experience with the Restorative Justice Program ?



■ Excellent ■ Good ■ Average ■ Unsatisfactory

As demonstrated by the results above most of the participants were very happy with the process. Continuous real time feedback is very important in order to evaluate the program and the participant's experience.

The survey asks 2 open ended questions and below are the answers to those questions and in parenthesis is the role of the person who said the comment.

Did you encounter any barriers to service, which affected or interfered with your participation in the program?	
Answer options	Response Count
Respondents	
1.	It was a long process to get to the forum. (offender)
2.	Slow process, but faster than regular court. (victim)
3.	No barriers. (victim)
4.	No – good timing (officer)
5.	Nope it was excellent. (offender)
6.	No everyone's voice was heard, and everyone could say what was on their mind freely. (offender supporter)
7.	Scheduled time very good with my work schedule. (officer)
8.	Time is a challenge. Having the harm doer speak truthfully and completely seems challenging. (victim supporter)
9.	Finding a time that worked for all participants. (Officer)
10.	No – supervisor flexible with times, facilitators excellent. Positive experience for client and participant myself. (supporter)
11.	No great experience. (offender)
12.	Not really. So far so good. (Supporter)
13.	None, other than my dad (offender)
14.	No disciplinary action (supporter)
15.	No it went very smoothly (supporter)

16.	Not at all, Haroon is an excellent facilitator and Mary did a great job giving the victim impact statements. (supporter)
17.	No the process was very non-threatening and fair. (supporter)

Is there anything else you would like to comment on?	
Answer options	Response Count
Respondents	
1.	Hard on offender to start off, but relaxed after everyone else shared. (victim)
2.	Keep up the great job! (victim)
3.	Good alternative; young students may need more prompting; care to not use complex language (victim supporter)
4.	Everything was good, efficient, direct and fair. (victim supporter)
5.	Good resolution (officer)
6.	I thought everybody was helpful, the facilitators were friendly and so was the officer. (offender)
7.	I really feel there is good closure to this. It is a very good program for first time offenders. (offender supporter)
8.	Great program. (officer)
9.	Easy to understand. (offender)
10.	I think it is a great program that gives an alternative measure to the court process that really benefits the clients. I find it really helps give the clients a wakeup call/ second chance. (officer)
11.	Well facilitated. Difficult when the harm doer is reluctant to talk. Perhaps provide some options for restitution and/or have harm doer share what they feel is a deserving restitution. (victim supporter)
12.	I had hoped that the offender would be expected to participate more actively in the process. I wanted him to speak more about his actions. (officer)
13.	Thank you, important program! For the community. (Supporter)
14.	It's a very good program. Niagara area should have the restorative Justice. The workers were great and understanding. Thank you. (Offender)
15.	Could be a little bit more go to detail. (Supporter)
16.	Glad to have this program to provide harm doer chances to learn from mistakes. (offender)
17.	I really appreciate the time put into meeting with me thank you. (offender)
18.	Very supportive in the healing process. (offender)
19.	I just want to say that the process was very easy and the people were very kind and very helpful in explaining the process to me. Vary grateful (offender)
20.	Someone should put a ring on the volunteers' finger (supporter)
21.	Allow to give out penalties (supporter)
22.	Really good program which helps people start again. (offender)
23.	Positive experience both volunteer workers were helpful.
24.	I really appreciated Haroon he listens well and guides without taking control. Thanks for your patience it was most helpful (supporter)
25.	Wow, what a great system to have available. Thank you. (supporter)
26.	Program sees fair and easy to deal with. (officer)
27.	I was very pleased about this program being made available to and how easy

	it was to speak to the coordinator. (victim)
28.	A great program to help kids that made a mistake and to get them back on track outside of the court and legal system. Thank you. (supporter)
29.	A quicker time frame would solidify the response. (supporter)
30.	I felt Haroon was an excellent facilitator. His patience, tone and attitude are remarkable. This circle is very fortunate. (supporter)

### **Follow-up Evaluation Summary**

Restorative Justice is about giving all parties involved in a conflict the opportunity to take an active role in a safe and respectful process that allows open dialogue between the victim, offender and the community. For the offenders, it is about taking responsibility and being held accountable for the harm caused. For victims, it provides an opportunity to talk about the harm caused and ask questions that may be necessary as a part of the healing process. For communities surrounding the victim and offender, it provides an understanding of the root causes of conflict. Community involvement in restorative justice is one of the core components of the approach thus the feedback is an integral part of understanding the effectiveness of the overall restorative experience.

In regards to our follow up information eliciting feedback for general satisfaction with the RJ Program, the participant feedback as in past years indicated a high satisfaction rating. The Restorative Justice Program responds to the needs of young people and the community by repairing harm, restoring the moral bond of community and teaching responsibility and accountability to the young person.

A comparison of data from 2008 until 2013 is summarized in the chart below.

	2008	2009	2010	2011	2012	2013
<b>total # of offenders</b>	39	52	61	74	41	46
<b>Total # of referrals</b>	32	32	48	44	35	35
<b>Total # of RJ Process</b>	25	23	44	56	31	35
<b>Total # of Resolution agreements</b>	43	39	48	68	34	42
<b>Total # of completed Resolution agreements</b>	38	27	46	56	34	45

As evident by the chart below the Restorative Justice Program has had **313** young people go through the program over the past 6 years which on average is **52** young people a year have been served by the program. It is important to note that the above statistics is only talking about offenders it is not capturing the number of people participating in the program. In 2013, **94** people participated in a restorative justice process either as a victim, an offender, an officer, a victim supporter, or offender supporter. Another **18** youth participated in a healing circle at a local high school. The more participants involved the more ground work that needs to be done by the volunteer before undergoing the RJ process with all involved parties. It is important that everyone participating understands the process and what expected outcomes may be.

It should also be noted that the above chart does not include the 18 youth presently involved in the RJ healing circle talked about earlier in the report as that is an ongoing process and is away to proactively maintain the peace and teach conflict resolution skills. The youth involved in that process are not offenders rather they are participants learning about restorative processes.



**2013-2016**  
**Strategic Plan (Summary)**  
**Restorative Justice**

**Strategic Priority 1**– To promote and actively seek funding partners in order to sustain and grow the Richmond Restorative Justice Program.

1. To meet with representatives of all levels of government regarding this innovative approach to youth justice.
2. To continue to apply for any relevant civil forfeiture or National Crime Prevention funding that may come available.

**Strategic Priority 2** – To bring choice to the community by providing different Restorative Justice Models.

1. Offer a variety of restorative models or applications suitable to the needs of the community.

**Strategic Priority 3** – To provide Restorative Justice Services, which are, open, accessible and flexible, and meet the needs of the community as a whole. At Touchstone we will endeavour to ensure that the RJ program and service is guided by community need, cultural diversity and political and social necessity.

1. Continue commitment to accreditation process
2. Conduct ongoing needs assessments (internal/ external)
3. Continue to commit to community work, sector involvement and other mechanisms for stakeholder involvement

**Strategic Priority 4** – To continue to build and foster the relationship with Crown in order to support learning for offenders and closure/healing for victims of crime.

1. The RJ Coordinator will meet with Crown Council annually.

**Strategic Priority 5** – To raise community awareness of the Restorative Justice Program and its role in addressing youth crime. The organization will actively seek to educate the community members such as RCMP, Big Box stores, the Richmond School District in the value of Restorative Justice as an alternative to punitive interventions to youth anti-social behaviour.

1. The RJ Coordinator will actively work/advocate to promote the RJ program by attending community events and liaising with school district staff, RCMP Loss Prevention Officers (box stores).
2. To continue to hold a community event during Restorative Justice Week educating the community on Restorative Justice and to continue to present in Richmond Schools regarding creating safe and caring schools through a Restorative approach.

Restorative Justice 2013  
Statement of Income

	Jan to Mar 2013	Apr to Jun 2013	Jul to Sep 2013	Oct to Dec 2013	Total 2013	YTD Budget 2013	Variance	Annual Budget
<b>Revenue</b>								
Grant from City of Richmond	23,750	23,750	23,750	23,750	95,000	95,000	0	95,000
<b>Expenses</b>								
Wages and benefits	14,838	15,702	15,458	16,002	62,000	62,000	0	62,000
Rent	6,250	6,250	6,250	6,250	25,000	25,000	0	25,000
Mileage	101	113	125	161	500	500	0	500
Telephone	200	200	200	200	800	800	0	800
Office supplies	396	318	446	540	1,700	1,700	0	1,700
Supervision	1,250	1,250	1,250	1,250	5,000	5,000	0	5,000
	23,035	23,833	23,729	24,403	95,000	95,000		
Net surplus (deficit)	715	-83	21	-653	0	0		

Restorative Justice budget for \$95,000 contract to cover  
January 1 - December 31, 2014

	Annual	Monthly	Quarterly
Wages and benefits	\$ 62,500.00	\$ 5,208.33	\$15,625.00
Rent	\$ 25,000.00	\$ 2,083.33	\$ 6,250.00
Mileage	\$ 400.00	\$ 33.33	\$ 100.00
Cell phones	\$ 800.00	\$ 66.67	\$ 200.00
Office expense	\$ 1,300.00	\$ 108.33	\$ 325.00
Supervision	\$ 5,000.00	\$ 416.67	\$ 1,250.00
	\$ 95,000.00	\$ 7,916.67	\$23,750.00