THE ORIGINAL GAME CHANGERS

An Evaluative Report on Prince Albert's Centre of Responsibility and its Role in the Advancement of Community Mobilization Efforts to Improve Community Safety and Wellness

prepared by

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September 9th, 2015

Dale McFee
Deputy Minister
Saskatchewan Ministry of Justice – Corrections and Policing
Regina, SK

RE: COMPLETED EVALUATION OF PRINCE ALBERT CENTRE OF RESPONSIBILITY

Deputy Minister McFee,

It is with great pleasure that I present to you my final evaluation report on the Prince Albert Centre of Responsibility (COR). I have prepared this report for all community safety and wellness stakeholders in Saskatchewan. In particular, I am hopeful that this report will demonstrate to your Ministry, and to your partners who have invested in Community Mobilization Prince Albert, exactly what has been accomplished by the Prince Albert COR since 2012.

As you will read in my report, the Prince Albert COR took the lead on a lot of additional tasks, that although may not have been part of the original intent of the COR, were certainly fundamental to the growing application of collaborative risk-driven intervention across Canada. With respect to the work intended for the COR, I am confident that the results of this evaluation demonstrate a rich understanding of the depth and variety of activities undertaken by COR sector specialists. Finally, in breaking new ground in community safety and wellness, the COR has demonstrated the value of cross-sector collaboration around the identification of systemic issues and the realization of opportunities to improve our human service delivery system.

It is my hope that this report will build an initial foundation of knowledge on the experiences of the COR. In particular, how the COR works across multiple human service sectors to analyze, to understand and to improve opportunities to better serve individuals and families in need. I feel that this report will not only provide a strong historical perspective on the Prince Albert COR, but it will provide a basis for further innovation in collaborative, evidence-driven community safety and wellness initiatives in Saskatchewan and beyond.

Sincerely,

Dr. Chad Nilson

cc: Dr. Stephen Wormith
        Dr. Brian Rector

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This work is dedicated to those frontline professionals, agency managers and government officials who have courageously and selflessly searched beyond the status quo, for a better way.

- Chad

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EXECUTIVE SUMMARY

BACKGROUND

In 2011, Community Mobilization Prince Albert (CMPA) was formed to help bring awareness, foster mobilization, and identify opportunities for human service agencies to improve the human service delivery system. A significant component of CMPA is its operation of the Prince Albert Hub—which has become a model for risk-driven collaborative intervention across Canada and other parts of the world. A second component of CMPA—and the focus of this evaluation report—is the Centre of Responsibility (COR). The COR is a full-time, multi-sector team of human service professionals who collaborate to identify and propose opportunities for systemic changes, make recommendations for actions that result in improved community safety and wellness, and through multi-sector analytics, identify opportunities to align resources and policy to better meet the needs of the community.

EVALUATION PURPOSE

This evaluation aims to provide a thorough understanding of the COR, including a conceptualization of its purpose and structure; an overview of what it has accomplished; the challenges it has faced; and opportunities for improvement. This report also looks at three topics that—at the time of this report—are quite pertinent to the COR. These are governance, replication and regionalization.

METHODOLOGY

Data collection for this evaluation included an internal reporting process, 11 interviews with human service professionals involved in the COR, and 15 interviews with agency leaders responsible for oversight of the COR. The period of evaluation for this project is October 2012 to December 2014.

EVALUATION QUESTIONS

- What does the COR appear to be in the eyes of those involved in its operation, coordination and oversight?
- What opportunities for collaboration has the COR provided to sector specialists?
- What are the benefits of the COR to human service professionals and their agencies?
- What outcomes, if any, has the COR produced?
- What challenges have impacted Prince Albert's implementation of the COR?
- What opportunities exist for improving the COR?
- What lessons learned in Prince Albert can be useful to CORs being developed elsewhere?
- Is the current governance structure of the COR optimal?
- In all that has been experienced surrounding the Prince Albert COR, what implications are there for replication and/or regionalization of the COR model?

INTERNAL REPORTING PROCESS

Between 2012 and 2014, COR sector specialists completed a reporting instrument after undertaking one of eight different activities of the COR. In total, data were submitted on 362 different forms completed by COR sector specialists, the two analysts and CMPA executive director. The following table provides a very brief summary of some of the findings generated from that reporting process.

ACTIVITY	BRIEF FINDINGS
Outreach	117 presentations to 128 government officials, 204 agency leaders, 65 community members, 330 potential Hub practitioners, 161 post-secondary students, and 883 frontline workers from 36 communities across Canada and into the United States.
Data Collection and Analysis	The COR, in cooperation with the University of Saskatchewan, developed a Hub database and discussion structure that is being adopted across Canada. Analysts at the COR have provided a plethora of data collection, storage and analytical support to a variety of partner agencies, and the COR as a collective.
Systemic Issue Identification	18 systemic issues were identified, ranging from inefficiencies in the human service delivery system to capacity limitations; and from institutional barriers to a lack of options.
Action Project	COR became involved in 27 different action projects focused on more clearly defining systemic issues and generating potential solutions for these issues.
Hub Support	The COR provided valuable support to the Hub table and individual discussants representing their agencies. This support includes: filling-in for Hub discussants; training new discussants; addressing environmental Hub situations; developing databases and discussion practices; data analysis; facilitating complicated Hub discussions; addressing systemic barriers; accessing complex case management networks; finding options after rejection at Hub table; dealing with repeat Hub discussions; promoting referrals within the home agency; resolving client refusal of services; and completing service history checks.
Community Involvement and Engagement	The COR reported 29 different opportunities of community involvement and engagement. These can be grouped into the following involvement types: solution building; working groups and committees; conferences and presentations; announcements; and community events.
Agency Representation	The COR undertook 110 different acts of agency representation. These included: providing staff updates, encouraging referrals, answering questions, building support and involvement, promoting collaboration outside of Hub, working on specific initiatives, engaging in discussions around privacy, coordinating Hub visits, clarifying roles, and measuring Hub outcomes and impact.
Capacity Building	The COR delivered capacity building in the areas of the Four Filters; agency relationships; violence; Hub process; and data access. It received capacity building support in social media; legislation; dealing with at-risk youth; advocacy and leadership; GIS mapping; mental health; domestic violence; crime prevention; and gangs—to name a few.

INTERVIEWS

COR Outputs Achieved During Evaluation Period

the production of a community alcohol strategy ● Opportunity Papers ● enhancements to the Hub model ● a means to share information within the confines of privacy legislation ● a public safety compliance team ● outreach to Hub agencies ● opportunities for professionals to better understand community mobilization ● opportunities for agency leaders to work together

COR Outcomes Achieved During Evaluation Period

- Increased collaboration that produced community trust, inter-agency relationships, and agency understanding of one another.
- Increased awareness of the interconnectedness of issues, shared opportunities to support individuals with composite risk.
- Improvement to services by increased efficiency; improved access; creation of a broader service lens; less 'not within our scope' mentality; and improved and professionalized Hub model of risk-driven collaborative intervention.

Benefits of COR Involvement to Sector Specialists

strong, valuable relationships ● professional credibility ● access to expertise ● increased capacity to generate solutions ● improved ability to support colleagues at the home agency ● a broader perspective ● opportunities to problem-solve ● an avenue to work upstream ● heightened awareness to the complexities of risk ● direct analytical experience ● enhanced self-awareness and awareness of the home agency ● continuous opportunities to collaborate

Benefits of COR Involvement to Agency Partners

increased capacity ● new opportunities in analysis and innovation ● improved relationships ● access to statistics and information● multi-sector knowledge about privacy ● increased self-awareness ● mutual accountability ● improved communication ● access to resources and service supports for high-risk clients ● fresh perspectives to old problems ● opportunities to address challenges without damaging relationships ● improved information-sharing ● improved reporting ● an opportunity for agencies to become part of the solution

Challenges Encountered by the COR

SOURCE	TYPES OF CHALLENGES
Internal	turnover, distracted by development of the Hub model, outreach, occasional single agency agendas
Partner Agencies	difficult accessing data, workload differences, funding, balancing COR needs with agency needs, differences in agency value of consent
Role Understanding	uncertainty whether executive director, Executive Steering Committee, Operational COR Committee, BPRC, or Ministry of Justice is in charge—and the relationship between them
Process	no identified path for Opportunity Papers to reach government and police leaders; fear of retaliation from home agencies for challenging status quo
Privacy Interpretations	time-consuming effort to address variations in interpretations of privacy legislation
Government	the Ministry of Justice played a dominant role while other partners played a passive role; not much collaboration at the top; there is a need for more shared ownership
BPRC	some stakeholders believe BPRC was slow to act; excessive internal changes and turnover; infrequent communication with agency leaders; became a bureaucracy itself—taking community mobilization movement into its own silo; perpetuated criminal justice ownership and a focus on crime reduction rather than community safety and wellness

Suggested Improvements for the COR

AREA	SUGGESTIONS FOR IMPROVEMENT
Internal Opportunities	strategic plan; multi-sector projects driven by work plans; increased discretion and autonomy of executive director
Capacity	communications advisor; research expert; vehicle; access to libraries and online databases; more research and analytical skills (as opposed to clinical skills) in sector specialists.
Communication	mechanism of regular communication between agency leaders and the COR; between agency leaders and government; and within agencies themselves
Agency Support	clear freedom of sector specialists to identify systemic issues; value alignment among partners; more collaboration at steering committee level; always have sector specialist positions filled; consistent agency interaction with their COR sector specialist; all agencies take a shared ownership
Leadership	build collaboration among leaders; strategic planning; priority setting for the COR; stability of leadership members; merge the Operational COR Committee and Executive Steering Committee
Information Sharing	mechanism to share information and data for the purposes of identifying systemic issues and generating opportunities to improve human services
Governance Structure	structure that energizes and empowers agency leaders to collaborate themselves and support the work of the COR
Funding	funding framework that locks COR into agency budgets as a regular line of business; regular government funding for CORs; funding to support ongoing research and evaluation

Summary of Findings on Leadership Structure

- The criminal justice sector has been the leading architect and champion of community mobilization efforts to improve community safety and wellness in Saskatchewan.
- In order for the Hub and COR models to work, other sectors need to play an active role in leadership and ownership of this initiative.
- All sectors need to be visibly and actively involved in the leadership and direction of the COR.
- To achieve this, develop a provincial leadership working group that identifies the strategic direction and priorities for COR(s) to focus. At the regional level, a single committee of agency managers should drive and support activities of the COR. At both levels of governance, these committees must work collaboratively.

Summary of Findings on Opportunity Paper Process

Opportunity Papers are papers prepared by the COR which identify and propose solutions to systemic issues affecting human services. One of the biggest setbacks for the COR during this evaluation period has been a lack of direction concerning the dissemination of these Opportunity Papers to government, and other community safety and wellness stakeholders. Findings of this evaluation reveal a number of suggestions for COR Opportunity Papers to make their way up-line to government. These include:

- Develop a process where agencies can identify systemic issues to the COR.
- Once issues are identified, the COR should meet to discuss the issue, form a plan, outline questions, develop a methodology, and identify data sources.
- The COR should submit the paper proposal to either the regional or provincial governance committee—depending on the scope of the systemic issue.

- Upon approval from the appropriate governance committee, the COR should work as a team to complete the paper in 6 to 8 weeks. This will keep the papers short, manageable and timely.
- Draft Opportunity Papers should go through a team of academics and research experts for suggestions and guidance.
- Upon completion, Opportunity Papers should go directly to the appropriate governance committee.
- The committee receiving the Opportunity Paper should provide feedback within 4 to 5 weeks, and at the same time, collaborate to look further into the issue and opportunities outlined in the COR's Opportunity Paper.
- The committee pursuing further opportunities outlined in the paper should report back to the COR on what their work has prompted.

Data Sharing

Data sharing among agencies involved in the COR will help provide increased capacity for identifying systemic issues and generating opportunities to improve community safety and wellness outcomes. Privacy legislation and technological capacity have been the two biggest barriers to data sharing among partner agencies. An opportunity to link de-identified agency data would add considerable value and potential to the work of both sector specialists and data analysts.

Key Ingredients to an Effective COR

- Strong sector specialists with appropriate qualities for engagement at the COR.
- Analysts and academics to conduct research, evaluate and analyze data for the COR.
- Strong and dynamic executive director with a vision, persistence, management skills, and an ability to mobilize others. The executive director must also recognize diverse interests and limitations of partners while also fostering a shared sense of responsibility and action among the partners.
- Strong executive assistant to support operations of the COR.
- Agency partners need to be actively involved in community mobilization, including supporting the COR's initiatives and contributing to the identification of systemic issues and collaborative solutions. Agency leaders themselves need to collaborate at the leadership table to provide priority areas and strategic direction for the COR.
- The COR team itself must be courageous, interconnected, driven, project-oriented and have a consolidated front.
- Government must lay out an agreement among partner agencies that spells out the obligations and expectations of the partnership.
- Government must provide financial resources to support secondments of sector specialists; cover operational and staff expenses; and promote research and evaluation.
- There must be a direct line of communication between the COR and the two governance committees (regional and provincial).
- There must be a strong appetite for evidence-based collaboration to influence both practice and alignment of human service supports in ways that better serves community needs.

Replication of the COR Model

- Start with manageable projects that produce early wins.
- Develop a strong inter-agency agreement that outlines complete devotion of sector specialists to the COR.
- Clearly outline that the role of COR sector specialists is to analyze systemic issues, which may involve critical assessment of an agency's status quo. These efforts must occur free from agency reprisal.
- CORs need ongoing performance measures that demonstrate an agency's return on their human resource and financial investments.
- A COR needs to be built by multiple agency partners; have active involvement of all parties; and have clear structure and guidelines.
- CORs should have the opportunity for regular communication and exchange with other CORs for the purposes of sharing experiences, learning from one another, and building capacity for improved collaboration.
- CORs should be actively supported and funded by multiple sectors of government.
- Replication is dependent upon the ability to show value and outcome. Solid evaluation and performance monitoring can help maintain support and provide opportunities for improvement.

Regionalization

Recent discussions in the province suggest regionalizing CORs to support multiple Hubs. The reasons for supporting regionalization include: regionalization will help Hubs professionalize and be supported more regularly; regionalization should help foster more consistent messaging among partner agencies; regionalization will provide more structure and consistency to CORs; and regionalization will generate more involvement of partner agencies.

In contrast, there are several concerns against regionalization. These include:

- There is concern among some that local needs will be overlooked in favour of regional perspectives.
- Some local agencies will have difficulty justifying a regional lens.
- A regional scope may dilute the work of the COR and fragment relationships that are vital to the work of the COR.

Finally, this evaluation reveals a number of remaining questions that COR stakeholders have concerning regionalization. These include interests in the relationship between Hubs and a COR; governance structure; the balance between local versus regional needs; the funding of sector specialist positions; accountability; and the role of regional inter-sectoral committees in the COR model.

EVALUATOR OBSERVATIONS

During the two-year immersion that the evaluator experience at CMPA, there were plenty of rich and unique opportunities to make observations about collaboration, systemic issue identification, partnerships, information-sharing, and efforts to improve the human service delivery system. Observations of the evaluator are summarized in the table below.

AREA	OBSERVATIONS
Achievements	1) The COR put its own development aside to professionalize, standardize and strengthen the Hub model of risk-driven collaborative intervention. 2) The COR built genuine collaborative relationships that involve multiple sectors contributing towards the pursuit of a shared vision and corresponding goals. 3) The COR made it more acceptable for human service professionals to play a part in identifying institutional barriers to community safety and wellness outcomes.
Team Environment	The COR has developed a shared identity that fosters a very visible team environment.
Collaborative Leadership	The COR is a very effective catalyst for discussions around leadership on a variety of levels.
Personnel	The sector specialists, data analysts, executive director and executive assistant are all vital to the operation of the COR.
COR Importance to Hub	Having direct support from the COR strengthens relationships between Hub agencies, develops opportunities for collaboration and limited information sharing, builds capacity of Hub discussants and assists in the identification of community assets that bring added value to community mobilization in Prince Albert.
First Nations Engagement	To include a First Nations perspective, it would be more valuable for CMPA to work with First Nation governments on one-off projects that relate to their jurisdiction and expertise (e.g. diabetes in rural areas; on-reserve crime; access to mental health services in the North); rather than have them completely commit to a full-time opportunity at the COR.
Replication	It is important for the COR and for the Government of Saskatchewan to address existing challenges, formalize a collaborative governance structure, and highlight the strengths of the COR model. Replication is much easier, and more rewarding, when there is a strong model to follow and learn from.

CONCLUSION

The findings of this evaluation demonstrate that the Prince Albert COR was able to accomplish a number of achievements since its inception four years ago. It helped professionalize the Hub model, fostered collaboration among community partners, identified a series of activities that are important for systemic change, and laid the foundation for what other CORs in the province can build upon. This evaluation also revealed that the COR experienced a number of hurdles, distractions, frustrations and lulls. These challenges are not the fault of any particular source, but are natural to a growing, changing method of improving the human service delivery system.

With continued engagement by all partner agencies involved in Community Mobilization Prince Albert, the COR has considerable potential to identify the type of collaborative systemic change required to improve community safety and wellness. The COR's efforts to nurture community mobilization in Prince Albert have helped to build and strengthen relationships. These efforts have also allowed for multiple sectors to collaboratively identify systemic problems and identify collective solutions to those problems. By doing this, the COR has laid a foundation for what may become a spawning ground for collaborative systemic improvements to Saskatchewan's human service delivery system; and ultimately, improved community safety and wellness.

RECOMMENDATIONS

The findings of this evaluation have been used to develop recommendations in nine different areas: internal operations, leadership, collaboration, funding, Opportunity Paper process, data linkage, support for Hub, community engagement, and capacity building.

FULL REPORT

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1.0   INTRODUCTION

In 2011, Community Mobilization Prince Albert (CMPA) was formed to help bring awareness, foster mobilization, and identify opportunities for local agencies to improve the human service delivery system. A significant component of CMPA is its operation of the Prince Albert Hub—which has become a model for risk-driven collaborative intervention across Canada and other parts of the world. A second component of CMPA—and the focus of this evaluation report—is the Centre of Responsibility (COR). The COR is a full-time, multi-sector team of human service professionals who collaborate to identify and propose opportunities for systemic changes, make recommendations for actions that may result in improved community safety and wellness, and through multi-sector analytics, identify opportunities to align resources and policy to better meet the needs of the community.

To help capture the experience of the COR's development, the Saskatchewan Ministry of Justice, Corrections and Policing funded a 2-year immersion of the author through a fellowship position at the University of Saskatchewan's Centre for Forensic Behavioural Science and Justice Studies. During this term, the author was able to develop an intimate understanding of the COR as a participant-observer. Following this fellowship, the author collected/analyzed data and prepared this report with in-kind contributions from the Living Skies Centre for Social Inquiry.

The purpose of this evaluation is to provide a thorough understanding of the COR, including a conceptualization of its purpose and structure, an overview of what it has accomplished, the challenges it has faced, and opportunities for improvement. This report also looks at three topics that—at the time of this report—are quite pertinent to the COR. These are governance, replication and regionalization.

From a methodological perspective, this evaluation is partially developmental because it conceptualizes several aspects of an evolving initiative. It is also partially formative because it aims to develop an understanding of the COR's process, early achievements, limitations, challenges and opportunities for improvement[1]. Data collection for this evaluation includes an internal reporting process, interviews with human service professionals involved in the COR, and interviews with agency leaders responsible for oversight of the COR. The period of evaluation for this project is October 2012 to December 2014.

Due to the growing interest of the Hub and COR models in Canada, this report was prepared for a broad audience with diverse backgrounds, interests and ambitions. Some potential readers may include key stakeholders in human service management and government, frontline human service professionals, academics and other evaluators, and policymakers interested in pursuing system-changing opportunities from the bottom-up.

This evaluation begins with an overview and background of the Prince Albert COR, including its development, mission and assumptions, structure, function, and theory of action. It then introduces the main questions driving this evaluation and describes the methods chosen to answer those questions. The findings section provides a detailed overview of what this evaluation process has revealed about the

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[1] For further distinction of *developmental* or *formative* approaches to evaluation, see Patton (2011).

COR. It is followed by a limitations section, conclusion and recommendations for improving not only the COR, but the entire governance, replication and regionalization processes surrounding the COR. The detailed results section, located in Appendix A, is divided up between internal reporting results, interview results and evaluator observations.

2.0 BACKGROUND

The focus of this evaluation is on Community Mobilization Prince Albert's (CMPA) *Centre of Responsibility* (COR). Established through a memorandum of understanding between Prince Albert Police Service, Saskatchewan Ministry of Social Services, Prince Albert Parkland Health Region, RCMP, Saskatchewan Community Corrections, Prince Albert Grand Council, Prince Albert Catholic School Division and Saskatchewan Rivers Public School Division, the COR has operated in Prince Albert since the Fall of 2011. By design, the COR aims to identify inefficiencies, gaps, barriers and general challenges in the current human service delivery system that prevent high risk individuals and families from getting the support they need. COR is also designed to support the growth, development and professionalization of the Hub model for risk-driven collaborative intervention. Ultimately, the COR has been created to provide a bottom-up perspective of opportunities to improve community safety and wellness in Prince Albert and area.

As a tool for change in improving community safety and wellness, the COR has not been immune to the wide array of challenges that are typical in such alterations to the status quo. As this evaluation will reveal, varying interpretations of privacy legislation, a general apprehensiveness towards change, hesitance among partner agencies, role uncertainty, long-standing institutional pillars, and the all-too-common barriers to service reform have impacted the shape of the COR and the outputs it produces. That being said, these challenges are not uncommon to shifts in the way business is carried out. To be successful as a catalyst for change, the COR has had to endure such challenges, adapt its own practices, evolve to new environments, and carry forward. In its attempt to accomplish collaborative feats that are not normally attempted in the human service field, the COR's adaptation and willingness to be flexible have become critical. Therefore, it is no secret that the COR in Prince Albert has been a constantly evolving initiative.

The COR is one of two components to CMPA designed to improve community safety and wellness in Prince Albert and area. The other of these two components is the Hub. The Hub is a venue for frontline professionals, from various sectors, to meet twice weekly in an effort to share limited information, and collaborate around the needs of individuals, families or neighbourhoods in situations of acutely-elevated risk. Through a highly-disciplined discussion process, Hub practitioners collaborate to mobilize services around individuals in a more efficient and effective way than would (or may) have occurred in absence of their collaborative intervention. The COR, in contrast, is a team of professionals from the same agencies represented at the Hub table who on a full-time basis, collaborate to identify systemic issues and opportunities within the human service delivery system. The two components of CMPA were designed to complement one another. As the Hub works to address short-term issues affecting individuals and families, the COR uses data, knowledge and experience to identify opportunities to improve the current human service delivery system; thereby addressing broader systemic issues.

To best understand the COR at CMPA, it is helpful to be aware of the historical development of the COR. It is also helpful to examine the COR's current structure, function and theory of action.

2.1 Development of the COR

The Centre of Responsibility is a unique, innovative and system-changing opportunity for collaboration among multiple human service professionals from different sectors. It is neither an entity nor a loose network of professionals. Rather, the COR is a full-time team of committed individuals, seconded from

and representing their respective agencies, who work together to identify challenges, gaps and barriers in the existing human service framework.

The COR was not created overnight. Its development can be traced back through a series of significant historical events, revelations, and most of all, a common desire to simply 'do better'. Ultimately, however, the single most recognizable influence on the COR's development is Saskatchewan's flagship model of risk-driven collaborative intervention: the Prince Albert Hub. The sheer importance of the Hub in the COR's development is undeniable. Ultimately, the COR was established to address the longer-term, larger, systemic challenges affecting individuals and families in need of support. Considering this, an overview the Hub's own development is informative to this evaluation of the COR.

In May of 2014, this evaluator completed an extensive document and interview analysis to detail the developments of the Hub model in Prince Albert. As mentioned, many elements of the Hub's own development in Prince Albert are critical to an understanding of the COR. Below is a summary of CMPA's key historical developments summarized in Nilson's *Preliminary Impact Assessment* of the Hub Model[2]:

- Global findings from the *Institute for Strategic International Studies* revealed that accounting for both risk factors and partnerships can help build capacity in policing (ISIS, 2008; 2009).
- Locally, the *Prince Albert Police Service* (2009) identified a need for change in community safety because the status quo was not working. A front-end approach to crime reduction that involved collaboration among multiple service providers appeared to be most promising.
- The *Future of Policing Strategy* identified the need for policing in Saskatchewan to align, integrate and mobilize with other human service agencies (Taylor, 2010).
- Observations of the *Scotland Violence Reduction Unit* by key human service professionals from Prince Albert, verified that a risk-driven collaborative intervention model has great potential in their community (McFee & Taylor 2014).
- Evidence compiled by the *Saskatchewan Police and Partners Strategy* suggested that risk-driven collaborative interventions were both promising and possible in Saskatchewan; and that nearly all human service sectors within the Government of Saskatchewan should become involved in community mobilization (SPPS Enterprise Group, 2011).
- In February of 2011, the Prince Albert Hub was formed as a multi-disciplinary team that meets twice weekly for the identification, rapid development and immediate deployment of real-time interventions and short-term opportunities to address emerging problems, risk conditions and crime prevention opportunities identified and brought forward from the frontline operations of all participating agencies that comprise CMPA.
- Early in the process, participants of the Hub saw the benefits of information-sharing, cooperation and ultimately, risk-driven collaborative intervention.
- Identification of broader systemic issues helped Hub participants realize the need for a special team to work on these such issues that Hub participants do not have time to address. In November of 2011, with support from Premier Brad Wall, came the development of Community Mobilization Prince Albert, and within it, a multi-sector collaborative team to address systemic issues: the *Centre of Responsibility* (COR).

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[2] For further reading, see Nilson, C. (2014). *Risk-Driven Collaborative Intervention: A Preliminary Impact Assessment of Community Mobilization Prince Albert's Hub Model.* Saskatoon, SK: Centre for Forensic Behavioural Science and Justice Studies – University of Saskatchewan. Available at www.usask.ca/cfbsjs/.

When the COR was first assembled in the fall of 2011, a concerted effort on a part of those community partners interested in improving service delivery outcomes resulted in the secondment of several mid-career professionals from policing, social services, mental health, addictions and education. Along with one or more staff members, each of the originating partner agencies also contributed $25,000 to the overall budget of CMPA. With an additional $450,000 of annual funding from the Saskatchewan Ministry of Justice, Corrections and Policing, CMPA was able to secure office facilities and hire an executive director, administrative assistant, a tactical data analyst and a strategic data analyst. In 2013, a sector specialist from corrections was added to the team.

2.2   Mission and Assumptions of the COR

In August of 2011, Community Mobilization Prince Albert released their Strategic Business Plan and Prospectus. That document introduced the concept of the COR and the missions for both the Hub and the COR. The original mission statement introduced for the latter read as follows:

> *The COR is a full-time dedicated operation through which human service professionals routinely collaborate on the identification of individuals, families and neighbourhoods at-risk of criminality, victimization or self-harm, apply intelligence-led analysis and planning tools, and develop effective prevention, intervention and suppression strategies, advance sustainable solutions and deliver client-centred services* (CMPA, 2011a:3).

During the process of selecting COR sector specialists, CMPA worked with its partner agencies to develop a job description for the position. In that job description was a set of framing assumptions around what is required to build safe, healthy and crime-free communities:

- Efforts that are efficiently and effectively targeted to the highest-need clients and neighbourhoods.
- Efforts and solutions that are balanced and well-integrated across the spectrum of prevention, intervention, suppression, rehabilitation and restoration.
- Efforts that focus on building positive assets to reduce the risk profile of citizens and communities with specific needs and challenges.
- Community-based efforts that advance local capacity, local ownership and local responsibility for community wellness and safety.
- Efforts leading to solutions that are sustainable and incremental and are able to address needs in the short, medium and long-term.
- Holistic efforts to address the complex and interacting factors that influence crime, victimization and community wellness.   (CMPA, 2011b:3)

2.3   Structure of the COR

The COR is structured as a multi-sector team of human service professionals who are tasked with working together collaboratively. Each sector specialist at the COR represents their own agency; however, it is expected that their priority is activities occurring at the COR as opposed to matters occurring at their home agency. At the time of this report, sector specialists at the COR were seconded from Royal Canadian Mounted Police (RCMP), Prince Albert Police Service, Saskatchewan Ministry of Justice – Corrections and Policing, Saskatchewan Ministry of Social Services, and Prince Albert Parkland Health Region (Addictions and Mental Health). In addition, Saskatchewan Rivers Public School Division

and Prince Albert Catholic School Division jointly contribute to a COR sector specialist position in the education sector. Currently, there is no sector specialist representing First Nation interests at the COR[3].

Members of the COR team are selected through a joint selection process involving members of the Operational COR Committee and the CMPA executive director. The COR team works out of CMPA's office facility in downtown Prince Albert. During the selection process, candidates for the COR position in their agency are expected to demonstrate an ability to work collaboratively, face constructive criticism, think analytically, be goal-oriented, have strong communication skills, have considerable experience in their sector, identify alternative solutions and contribute to a team environment.

Supporting the work of COR sector specialists are two analysts—one tactical and one strategic. The analysts help gather and analyze qualitative and quantitative data that stem both from Hub discussions and original data gathered for specific COR projects. While neither analyst is supposed to take the actual lead on COR projects, they certainly are an influential part of the team. Immersion into the work of COR sector specialists makes their contributions that much more valuable to CMPA.

The COR is led by an executive director who guides the day-to-day work of the sector specialists. In particular, the role of the executive director is to coordinate and organize the COR team around certain projects and initiatives. The executive director is also tasked with nurturing relationships among partner agencies involved in CMPA, reporting to the leadership of these agencies on what is occurring at CMPA, supervising the administrative assistant and two analysts, and communicating with the Government of Saskatchewan on funding and the direction of the Province, as it pertains to community safety and wellness. The executive director (and the COR in general) is supported by an administrative assistant who is responsible for a variety of tasks related to the operation of CMPA.

The COR is broadly overseen by an Executive Steering Committee (ESC) that consists of senior decision-makers from the partner agencies involved in CMPA. This committee meets, on average, twice a year. Its purpose is to identify strategic priorities of CMPA—specifically as to where they want to see their agency's involvement in community mobilization both grow and strengthen. Exercising a closer level of influence on the COR is the Operational COR Committee (OCC). This group is comprised of operational managers of the various partner agencies represented at the COR. During their monthly meetings, members of the OCC receive updates from the executive director on undertakings of the COR. These meetings are also supposed to be a chance for OCC members to provide a bit of direction and support to their sector specialists representing them at the COR, as well as to their own staff at the home agency.

A final layer of influence on the COR is the Saskatchewan Ministry of Justice's *Building Partnerships to Reduce Crime* (BPRC) initiative. Although the COR's existence predates the BPRC implementation team, the responsibility of BPRC to coordinate and advance community efforts to improve community safety and wellness across Saskatchewan has gradually absorbed CMPA's Hub and COR under its own influence as implementation of the Hub model expanded across Saskatchewan.

Figure 1 illustrates the governance model of Community Mobilization Prince Albert. This model helps to demonstrate the relationship between the COR, executive director, Operational COR Committee, Executive Steering Committee and the Government of Saskatchewan (through BPRC).

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[3] Staff shortages and turnover in Prince Albert Grand Council have made consistent representation at the COR difficult for Prince Albert Grand Council.

Figure 1. **CMPA Governance Model**
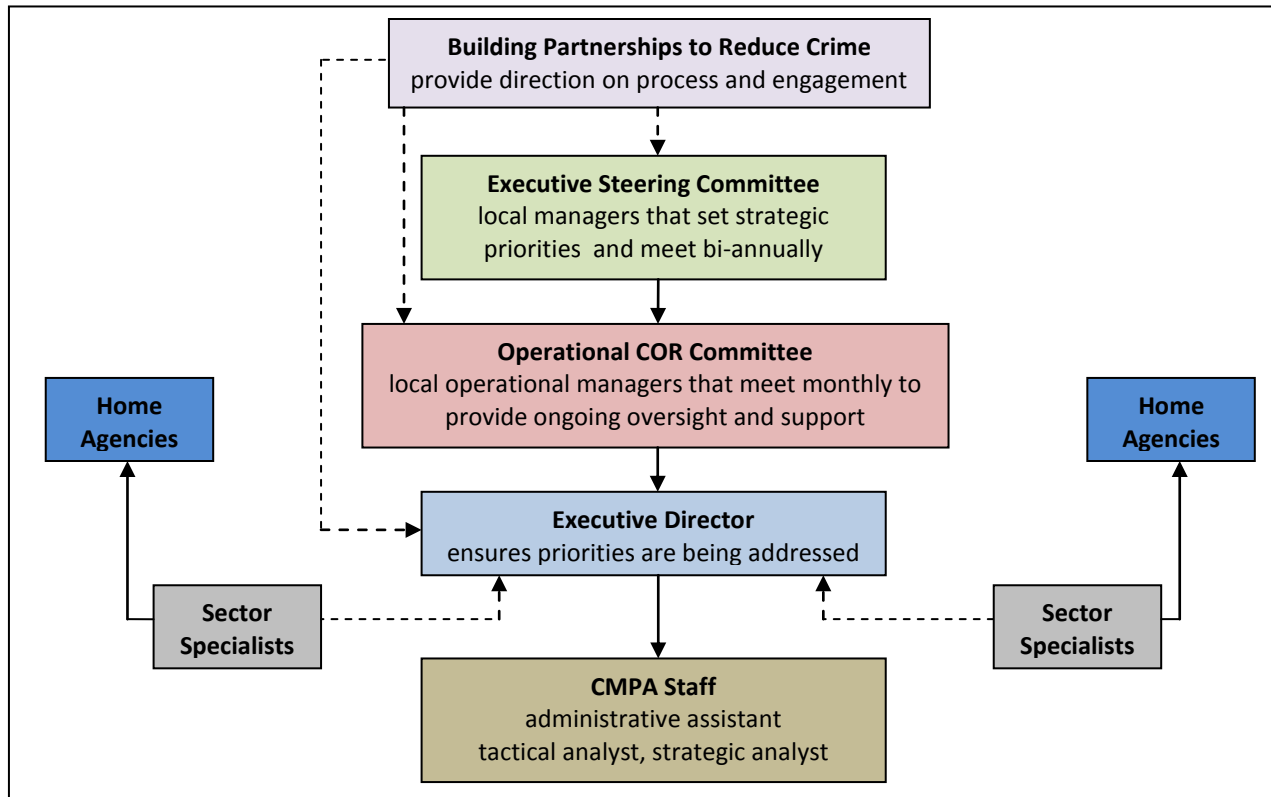
2.4 Function of the COR

As Westley, Zimmerman and Patton explain, "Fierce conviction is required to sustain innovation in the face of mounting internal and external obstacles. To be a change agent is to think boldly, to envision grandly"(Patton, 2011: 4-5). This is exactly what the COR has come to be in both purpose and function. At its roots, the COR is a group of experienced human service professionals brought together to work full-time in a collaborative team environment where they are tasked with identifying and outlining opportunities for change. While doing so, the COR also supports community mobilization, fosters collaborative dialogue on key issues, and takes the initiative to lead implementations of specific projects aimed at increasing service quality, access and outcomes. In all, the COR has been machined to generate pragmatic solutions to systemic social problems—no matter how bold or grand their visions may be.

In its original design, the COR was shaped to undertake a number of different activities. These included:

- Gather research, both from the Hub and from other primary and/or secondary resources.
- Provide liaising support among partner agencies.
- Provide incubation and mentorship for community and practitioner solutions and innovations.
- Mobilize community amenity action solutions.
- Provide reports regarding recurrent patterns and lessons learned as well as promising practices and possible system gaps.
- Develop and maintain a social wellness and community safety research agenda.
- Compile and create metrics to support a growing collection of measures, while working in cooperation with the Province to ensure consistency in those metrics.

- Provide ongoing economic analysis in terms of business and social return on investment.
- Be a central source for research data, information, referrals and consultation.

(CMPA, 2012a:7)

In its first year of operation, the COR spent much of its time supporting the Hub and explaining the Prince Albert Hub model to the rest of the community, Saskatchewan, Canada and other parts of the world. Much of this work occurred through presentations to hundreds of audiences as well as site visits of CMPA's facility. In addition to this community outreach, the COR team began to develop several lines of business—many of which still guide the work of the COR today. These lines of business were divided into five main topics: substance abuse; violence; parenting/truancy/chronic absences; non-government/community-based organizations; and replication/agency engagement. Table 1 shows two project examples under each line of business.

Table 1. **Original Lines of Business and Project Examples of COR**

LINE OF BUSINESS	PROJECT EXAMPLES
Substance Abuse	- youth substance abuse survey - secure detox centre
Violence	- violence threat risk assessment training - domestic violence strategy
Parenting/Truancy/Chronic Absences	- positive parenting program opportunities - teen parent transportation
Non-government/Community Based Organizations	- participate in Community Networking Coalition - identify services being offered in community
Replication/Agency Engagement	- ongoing communication with home agencies - provide support to others interested in Hub model

In their second year of operation, the COR began to refine its mandate and clarify its purpose within CMPA. In 2013, the Government of Saskatchewan hired a team of consultants to implement its *Building Partnerships to Reduce Crime* (BPRC) initiative. Staff from BPRC took over the role of presenting the Hub model to various audiences. This allowed the COR to focus on the activities it was designed to engage in. In fact, some of the undertakings that the COR took on became routine, expected and part of the team's day-to-day work. In making observations of the COR's operation, the evaluator conceptualized a number of regular activities that account for the main functions of the COR in Prince Albert. Explained further in Table 2, these activities include outreach, data collection and analysis, issue identification, action projects, Hub support, community involvement and engagement, agency representation, and capacity building.

Table 2. **Activities of the COR in Prince Albert**

ACTIVITY	DESCRIPTION
Outreach	Provide learning opportunities and knowledge sharing to government leaders and human service professionals about the mobilization process in Prince Albert (e.g., visits from or presentations to human service professionals or governments in other communities).
Data Collection and Analysis	Collect and analyze data to facilitate issue identification, support action projects and evaluate application of the CMPA model while measuring overall outcomes of community mobilization (e.g., Hub database, outreach forms, trends in crime, absenteeism levels).
Issue Identification	Identify systemic issues—through experience, research, community engagement and communication with Hub participants—and disseminate this information (through papers, letters, meetings) to appropriate stakeholders in the policy community (e.g., opportunity papers, letters to government, and meetings with stakeholders).
Action Project	Spearhead and/or become involved in the development of initiatives which act to address systemic issues in the community (e.g., alcohol strategy, public safety compliance team, paramedics in police cells).
Hub Support	Provide assistance to agency colleagues at the Hub when they encounter systemic or institutional barriers to mitigating or preventing acutely-elevated risk (e.g., helping Hub discussants navigate through challenges of the system itself).
Community Involvement and Engagement	Establish a presence in the community to develop mutually beneficial working relationships with other agencies in the human service field that result in a strengthened and more thorough process of community mobilization (e.g., sitting on committees, participating in community consultation projects, and belonging to working groups).
Agency Representation	Undertake continuous and open communication between CMPA and the agencies of COR team members with the intent of maintaining cooperative participation of the agency, its staff and supervisors in the community mobilization process (e.g., encouraging colleagues to bring discussions to the Hub table, informing managers of progress or challenges at CMPA, keeping the home agency engaged in the advancements in community mobilization).
Capacity Building	Engage in or provide opportunities to build capacity to improve service delivery through knowledge transfer, training, skill development or networking (e.g., mental health training, geo-mapping workshop).

Of all the activities undertaken by the COR, the foremost of these surround *issue identification*. Whereas the Hub was designed to identify situations of acutely-elevated risk, the COR was designed to identify systemic issues, gaps and barriers that affect the ability of human service providers to generate positive client outcomes. The most common means of identifying and explaining these issues are through what CMPA terms "Opportunity Papers". According to BPRC (2013:6), each of these papers will:

> *Be designed to put forward analysis, discussion, and recommendations for action tied to a specific theme. In some cases, the themes are expected to include specific social issues…In others, the focus will be on the system itself. The [Opportunity] Papers are intended to provide well-considered observations, lessons learned, and ideas for consideration by the executives, managers and professionals that shape the human service field in Saskatchewan and beyond.*

Although the COR was able to engage in several of the activities it was designed to participate in during its second year of operation, it was also kept quite busy supporting the completion of a Privacy Impact Assessment on the Hub for Saskatchewan's Privacy Commissioner. While this process helped to professionalize and improve the Hub discussion process, it did take away from the day-to-day work of the COR.

In its third year of operation, the COR continued most of its activities it undertook the previous year. During this time it also became quite busy with two particular action projects (Prince Albert Alcohol Strategy and Public Safety Compliance Team). In addition, the COR spent time participating in the development of training videos for other Hubs across the country. It also began to build relationships with community-based organizations, who had previously not been completely engaged in the mobilization process.

Despite progress in a number of areas, the COR's momentum did slow in its third year. As interviews will show, this occurred in response to three main factors. The first was that, despite an emerging practice of identifying and reporting systemic issues at the COR level, there was no determined means for these *Opportunity Papers* to make their way to a cross-section of government executives. This caused some frustration and undermined the enthusiasm of the COR to produce more papers. The second factor was that, in announcing additional CORs in Saskatchewan, the Ministry of Justice had explained that all CORs would become regionalized. The Prince Albert COR refrained from making further local commitments because of uncertainty surrounding their structure and who they would serve. Finally, the third factor which slowed momentum of the COR was turnover and vacancy in a number of the sector specialist positions. The composite impact of these three factors resulted in COR sector specialists doing more work in pairs or in silos, than as an entire collaborative team.

2.5   COR Theory of Action

The overall purpose of the COR is to contribute towards improved community safety and wellness in Prince Albert. The COR is designed to contribute to this by improving the human service delivery system, which has a positive impact on client outcomes. The various activities of the COR should each, in their own way, lead to the necessary conditions which will contribute towards an improved human service delivery system. This *theory of action* helps to provide an understanding of the COR's rationale and function. One way to better explain an initiative's theory of action is through a logic model (Alkin, 2011).

A logic model is a planning tool that program planners and evaluators often use to visually display what the intended process and predicted goals of a program are. In particular, logic models can be used to map out a program's available resources, deliverables and expected impact of the project. Logic models typically contain these key components:

- *Inputs*: Resources, materials, personnel and supports that go into the delivery of a program.
- *Activities*: Actions program staff take to deliver the program and alter a condition.
- *Outputs*: Intended results of the activities.
- *Outcomes*: End-products or goals of a program that occur as a result of the program's activities successfully generating the outputs it had intended to produce.

As Figure 2 illustrates, the main activities of the COR include outreach, data collection and analysis, Hub support, community involvement and engagement, agency representation, and capacity building. In response, these activities generate outputs which result in informed stakeholders, increased knowledge, improved risk-driven collaborative intervention, increased community connectedness, increased participation in community mobilization, and increased capacity of human service providers. The combined effect of these outcomes are believed to produce an increase in mobilization of services. The other activities of the COR—action projects and issue identification—are intended to raise awareness of and reduce systemic issues. The combined effect of these two outcomes reduces barriers to services,

which when occurring simultaneously to an increase in the mobilization of services, improves the human service delivery system.

Figure 2. **COR Logic Model**

INPUTS	ACTIVITIES	OUTPUTS	SHORT-TERM OUTCOMES	INTERMEDIATE OUTCOMES	LONG-TERM OUTCOME

COR

sector specialists

analysts

executive director

executive assistant

office space

partner agencies

- outreach → visits, presentations, knowledge resources → informed stakeholders
- data collection & analysis → Hub database, reports, information briefs → increased knowledge
- Hub support → assistance in discussions/interventions → improved risk-driven collaborative intervention
- community involvement & engagement → participation in community consultations, workshops, sharing networks cooperation → increased community connectedness
- agency representation → updates, encouragement, communication → increased participation in community mobilization
- capacity building → knowledge transfer, training, resource enhancements → increased capacity of human service providers
- action project → initiatives that address systemic issues → reduction of systemic issues
- issue identification → opportunity papers → awareness of systemic issues

increased mobilization of services

reduction in barriers to services

improved human service delivery system

3.0   EVALUATION QUESTIONS

Driving any evaluation is a list of questions which are used to initially guide the design of the methodology and influence the type of information gathered during the evaluation process. Since this evaluation of the COR is formative in nature, the questions driving this evaluation tend to be inquiry-based. They were not designed to confirm, test or validate outcomes of the COR model. Rather, they were designed to provide an understanding of what the COR is, how it operates, what it produces, what challenges it is affected by, and what the future holds for the model.

In general, this evaluation strove to answer the following questions:

- What does the COR appear to be in the eyes of those involved in its operation, coordination and oversight?

- What opportunities for collaboration has the COR provided to sector specialists?

- What are the benefits of the COR to human service professionals and their agencies?

- What outcomes, if any, has the COR produced?

- What challenges have impacted Prince Albert's implementation of the COR?

- What opportunities exist for improving the COR?

- What lessons learned in Prince Albert can be useful to CORs being developed elsewhere?

- Is the current governance structure of the COR optimal?

- In all that has been experienced surrounding the Prince Albert COR, what implications are there for replication and/or regionalization of the COR model?

4.0   METHODOLOGY

The methodology developed for this evaluation involved four different components. The first component is an ongoing reporting process implemented late in 2012. The reporting process was designed to capture data from COR sector specialists as they completed various activities in their role at the COR. The second component of this methodology involved interviews with COR sector specialists. The purpose of these interviews was to identify respondent perspectives on a number of topics explored in this evaluation. The third component involved key stakeholder interviews with members of CMPA's Executive Steering Committee and Operational COR Committee. The intent of interviews with key stakeholders was to identify outcomes, challenges and lessons learned by agency partners involved in the planning and oversight of COR. The fourth part of this evaluation involved observations that the evaluator made during a 2-year immersion into the COR in Prince Albert.

4.1   Internal Reporting

Half-way through the evaluator's immersion into the COR, observations made by the evaluator on the various activities undertaken by sector specialists and the data analysts resulted in the development of an internal reporting process. In consultation with COR members, the main undertakings of COR sector specialists and analysts were grouped into 7 main activities (see Table 2). To gather information on these activities, an internal reporting structure was developed to collect data on these activities by type and frequency. In total, 7 different instruments were created to capture the different outputs/outcomes of the COR. As Table 3 illustrates, each of these forms has its own purpose and occasion for completion.

Table 3. **COR Internal Reporting Instruments**

INSTRUMENT	DESCRIPTION
Outreach Form	COR members fill-in after they complete a presentation or visit
Systemic Issue Identification Form	COR members complete when they have identified a systemic issue through collaboration with others.
Action Involvement Form	COR members complete for each project or initiative they initiate.
Hub Support Form	COR members complete when they assist Hub, whether it be for systemic purposes or additional professional support.
Community Involvement Form	COR members submit for each community involvement they undertake (working group, appearance, cooperation).
Agency Representation Form	COR members use to record the significant interactions they have had that helped their home agency become more engaged in the process of community mobilization.
Capacity Building Form	COR members complete after they engage in or provide opportunities to build capacity to improve service delivery through knowledge transfer, training, skill development or networking.

During the implementation of the internal reporting structure, COR members were asked to complete the appropriate form following each activity. Where collaboration occurred—as it most often did—a joint form would be submitted by all of those individuals involved in the activity. To ensure that the data reflected all the COR's outputs/outcomes, COR members backfilled forms for previous activities before the reporting process was completely implemented. As a general rule, sector specialists were asked to complete the form, submit a copy to the evaluator, submit a copy to CMPA's administrative assistant, and keep one copy for their own records.

As these instruments were completed by COR members, they were stored in the evaluator's office onsite at CMPA. To assist the COR team in monitoring the completion of the internal reporting instruments, the evaluator would occasionally provide the COR team with an inventory of the instruments completed to date. This helped COR members verify submission of the appropriate forms for their respective endeavours.

4.1.1   Internal Reporting Data Analysis

Data from the internal reporting process were examined within the instrument group they were derived from. Where quantitative data were both relevant and extractable, the evaluator pulled together totals from all COR member submissions of that particular instrument. Qualitative data were retrieved from the instruments and summarized according to the outputs/outcomes generated through that activity. Table 4 provides an overview of the different internal reporting instruments submitted by COR members. Data gathered by these instruments account for activities that occurred throughout the evaluation period (2012-2014).

Table 4. **Inventory of COR Internal Reporting Instruments, 2012-2014**

INSTRUMENT	N
Outreach Form	117
Systemic Issue Identification Form	18*
Action Involvement Form	29
Hub Support Form	39
Community Involvement Form	29
Agency Representation Form	110
Capacity Building Form	21
TOTAL SUBMISSIONS	*362*

* Six of these were submitted by Hub discussants with assistance of the COR.

4.2   Interviews with COR Members

To gain a richer understanding of the COR, including its development, function, challenges and benefits, the evaluator conducted individual face-to-face interviews with members of the COR team. According to past evaluation research (deMarrais, 2004), interviews are common tools that researchers use to engage in a conversation focused on questions related to a research study. Interviews were semi-structured to allow some flexibility in the conversation with respondents, while also ensuring that the same topics were covered with each respondent (Merriam, 2009). All respondents were informed that their participation was completely voluntary and that their responses during the interview process would remain confidential and anonymous. The main questions asked of COR members during the interview process included:

- Please describe what the COR is (including its structure, function and purpose).
- What activities have you undertaken while at the COR?
- How does collaboration function at the COR?
- What have been the general outcomes of the COR?
- What benefits have you experienced as a professional because of your experience at the COR?
- What benefits has your agency experienced because of its involvement in the COR?
- What challenges and/or barriers are you aware of with respect to the COR?

- What are the key ingredients of the COR?
- What suggestions do you have for improving the COR?
- What recommendations do you have for replication of the COR model elsewhere?
- What suggestions or concerns do you have for regionalization of the COR?

In total, 11 interviews were conducted with current COR team members in December of 2014. These included 7 sector specialists, 2 data analysts, the executive director and the administrative assistant to CMPA. In addition, 3 interviews were conducted with past COR team members in August and September of 2014[4]. The interview times ranged from between 1-hour to 2-hours. Since the achieved respondent group represents the entire population of the current COR team, and roughly half of all past COR team members, no specific sampling process was adopted. Data gathered during the interview process were recorded in notes taken by the evaluator.

Analysis of interview data gathered from COR members was analyzed using a combination of both content analysis (Altheide, 1987) and thematic analysis (Boyatzis, 1998). During the analysis, data were grouped into similar themes by topic. This allowed for a more systematic presentation of results.

4.3 Key Stakeholder Interviews

One of the main objectives of the COR is to identify opportunities to improve the human service delivery network that all of the participating agencies are part of. Through analysis of barriers, gaps and shortcomings, COR sector specialists work to bring a front-line perspective of the issue to upper levels of both management and government. Another main objective of the COR is for sector specialists to help their respective agencies become more involved in the process of community mobilization. They do this through continuous communication with their own agency. On account of these two objectives, it became important for this evaluation to include an analysis of the perspectives of those leaders responsible for the agencies involved in the COR. As other evaluators (Patton, 2002) suggest, interviews with key program stakeholders should be included in an evaluation for the purposes of learning their perspectives on matters of interest to the evaluation. Considering this, members of the *Executive Steering Committee* and the *Operational COR Committee* were also interviewed in this evaluation.

The questions posed to key stakeholders were somewhat similar to those asked of COR sector specialists:

- What do you see the COR as being?
- Has the COR had any influence or impact on the human service delivery system in Prince Albert?
- What benefits has your agency experienced because of its involvement in the COR?
- What challenges and/or barriers are you aware of with respect to the COR?
- What are the key ingredients of the COR?
- What do you feel would be an effective process for COR *Opportunity Papers* to be disseminated?
- Is the current governance structure of the COR optimal? Do you have any suggestions?
- What suggestions do you have for improving the COR?
- What recommendations do you have for replication of the COR model elsewhere?

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[4] Interviews with the 3 former COR members were conducted earlier on because they had been or were preparing to leave the COR to other work assignments.

- What observations do you have that may inform regionalization of the COR model?
- What opportunities do you see for data collection and sharing within the COR?

Once again, because the respective populations of the Executive Steering Committee and Operational COR Committee were targeted for the key stakeholder interview process, no specific sampling strategy was used. In total, 7 out of the 8 members of the Executive Steering Committee and 8 of the 9 members of the Operational COR Committee participated in the interview process[5]. Interviews with key stakeholders were either conducted on the telephone or in-person, with most interviews lasting between 30 and 90-minutes.

Similar to analysis of interview data from the COR members, mixed methods of both content analysis (Altheide, 1987) and thematic analysis (Boyatzis, 1998) were employed to identify common themes and categories of information from the interview responses.

4.4 Evaluator Observations

Due to both the innovative nature and complexity of the COR, there was a need for additional insight to be gathered from a more intimate vantage point. To accommodate this, the evaluator was provided with the opportunity to be an observer-participant in the COR from October 2012 to December 2014. As described in the work of Adler and Adler (1998), this type of role positions evaluators to "observe and interact closely with members to establish an insider's perspective without participating in those activities constituting the core of group membership"(p.85). Observation is a major means of collecting qualitative data in research and evaluation. According to Merriam (2009), "observation offers a firsthand account of the situation under study and, when combined with interviewing and document analysis, allows for a holistic interpretation of the phenomenon being investigated"(p.136).

Throughout the evaluator's immersion into the COR, field notes were kept and reviewed periodically. The field notes were based upon informal conversations with COR members, participation in weekly COR team meetings and observations of COR members engaging in various collaboration activities. These notes included general descriptions of what was observed, and a variety of what deMunck and Sobo (1998) consider to be "mullings, questions, comments, quirky notes, and diary-type entrees" that are typical of field research notes (p.45). With respect to analysis of the field notes, ongoing reflection and assessment of the overall experience in the COR, combined with basic organizing of notes on that experience, provide a foundation for many of the observations shared in the results section of this report.

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[5] Stakeholders from one agency did not respond to the evaluator's request for an interview.

5.0   FINDINGS

The findings of this evaluation touch on a number of aspects related to the COR, including its achievements, the challenges it faced, and suggestions for improvement. The findings of this evaluation also provide some additional understanding of the opportunities and risks for future developments in COR governance, replication and regionalization. The following subsections share the main findings of this evaluation process.

5.1   Purpose, Function and Goals

The purpose of the COR has been described as a bottom-up, multi-sector, opportunity-focused collaboration team designed to advance community mobilization, identify systemic issues and present potential solutions to improve community safety and wellness in Prince Albert and area. With respect to the COR's function, human service professionals come together in a think-tank fashion to share perspectives; build cross-sector relations; learn from one another's experiences; and gather and analyze primary and secondary data in an effort to help inform improvements to the human service delivery system. The goals of the COR are to mobilize the community to secure improved community safety and wellness; to overcome historic differences between sectors and build collaborative working relationships that contribute toward improved service delivery; and for sectors to learn about one another and improve their collective impact.

5.2   COR Activities

During the evaluation period, the COR was able to complete a variety of activities outlined in its logic model. Results from the internal reporting process indicate completion of the following activities:

- 117 *outreach* presentations reaching 128 government officials, 204 agency managers, 65 community members, 330 Hub practitioners, 161 post-secondary students, and 883 frontline workers.
- 18 *systemic issues* were identified, underscoring several different types of issues: institutional barriers, lack of services, legislative limitations, capacity deficits, narrow service scope, and agency blindness.
- The COR, in cooperation with the University of Saskatchewan, developed a Hub database and discussion structure that is being adopted across Canada. Analysts at the COR have provided a plethora of data collection, storage and analytical support to a variety of partner agencies, and the COR as a collective.
- 27 *action involvements* were carried out, including new initiatives, barrier reduction, fostering communication, closing gaps, raising systemic awareness, and solution-building through the production of Opportunity Papers.
- 13 different types of *Hub support* were regularly provided: fill in for Hub discussants; train new Hub discussants; address environmental Hub situations; develop databases and discussion practices; data analysis; handle complicated Hub discussions; report systemic barriers; access complex case management networks; support following rejection at Hub table; repeat Hub discussions; promote referrals within home agency; client refusal of services; and service history checks.
- 29 acts of *community involvement* within the areas of solution-building, working groups, committees, conferences, presentations, announcements and community events.

- 110 different provisions of *agency representation*, including: providing staff updates; encouraging referrals; answering questions; building support and involvement; promoting collaboration outside of Hub; working on specific initiatives; engaging in discussions around privacy; coordinating Hub visits; clarifying roles; and measuring Hub outcomes and impact.
- Provided *capacity building* in the areas of training, awareness, advocacy, relationship building, and access to data. Received capacity building support through professional development, knowledge transfer and skill development.

5.3   COR Outputs

Results indicate that the COR was successful at generating a number of outputs, including the facilitation of a community alcohol strategy; Opportunity Papers; enhancements to the Hub model; a means to share information within the confines of privacy legislation; a public safety compliance team; outreach to Hub agencies; opportunities for professionals to better understand community mobilization; and opportunities for agency leaders to work together.

5.4   COR Outcomes

The results of this evaluation reveal that the COR has produced the following outcomes:

- Increased collaboration that produced community trust, inter-agency relationships, and agency understanding of one another.
- Increased awareness of the interconnectedness of issues and shared opportunities to support individuals with composite risk.
- Improvement to services by increasing efficiency, improving access, creating a broader service lens; reducing 'not within our scope' mentality; and improving and professionalizing the Hub model of risk-driven collaborative intervention.

5.5   Benefits to Sector Specialists

The findings of this evaluation reveal the following benefits to sector specialists involved in the COR: strong, valuable relationships; professional credibility; access to expertise; increased capacity to generate solutions; improved ability to support colleagues at the home agency; a broader perspective; opportunities to problem-solve; an avenue to work upstream; heightened awareness to the complexities of risk; direct analytical experience; enhanced self-awareness and awareness of the home agency; and continuous opportunities to collaborate.

5.6   Benefits to Agency Partners

The findings of this evaluation reveal the following benefits to human service agencies involved in the COR: increased capacity; new opportunities in analysis and innovation; improved relationships; access to statistics and information; multi-sector knowledge about privacy; increased self-awareness; mutual accountability; improved communication; access to resources and service supports for high-risk clients; fresh perspectives to old problems; opportunities to address challenges without damaging relationships; improved information-sharing; improved reporting; and an opportunity for agencies to become part of the solution.

57   Challenges

Interview data revealed a number of challenges affecting the COR during the evaluation period. These challenges are summarized by source of the challenge:

- **Internal** – turnover, development of the Hub model, outreach, occasional single agency agendas.
- **Partner Agencies** – difficult accessing data, workload differences, funding, balancing COR needs with agency needs, differences in agency value of consent.
- **Role Understanding** – uncertainty whether executive director, Executive Steering Committee, Operational COR Committee, BPRC, or Ministry of Justice is in charge.
- **Process** – no identified path for Opportunity Papers to reach government and policy leaders; fear of retaliation from home agencies for challenging status quo.
- **Privacy Interpretations** – time-consuming effort to address variations in interpretations of privacy legislation.
- **Government** – the Ministry of Justice played a dominant role while other partners played a passive role; not much collaboration at the top; there is a need for more shared ownership.
- **BPRC** – although not universal, some stakeholders highlighted some negative impressions of BPRC: slow to act; excessive internal changes and turnover; infrequent communication with agency leaders; became a bureaucracy itself—taking community mobilization movement into its own silo; perpetuated criminal justice ownership and focused on crime reduction rather than community safety and wellness.

5.8   Improvements

The interview process revealed a number of potential opportunities to improve the COR model. These include:

- **Internal Opportunities** – strategic plan; multi-sector projects driven by work plans; increased discretion and autonomy of executive director.
- **Capacity** – communications advisor; research expert; vehicle; access to libraries and online databases; more research and analytical skills (as opposed to clinical skills) in sector specialists.
- **Communication** – mechanism of regular communication between agency leaders and the COR, and between agency leaders and government.
- **Agency Support** – clear freedom of sector specialists to identify systemic issues; value alignment among partners; more collaboration at steering committee level; always have sector specialist positions filled; consistent agency interaction with their COR sector specialist; all agencies take a shared ownership.
- **Leadership** – build collaboration among leaders; strategic planning; priority setting for the COR; stability of leadership members; merge the Operational COR Committee and Executive Steering Committee.
- **Information Sharing** – mechanism to share information and data for the purposes of identifying systemic issues and generating opportunities to improve human services.
- **Governance Structure** – structure that energizes and empowers agency leaders to collaborate themselves and support the work of the COR.
- **Funding** – funding framework that locks COR into agency budgets as a regular line of business; regular government funding for CORs; funding to support ongoing research and evaluation.

5.9 Leadership Structure

This evaluation reveals a number of findings concerning leadership around the COR, including opportunities to improve the current leadership structure. The clearest agreement among interview respondents was that the criminal justice sector has been the leading architect and champion of community mobilization efforts to improve community safety and wellness in Saskatchewan. However, in order for the Hub and COR models to work, other sectors need to play an active role in leadership and ownership of this initiative. Interview findings also reveal that all sectors need to be visibly and actively involved in the leadership and direction of the COR. One way to achieve this is to develop a provincial oversight committee that identifies the strategic direction and priorities for the COR(s) to focus on. At the regional level, a single committee of agency managers should drive and support activities of the COR. At both levels of governance, these committees must work collaboratively.

5.10 Opportunity Paper Process

One of the biggest setbacks for the COR during this evaluation period has been a lack of direction concerning the dissemination of COR Opportunity Papers to government, and other community safety and wellness stakeholders. Findings of this evaluation reveal a number of suggestions for COR Opportunity Papers to make their way up-line to government. These suggestions are:

- A process where agencies can identify systemic issues to the COR should be developed.
- Once issues are identified, the COR should meet to discuss the issue, form a plan, outline questions, develop a methodology, and identify data sources.
- The COR should submit the paper proposal to either the regional or provincial governance committee—depending on the scope of the systemic issue.
- Upon approval from the appropriate governance committee, the COR should work as a team to complete the paper in 6 to 8 weeks. This will keep the papers short, manageable and timely.
- Draft Opportunity Papers should go through a team of academics and research experts for suggestions and guidance.
- Upon completion, Opportunity Papers should go directly to the appropriate governance committee.
- The committee receiving the Opportunity Paper should provide feedback within 4 to 5 weeks, and at the same time, collaborate to look further into the issue and opportunities outlined in the COR's Opportunity Paper.
- The committee pursuing further opportunities outlined in the paper should report back to the COR on what their work has prompted.

5.11 Data Sharing

Data sharing among agencies involved in the COR will help provide increased capacity for identifying systemic issues and generating opportunities to improve community safety and wellness outcomes. Privacy legislation and technological capacity have been the two biggest barriers to data sharing among partner agencies. An opportunity to link de-identified agency data would add considerable value and potential to the work of both sector specialists and data analysts.

5.12 Key Ingredients

One of the intentions of this evaluation process was to identify key ingredients of the COR. This information will help maintain consistency of the initiative and guide replication of the initiative elsewhere. The following are key ingredients to the COR, as identified by interview respondents:

- Strong sector specialists with appropriate qualities for engagement at the COR.
- Analysts and academics to conduct research, evaluate and analyze data for the COR.
- Strong and dynamic executive director with a vision, persistence, management skills, and an ability to mobilize others. The executive director must also recognize diverse interests and limitations of partners while fostering a shared sense of responsibility and action among the partners.
- Strong executive assistant to support operations of the COR.
- Agency partners need to be actively involved in community mobilization, including supporting the COR's initiatives and contributing to the identification of systemic issues and collaborative solutions. Agency leaders themselves need to collaborate at the leadership table to provide priority areas and strategic direction for the COR.
- The COR team itself must be courageous, interconnected, driven, project-oriented and have a consolidated front.
- Government must lay out an agreement among partner agencies that spells out the obligations and expectations of the partnership.
- Government must provide financial resources to support secondments of sector specialists; cover operational and staff expenses; and promote research and evaluation.
- There must be a direct line of communication between the COR and the two governance committees (regional and provincial).
- There must be a strong appetite for evidence-based collaboration to influence both practice and alignment of human service supports in ways that better serves community needs.

5.13 Replication

Findings from this evaluation reveal a number of key ingredients that will help in replication (see previous section). However, there are some additional lessons learned from the Prince Albert COR that will help with the replication process. These include:

- Start with manageable projects that produce early wins.
- Develop a strong inter-agency agreement that outlines complete devotion of sector specialists to the COR.
- Clearly outline that the role of COR sector specialists is to analyze systemic issues, which may involve critical assessment of an agency's status quo. These efforts must occur, free from agency reprisal.
- Create ongoing performance measures that demonstrate an agency's return on their human resource and financial investments to the COR.
- A COR needs to be partner built; have active involvement of all parties; and have clear structure and guidelines.
- CORs should have the opportunity for regular communication and exchange with other CORs; for the purposes of sharing experiences, learning from one another, and building capacity for improved collaboration.

- CORs should be actively supported and funded by multiple sectors of government.
- Replication is dependent upon the ability to show value and outcome. Solid evaluation and performance monitoring can help maintain support and provide opportunities for improvement.

5.14   Regionalization

At the time of this report, one of the more salient topics concerning Hubs and CORs is regionalization. This is the process where a COR serves regional interests as opposed to a single community. In becoming regional, CORs would provide analytical and systemic support to multiple Hubs in their region. Although the original conceptualizations of the COR (CMPA, 2012b; BPRC, 2013) highlighted the importance of regionalization, the findings of this evaluation reveal support, concern and remaining questions about the potential regionalization of the COR.

The reasons for supporting regionalization include that: regionalization will help Hubs professionalize and be supported more regularly; regionalization should help foster more consistent messaging among partner agencies; regionalization will provide more structure and consistency to CORs; and regionalization will generate more involvement of partner agencies.

In contrast, there are several concerns for regionalization. These include:

- Local needs will be overlooked in favour of regional perspectives.
- Some local agencies may have difficulty justifying a regional lens.
- A regional scope may dilute the work of the COR and fragment relationships that are vital to the work of the COR.

Finally, this evaluation revealed a number of remaining questions that COR stakeholders have concerning regionalization. These include questions around the relationship between Hubs and a COR; governance structure; the balance between local versus regional needs; the funding of sector specialist positions; accountability; and the role of regional inter-sectoral committees in the COR model[6].

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[6] Regional Inter-Sectoral Committees involve leaders from multiple human service agencies working together to coordinate linkages that shape and influence policies, programs, funding and resource deployment in their regions.

6.0   LIMITATIONS

Evaluation is a process that involves the collection of data to answer important questions concerning an initiative or program. While evaluators make the effort to produce quality results, there are always limitations that affect their work. The following limitations to this evaluation of the Prince Albert COR are worthy of disclosure.

- This evaluation only focuses on one COR. While the Prince Albert COR was the only COR operating in Saskatchewan during the evaluation period, insight from other CORs may broaden the understanding of CORs and their role in community mobilization efforts to improve community safety and wellness outcomes in Saskatchewan.

- Respondents to the interview questions may be biased in their answers because of their own involvement in the COR. This evaluation did not include data collection from community safety and wellness stakeholders who were not involved in the operations or oversight of the COR.

- This evaluation does not include systematic measurements of outcomes produced by the COR. While activities and outputs have been tracked using an internal reporting process, no concrete measures—beyond interviews—have been developed to track COR outcomes.

- This evaluation was greatly informed by COR sector specialists, CMPA staff, members of the Operational COR Committee and the Executive Steering Committee. Where possible, perspectives of government officials were included to a limited degree—however only from the Ministry of Justice because of its administrative and leadership role in the COR model to date.

- As always in qualitative research, the perceptions of the evaluator may influence results based on their own experience and immersion into a program, model or situation. The same should not be overlooked in this evaluation of the Prince Albert COR.

7.0   CONCLUSION

The findings of this evaluation demonstrate that the Prince Albert COR was able to accomplish a number of achievements since its inception more than three years ago. It helped professionalize the Hub model, fostered collaboration among community partners, identified a series of activities that are important for systemic change, and laid the foundation for what other CORs in the province can build upon. This evaluation also revealed that the COR experienced a number of hurdles, distractions, frustrations and lulls. These challenges are not the fault of any particular source, but are natural to a growing, changing method of improving the human service delivery system. Advocates of the COR approach to systemic change should be comforted by the observations of Michael Quinn Patton (2011:5) who shares the following about social innovations:

> *Social innovations do not follow a linear pathway of change. There are ups and downs, roller-coaster rides along cascades of dynamic interactions, unexpected and unanticipated divergences, tipping points and critical mass momentum shifts. Indeed, things often get worse before they get better as systems change creates resistance to and pushback against the new.*

Throughout this evaluation, two prominent themes have emerged concerning the COR: *collaboration* and *systemic change*. These two themes are important because of what they tell us about the future impact the COR may soon produce. These themes are also important because they help form a link between the COR's undertakings in Prince Albert and what has been learned and shared elsewhere. This allows for existing literature to bring encouragement to the COR and its efforts so far.

To date, the experience of the COR in Prince Albert is supported by what others observe about *collaboration*. As Kaye and Crittenden (2005:35) describe, "true interdisciplinary collaboration requires crossing professional boundaries into what is often unfamiliar territory. Interdisciplinary collaboration also challenges us to drop preconceived notions of other professions, learn new languages, and also see a problem through a new lens". Similarly, Kania and Kramer (2011) point out that system-wide improvements occur when agency leaders collectively decide to abandon their individual agendas and work collaboratively towards a common good. The interview findings of this evaluation suggest that multiple human service professionals have come together and willingly developed a broader, more-informed perspective that has helped them collaboratively identify opportunities to improve the human service delivery system.

The experience of the COR is also supported by what others explain about *systemic change*. In their work on examining collaborative solutions to a variety of sustainability issues in the global business sector, Senge et al. (2007:44) argue that, "successful collaborative efforts embrace three interconnected types of work: *conceptual*, *relational* and *action-driven*—which together build a healthy learning ecology for systemic change". Seemingly, there are great parallels between what Senge and colleagues observe about ingredients for successful systemic change and what the COR in Prince Albert has come to be. In its design, the COR has mobilized multiple sectors around a common conceptual framework of risk reduction and service improvement; which eventually should lead to improved community safety and wellness. Much of the early progress of the COR—including its successes to date—have been largely relational in nature. Finally, the nature of the COR's work in presenting opportunities for improvement to the human service delivery system is action-driven.

With continued engagement by all partner agencies involved in Community Mobilization Prince Albert, the COR has considerable potential to identify the type of collaborative systemic change required to

improve community safety and wellness. The COR's efforts to nurture community mobilization in Prince Albert have helped to build and strengthen relationships. These efforts have also allowed for multiple sectors to collaboratively identify systemic problems and identify collective solutions to those problems. By doing this, the COR has laid a foundation for what may become a spawning ground for collaborative systemic improvements to Saskatchewan's human service delivery system and ultimately, improved community safety and wellness.

8.0   RECOMMENDATIONS

This evaluation has provided an understanding of the COR's accomplishments, challenges and opportunities for improvement. The findings of this evaluation have been used to develop recommendations in nine different areas: internal operations, leadership, collaboration, funding, Opportunity Paper process, data linkage, support for the Hub, community engagement, and capacity building.

Internal Operations

1) The COR should develop its own strategic plan which promotes and guides the team towards collaboration, partnership engagement and a project-driven approach to operations which enhances the role of evidence in guiding improvements to the human service delivery system.

2) Projects undertaken by the COR should be guided by a work plan designed by the entire COR team. These work plans should outline the project's purpose, goals, methods, progress indicators, timeline, and risks, as well as who will be involved. Progress in projects should be monitored using a tracking tool.

3) The COR should try to achieve a consistent balance in the day-to-day work of sector specialists. This will keep the momentum of projects moving along and help in the planning of projects and activities. An example of this balance may be to suggest that each sector specialist's work week involve 2 days of research and data collection, 1 day of relationship-building, 1 day of writing and 1 day of supporting and interacting with Hubs.

4) CMPA should consider rotating the chair of the Hub among the sector specialists and the executive director. The Hub discussion process has become more disciplined, consistent, and is now supported by training and guides for the Hub Database. This allows for consistency in the Hub that would potentially support a rotating Hub chair. There are several potential benefits to a rotating chair: sector specialists may gain experience in risk-driven collaborative intervention; sector specialists may be put in a position to engage with frontline service providers and build their own capacity to help other Hubs; and the executive director may be given more time to engage agency leaders and other CORs.

5) The COR should build an inventory of knowledge, tools, expertise, and strengths that each sector specialist can bring to the table. When a new project comes along, everyone will be able to see how each sector specialist fits into the project.

6) With respect to project management, the COR should try to achieve some level of balanced project resourcing. As the COR takes on different projects, project work plans will help determine the availability and workload of sector specialists. An ideal balance to achieve would be for each sector specialist to be working on 2 smaller projects with several other sector specialists, and for all sector specialists to be working on one larger project together.

7) Regular Monday meetings of the COR should be focused on what the team is doing as a collaborative entity and what their collective game plan for the week will be. It should not be about what each sector specialist is doing with their own agency that week. The dialogue should be about the projects they are collaborating on and the systemic issues for which they were seconded to identify and suggest solutions.

8) The executive director of CMPA should develop an outreach plan to promote steady communication with agency leaders concerning the work of the COR. Periodic one-on-one updates will build relationships and strengthen the engagement of agency leaders in community mobilization efforts to promote community safety and wellness.

9) Sector specialists should try to engage their home agencies in the identification of systemic issues and potential solutions to institutional barriers. Traditionally, much of the COR's agency support has been focused on the process of referrals to Hub. However, there is much knowledge and experience at home agencies that can help to identify systemic barriers and gaps in the community.

10) The COR should develop an orientation package that helps new sector specialists get a sense of the COR, its purpose, function and goals. More importantly, this package should be designed to help potential sector specialists understand their own role at the COR before accepting the position.
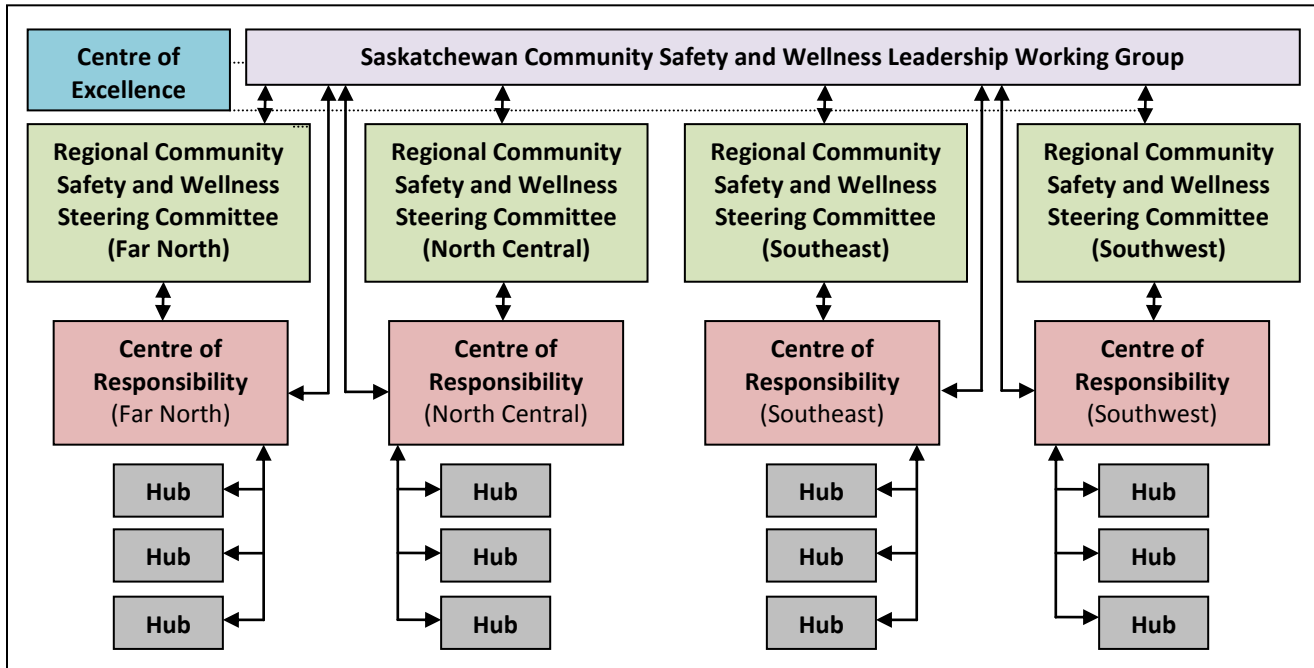
Leadership

11) There are several steps that can be taken to improve the leadership structure of community safety and wellness in Saskatchewan. These include:

a) Transform the current Executive Steering Committee and Operational COR Committee leadership model into an effective Regional Community Safety and Wellness Steering Committee (RCSWSC) that guides Hubs and CORs from an operational perspective. Members should include regional managers and program directors.

b) Form a multi-agency Saskatchewan Community Safety and Wellness Leadership Working Group (SCSWLWG) to provide strategic direction and priorities. Members should include assistant deputy ministers.

c) The newly formed Saskatchewan Community Safety and Wellness Leadership Group should replace the 2010 partnership agreement with a new charter that ensures all the necessary partners in government, policing, regional authorities and boards document their commitment to a risk-driven collaborative approach to community safety and wellness in Saskatchewan. In addition, serious consideration should be given to renaming these overarching commitments using language that replaces the current Building Partnerships to Reduce Crime dialogue with language that is more inclusive of the broader range of desired community safety and wellness outcomes in Saskatchewan.

d) Transition the guidance and related professional resources that have been previously known as the Building Partnerships to Reduce Crime Implementation Team to become more effectively integrated within a Centre of Excellence for Collaborative Risk-Driven Community Safety and Wellness (COE). This new centre of excellence should provide guidance and support in community safety and wellness through coordinating research, evaluation, multi-sector learning and knowledge exchange that serve as practical and useful contributions to front-line community safety and wellness efforts in Saskatchewan.

A new regionalized leadership and communication structure for community safety and wellness in Saskatchewan is proposed in Figure 3.

Figure 3. **Proposed Leadership and Communication Structure for Saskatchewan Community Safety and Wellness**

12) Leadership must be collaborative at all levels. Just like Hubs and CORs, the Regional Community Safety and Wellness Working Groups and the Saskatchewan Community Safety and Wellness Leadership Working Group must work collaboratively to consider and address opportunities for improving the human service delivery system. It should not be a platform from which agency leaders simply check on their respective COR representatives and receive updates from CMPA's executive director. Rather, agency leaders should identify systemic issues they are able to detect and steer the COR towards examining topics that are strategically important for all agencies represented at the COR.

13) Leadership at both the provincial and regional level should undertake the following activities: oversee and support the process and direction of the Hubs/CORs; provide strategic priorities for CORs to work on; identify systemic issues (where applicable); review proposals for Opportunity Papers submitted by the COR; review completed Opportunity Papers; collaborate with other leaders to identify actions to take in response to Opportunity Papers; ensure agencies support their COR sector specialists; and ensure agency engagement in community mobilization efforts to improve community safety and wellness.

14) Leadership must provide clear messaging to their entire organization that the work of COR sector specialists is to identify opportunities for human service delivery improvement—even if it derives from criticism of the status quo.

Collaboration

15) Sector specialists should be brought together—by sector and as an aggregate group—to learn from one another, share experiences, build strategies, and broaden their understanding of opportunities to improve human service delivery. The same sharing opportunities should be regularly provided to executive directors and data analysts.

Funding

16) All agency partners should provide equal, regular, anticipated funding to support operations of the COR. These funds should be provided by higher-levels (e.g. ministries, 'F' Division) of the agency, not necessarily local field operations (e.g. school divisions, detachments).

17) All human service agencies in government should contribute funding towards research, evaluation and development of the COR and Hub model in Saskatchewan. Increased participation of Ontario's scientific community in the evaluation of community safety and well-being may be a model for Saskatchewan to learn from (Nilson, 2015).

Opportunity Paper Process

18) If established, the provincial leadership group should establish a process for COR Opportunity Papers to be shared within their own group, as well as with the regional leadership group. This process should contain the following:

a) COR sector specialists learn of systemic issues through analysis of data, local experience, identification from agency partners, or identification from the regional or provincial leadership table.
b) Once a systemic issue is identified, the COR meets to build a collaborative understanding of the issue. The result of this meeting is a proposal that outlines a project work plan, main questions, methodology, data sources, risks, timeline and which sectors will be involved in the project. The general completion time for Opportunity Papers should be 6 to 8 weeks.
c) The COR sends the proposal to the appropriate leadership table—depending upon the scope of the problem.
d) The receiving leadership table collaboratively reviews and responds to the proposal as a whole, with feedback on whether other work is already being completed on the matter, data sources are available, and any suggestions for the methodology and process.
e) Once the paper proposal is approved, sector specialists must work in teams of three or more to implement the Opportunity Paper plan.
f) Project progress should be tracked to help manage overall workload and performance at the COR.
g) Once a paper is underway, it should be sent to a collective group of academics and/or research experts for feedback and suggestions on strengthening the paper.
h) Once a paper is completed, it should be sent directly to both leadership groups—with one leadership group being identified by the COR as the primary recipient (depending upon the scope of the issue).
i) The leadership group identified as the primary recipient will respond to the COR by providing feedback on the Opportunity Paper within 4 weeks of receipt.
j) At the leadership table, agency leaders will mobilize themselves to look further into opportunities raised in the paper. Like the Hub and COR, agency leaders will report back to each other and the originating COR on their efforts.
k) The leadership tables will work with evaluators to gather data on outcomes stemming from their review of COR Opportunity Papers (e.g. actions taken).

Data Linkage

19) Agency partners should explore opportunities to develop a data linkage mechanism between their respective agencies. Giving CORs access to data from multiple agencies that is linked without disclosing client identification would allow for more comprehensive explorations into systemic issues and opportunities to improve the human service delivery system.

Support for Hub

20) Should CORs become regional, they will need to improve their support for the Hub model by becoming intimately aware of conditions and issues within the various Hubs linked to each COR. During the evaluation period, BPRC relieved the COR from outreach activities so that the former could focus on the various activities in which it was designed to engage in. Unfortunately, however, this has deprived the Prince Albert COR of opportunities to learn about the struggles of other agencies/jurisdictions in applying the Hub model. When the COR was engaged in outreach with other communities, it was afforded the opportunity to see other problems affecting other communities. During this outreach, sector specialists also had a chance to fine-tune, clarify and strengthen the Hub model. To balance these opportunities, the former BPRC consultants should be strategically located inside and be a part of the regional CORs. This will keep the COR sector specialists engaged in the Hub model on an ongoing basis, while at the same time, allowing the former BPRC consultants to draw upon the various expertise of COR sector specialists when Hubs need additional support. Further to that, the sector specialists and data analysts of the COR should be prepared to provide operational and technical support to the various Hubs when required. This relationship will assist the COR in gathering a better understanding of the systemic issues affecting different Hubs in their region.

Community Engagement

21) The COR should establish a process of engaging community-based organizations in the identification of systemic issues. Most community-based organizations in the human service sector have a very intimate understanding of client needs and the systemic barriers that their clients face when trying to access supports. Through outreach and by providing these organizations with a systemic issue reporting tool, the COR will be able to expand its scope and deepen its understanding of systemic issues affecting community safety and wellness in the community.

22) The COR should engage relevant First Nation agencies when and where it is appropriate (e.g. issue involves First Nations jurisdiction). The topic, jurisdiction, and sector(s) of an issue should all be considered when determining whether First Nations engagement is appropriate or not.

23) Leadership of the COR should reach out to involve federal human service partners for the purposes of information sharing, access to data, and reports on systemic issues. A majority of federal human service agencies in Saskatchewan (e.g. Public Safety Canada, Status of Women Canada, Public Health Agency of Canada, Service Canada, Health Canada, Aboriginal Affairs and Northern Development Canada) fund community-based organizations and/or First Nation bands and tribal councils. This role would make federal partners a potential asset for information exchange. More so, many federal funders gather data through needs assessments, performance monitoring and outcome measurements. These types of data may be of value to relevant COR projects. Similarly, COR Opportunity Papers may be of value to federal human service agencies in their continued work throughout the province.

Capacity Building

24) The COR and both leadership groups should work towards developing a dual-axis trajectory of capacity building for community safety and wellness in Saskatchewan. One axis involves internal development that encourages fluid communication and a sharing of experiences among the various ranks of an agency within a single sector. The other axis involves collaborative sharing and best practice development among different sectors, and at all levels. To illustrate, Figure 4 shows the dual-axis trajectory of capacity building proposed herein.

Figure 4. **Dual Axis Trajectory of Capacity Building for Community Safety and Wellness in Saskatchewan**

Axis One: Gathering of directors, managers, and staff around how they can become more engaged as a sector in community safety and wellness initiatives (e.g. agency)

Axis Two: Gathering of directors, managers, and staff of different agencies meeting with their counterparts from other sectors for the purposes of sharing their experiences and learning how to best identify collaborative solutions for systemic issues (e.g. COR Community of Practice event)

single sector (1)

capacity building

multi-sector (2)

9.0   FUTURE RESEARCH AND EVALUATION OPPORTUNITIES

As the COR continues to evolve, and perhaps become replicated in other communities, there will be increased opportunities for future research and evaluation on the COR model. The experience of this evaluation has revealed a number of recommendations that future researchers and evaluators may wish to consider:

- Once a more consistent Opportunity Paper process is put in place, it would be of value to begin tracking government satisfaction with the papers; the extent of government response to the papers; and the activities, changes or improvements made as a result of the papers. These data will help improve the Opportunity Paper process and gauge its overall impact.

- The COR should continue the internal reporting process used to track activities and outputs for this evaluation. These data will help agencies see the value of their human resource and financial investments to the COR.

- Future evaluation efforts should include collaboration with the COR and agency leaders to design and implement measurements for short-term outcomes of COR activities. Of particular value would be data collection opportunities for measuring 'informed stakeholders', 'increased knowledge', 'improved risk-driven collaborative intervention', 'increased community connectedness', 'increased participation in community mobilization', 'increased capacity of human service providers', 'reduction in systemic issues', and 'increased awareness of systemic issues'[7].

- Future evaluation efforts should explore interview opportunities beyond the COR and its immediate stakeholders. Other community partners who the COR works with on particular community involvement and capacity-building endeavours would increase our understanding of the COR's relationship with the community.

- The COR, and particularly its interaction with government, provides an environment that is rife with opportunities for scholars of public policy and administration to explore systemic change, policy networks, and opportunities to improve the efficiency and efficacy of the human service delivery system.

- Future research on the COR may benefit from a broader scan of lessons learned in other multi-sector, change-generating initiatives. This may identify new ideas for measurement, stakeholder engagement in evaluation, and proper estimates for agency return on investment.

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[7] Recent evaluation planning in Ontario (Nilson, 2015) outlines a number of potential variables, indicators, measurements and data sources for community safety and wellness outcomes.

GLOSSARY
Common Terms Used in Collaborative Risk-Driven Community Safety and Wellness

Acutely-Elevated Risk Level of risk that the Hub uses as a threshold for tabling new situations at the Hub. Situations are determined to be of acutely-elevated risk where there is (1) a significant interest at stake; (2) the probability of harm occurring; (3) a severe intensity of harm; and (4) a set of needs that are multi-disciplinary in nature and which must be addressed in order to lower such risk.

Collaborative Intervention Where all of the relevant Hub partner agencies approach the subject of a discussion with a voluntary opportunity for support. The key message delivered to the client is that he/she is in a vulnerable situation, and before conditions worsen, the diverse team of professionals can provide some immediate support to reduce his/her overall level of risk.

CMPA Short for Community Mobilization Prince Albert, CMPA is a strategic alliance of multiple human service organizations who contribute to the Hub and COR in Prince Albert. CMPA embodies the executive director, executive assistant, two research analysts and is the administrative host for the Centre of Responsibility.

COR Short for *Centre of Responsibility*, the COR is a full-time, multi-disciplinary team of human service professionals who collaborate to analyze trends, measure and report on progress and outcomes achieved across the communities served by the Hub, and identify and propose opportunities and recommendations for systemic changes and actions in the Prince Albert region and/or at the provincial level.

Discussion The term used in reference to a situation that is considered by the Hub table as being one of acutely-elevated risk, at which point the Hub will assign a number to the situation and begin collaborating to identify opportunities for risk reduction.

Discussant The term used when referring to human service professionals who participate in Hub discussions.

Executive Steering Committee Sets the direction and overall purposes of CMPA. It is made up of managerial representatives from each of the partner agencies involved in CMPA.

Four Filters Refers to the four filter process used by Hub/Situation Tables to determine acutely-elevated risk. Filter One – single agency determines if it has done all it can do; Filter Two – de-identified basic information is presented at the Hub/Situation Table; Filter Three – discussants collaboratively determine if acutely-elevated risk is present, then share limited identifiable information; Filter Four – a select group of

	discussants from appropriate agencies share (in private) additional information during their planning of a collaborative intervention.
Hub Subject	The individual or family to whom the efforts of a Hub are addressed.
Hub Practitioner	A human service professional engaged in risk-driven collaborative community safety and well-being.
Hub	A multi-disciplinary team of human service professionals that meets twice weekly for the identification, rapid development and immediate deployment of real-time interventions and short-term opportunities to address emerging problems and risk conditions identified and brought forward from the frontline operations of all participating agencies that comprise CMPA.
Operational COR Committee	Supervises the operations of CMPA to ensure consistency with its overall purpose and intent.
Systemic Issue	Are present where characteristics and applications of, or procedures affecting human service sector institutions, either serve as a barrier to, or plainly fail to, alleviate situations of acutely-elevated risk. Systemic issues are also present where large inefficiencies exist in producing expected outcomes or if issues that should be addressed are not or cannot be addressed.

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APPENDIX A – EVALUATION RESULTS

The results of this evaluation are presented in three different sub-sections. The internal reporting instruments produced a number of general observations as well as some basic descriptive data which show where the bulk of the COR's work occurred in the evaluation period. For the sake of efficiency, and because the themes were quite similar, results from interviews with COR sector specialists, Operational COR Committee members and Executive Steering Committee members are presented together. Finally, the evaluator's own observations are reported in a third sub-section.

A.1   Internal Reporting Process

Analysis of the 362 completed instruments by COR sector specialists produced a variety of detail on the various activities undertaken by the COR during this evaluation period. Within the following subsections, results from each individual internal reporting instrument are provided. Tables and figures are provided where quantitative results are appropriate. Otherwise, a majority of the results from the internal reporting process are shared qualitatively. Overall, the hope of this section is to give a detailed overview of the various activities undertaken by the COR. These results may help inform management and stakeholders of the demands placed upon COR sector specialists. They may also help prepare other CORs for the types of activities they may undertake in their own implementation.

A.1.1   Outreach

As previously described in the background section of this report, one of the most time-consuming efforts of the COR in its early life was outreach to other professionals and community leaders to provide education, knowledge and awareness of risk-driven collaborative intervention. Since most of the COR sector specialists had already spent several months representing their agency at the Hub table, it became appropriate for them to share their experience with the Hub model to others.

During the evaluation period, the COR provided 117 outreach presentations to multiple groups of both single and multi-sector audiences. Those receiving outreach included agency leaders, government officials, community members, academics, frontline professionals and potential Hub practitioners. As Table 5 shows, a majority of outreach interactions were with multi-sector delegations (n = 35), followed by the First Nation (n = 16) and police (n = 18) sectors. The single most-attending cohort was the multi-sector cohort (n = 626), followed by education (n = 448) and police (n = 279). With respect to audience type, most outreach interactions occurred with frontline workers (n = 43) and agency leaders (n = 26). The most-reached audience type was frontline workers (n = 883), followed by potential Hub practitioners (n = 330) and agency leaders (n = 204). Readers should not make any comparative interpretations of these data, for there is no way to filter out the various sectors counted in the 'multi-sector' outreach interactions. These data are simply shown to illustrate the variety of outreach interactions the COR took on during the evaluation period.

Table 5. **Number of Outreach Interactions by Sector and Audience Type** *(N = 117)*

Variable	Variants	Outreach Interactions *(N)*	Total Audience Members *(N)*
Sector	Community	2	65
	Corrections	3	103
	Education	26	448
	First Nation	16	83
	Health	4	64
	Justice	6	33
	Mental Health	2	4
	Multiple Sectors	35	626
	Municipal	2	3
	Police	18	279
	Social Work	2	40
	Youth	1	11
Audience Type	Academics	11	161
	Agency Leaders	26	204
	Community Members	2	65
	Frontline Workers	43	883
	Government	12	128
	Potential Hub Practitioners	23	330

While the COR sector specialists provided outreach to multiple sectors and audience types, they also visited and received visits from delegations throughout Saskatchewan and other parts of Canada. Table 6 lists the different source communities of outreach delegations.

Table 6. **Reported Source Communities of Outreach Delegations**

Within Saskatchewan		Outside Saskatchewan
Ahtahkakoop First Nation	Pelican Narrows	Maskwacis, AB
Big River	Pinehouse	Brandon, MB
Christopher Lake	Prince Albert	North Bay, ON
Creighton	Red Earth First Nation	Pennsylvania, USA
Cumberland House	Regina	Sudbury, ON
Estevan	Rosthern	Toronto, ON
La Loche	Saskatoon	Vancouver, BC
La Ronge	Shellbrook	Ottawa, ON
Lloydminster	Shoal Lake	Winnipeg, MB
Meadow Lake	Spiritwood	Whitehorse, YK
Moose Jaw	Sturgeon Lake First Nation	
Nipawin	Weyburn	
North Battleford	White Fish First Nation	

Additional data captured in the Outreach Form provides an understanding—from the perspective of COR sector specialists—of the audience reaction and potential outcomes they see stemming from the outreach interaction. With respect to the former, some examples of audience reaction descriptions included: "great"; "they see the value of multi-agency engagement"; "supportive"; "strong student interest"; "wanted more opportunities to collaborate"; and, "they were very enthusiastic". Regarding potential outcomes of the outreach interaction, COR sector specialists predicted some of the following:

- "Students are enhancing their career options with knowledge of risk-driven collaborative intervention."
- "It sparked some interest at the federal level."
- "There will be more engagement in the model."
- "It gained more support for the model."
- "There may be a growing interest in the USA."
- "There is a better understanding of risk-driven collaborative intervention and how it differs from both Violence Threat Risk Assessment and case management."
- "People became interested in learning ways to work together."
- "There is motivation for them to start their own Hub."
- "Increased awareness of the benefits of risk-driven collaborative intervention."

A.1.2   Systemic Issue Identification

One of the main activities of the COR is identifying systemic issues that undermine human service provider efforts to help individuals, families or neighbourhoods in situations of acutely-elevated risk. Through interaction with other professionals, reflections on their own experience, and research and investigation, COR sector specialists learn of these systemic gaps, challenges and barriers and record them using a Systemic Issue Identification Form. During Hub discussions, Hub discussants can also generate these forms with the assistance of CMPA analysts. Of the 18 Systemic Issue Identification Forms submitted, 6 were from Hub discussants and 12 came from COR sector specialists (see Table 7). The types of systemic issues identified by CMPA range in complexity and the extent to which they can be resolved. Ultimately, the purpose of identifying systemic issues is to identify opportunities to improve the human service delivery system, which will lead to improved agency and client outcomes.

Table 7. **Systemic Issues Identified by Hub and COR**

Identified by Hub	Identified by COR
• Chronic school absenteeism with no mechanism for compliance with attendance expectations • Lack of housing interrupts progress in mental health and addictions treatment • Inability to provide support to youth who reject all services offered • Inability to address chronic high-risk client needs who continuously break down all available supports • Limitations in options to mandate support for individuals with cognitive disabilities that impede their own safety and well-being • No housing available for an elderly alcoholic that does not qualify for housing support	• Inability of agencies to utilize legislation mandating youth to substance abuse treatment in the North • Barriers to school transport for teen parents • Security limitations in emergency room • Health care provider needed to monitor police cells • Lack of liquor law enforcement • Lack of services for perpetrators of domestic violence • Chronically violent alcoholic has burnt all bridges in service community and has nowhere to go for help • Continual arrest of the same individuals for public drunkenness and pan-handling • Lack of options for chronic public drunkenness • Challenges in court options for domestic violence • Wait times for mental health patients brought to emergency room by police or other human service professionals • Institutional lack of information concerning school absenteesim

A.1.3 Action Involvement

As both the Hub and the COR work to identify systemic issues in the community, the latter's role is to conduct further investigation into potential opportunities to address these issues. Using basic research techniques, outreach to other jurisdictions and scans of leading practices, the COR further defines a systemic issue and engages in at least one of several actions to address the issue. Table 8 summarizes the different action involvements the COR has undertaken to address systemic issues in Prince Albert and area. Included in each description is a mention of the systemic issue prompting action, the actual action taken, and potential outcomes of the action.

Table 8. **Description of COR Action Involvements**

Systemic Issue	Action Taken	Potential Outcome
lack of housing for chronic alcoholic with brain injuries	reached out to local detox and residential addictions treatment until a more suitable resource became available	placement of chronic risk individual into specially-arranged support services
non-compliance with liquor laws in licensed establishments	developed a Public Safety Compliance Team with police, fire, bylaw, municipal and liquor law representatives—followed by random visits and inspections to licensed establishments	increased education among license holders; enhanced enforcement; improved serving practices; better compliance with laws
non-compliance with liquor laws at liquor permit events	mobilized police, bylaw, municipal and liquor partners to sanction isolated public events that fail to comply with liquor legislation	evidence to support further piloting of a community safety compliance team for liquor permit events
gaps in missing persons communication between agencies	worked with local group homes, police service and other agencies to improve missing persons reporting policies	improved collaboration among police officers and local agencies in the reporting of missing persons
ubiquitous access to denatured alcohol	gathered information on options available to reduce access to denatured alcohol (e.g. mouthwash) for high-risk individuals	awareness of the challenges in limiting supply of denatured alcohol for high-risk individuals
lack of follow-up support for families affected by violence	developed formal partnership between police and social services to offer immediate support to families affected by violence	improved capacity to respond immediately to the composite needs of families affected by violence
no available data on substance use patterns among youth	negotiated access for academics to collect and analyze original data on high school substance usage rates	increased understanding of substance usage rates among high school students
misalignment of services to offenders	participated in multi-agency value stream mapping event as part of an enterprise-wide lean initiative under Ministry of Justice	revealed insight into multi-sector methods of problem solving and service coordination for offenders
lack of mechanism to enforce school attendance	participated in a review of the Child and Family Services Act, while also exploring opportunities to enhance educational neglect within the Act	government awareness of opportunities to enhance enforcement mechanisms for educational neglect
limited tools available to detect and prevent impaired driving	gathered, collated and mapped impaired driving data to inform opportunities for increased prevention of impaired driving	geo-profiling map of impaired driving occurrences in Prince Albert
lack of information on the role of domestic violence in incidents of violent crime	gathered, collated and analyzed data on intimate partner violence to provide the COR partners with information on areas and behaviours to target violence crime reduction	increased understanding of intimate partner violence patterns, occurrences and risk factors in Prince Albert

lack of collaboration required to address disproportionate alcohol consumption	mobilized comprehensive community consultation process in support of the development of an Alcohol Strategy for Prince Albert	regional alcohol strategy that outlines opportunities for community members, leaders and service providers to minimize the impact of alcohol on Prince Albert
capacity limitations for addressing security concerns in emergency room	consulted with relevant police, security and hospital stakeholders to identify opportunities to improve safety and security in the hospital emergency room	awareness of options available to enhance safety and security of the hospital emergency room
chronic high use of emergency services	collected and analyzed risk and service data from multiple agencies on the top 25 users of hospital emergency room, detox, ambulance and police detention cells	statistically-informed understanding of the risk factors and service repetitions of Prince Albert's top 25 users of emergency services
institutional lack of information on high absenteeism rates	collected and analyzed data on absenteeism rates in Prince Albert schools	evidence of the extent to which chronic absenteeism occurs in Prince Albert
financial barriers to post-secondary education	distributed funds received from Ministry of Justice National Youth Policing Award towards scholarships aimed at youth who have aspirations for post-secondary education but face financial barriers	awarded 5 youth from Prince Albert high schools with $1,000 scholarships to be used towards accessing post-secondary education and training
communication gap concerning school absenteeism	developed a pamphlet to help educators inform parents and students about the negative impacts of school absenteeism	increased understanding of the benefits of school attendance and consequences of school absenteeism
institutional lack of information on high absenteeism rates	collected and analyzed data on absenteeism rates in Prince Albert schools	evidence of the extent to which chronic absenteeism occurs in Prince Albert
no access to transportation for teen parents to get to school with their children	wrote an Opportunity Paper on the benefits and rewards of a transportation service offered to teen mothers and their babies so that they can get to school/childcare	increased understanding of the value and opportunities to expand transportation support to teen parents and their children
safety of intoxicated persons in police cells	reached out to various local and regional service providers to explore opportunities to have paramedics screen intoxicated persons in police cells	awareness of the potential to decrease harm to intoxicated offenders by providing paramedic screening in police cells
waitlist for addictions services	cooperated with Biocybernaut Institute, First Nations University of Canada and Pure North S'Energy Foundation to study opportunities to improve client control of brain waves, resulting in less substance use dependency	increased understanding of the extent to which neurofeedback training can reduce alcohol dependency, attention deficit disorder, stress, anxiety and the impact of trauma among clients
limited harm reduction services for homeless substance users	researched and visited other residential harm reduction facilities aimed at reducing the impact of street life and substance use	clearer understanding of options available to reduce the harms associated with substance use and life on the street
gap in services to promote gang exits	researched and visited other gang exit programs in the province	developed increased awareness of support opportunities to help individuals exit the gang lifestyle
barriers for service providers to prevent prescription drug abuse	networked with police, pharmaceutical, and health professionals to identify opportunities to overcome prevention/intervention barriers to curbing prescription drug use and abuse	agency awareness of the complexities with prescription drug use intervention and prevention in rural and isolated communities

limited tools for the judiciary to focus on the needs of drug addicts	researched and visited drug treatment courts to assess the added value of their role in helping drug addicts involved in the justice system	knowledge and familiarity with the role that drug treatment courts can play in meeting the needs of drug addicted offenders
extensive wait times for police-accompanied mental health patients	fostered communication between police, mental health and emergency room stakeholders to identify opportunities to reduce patient wait times for mental health services while they are accompanied by police in the emergency room	shared understanding of the challenges and capacity limitations faced by healthcare professionals to fast-track emergency room patients to mental health services
limited impact of violence prevention messaging to youth	partnered with high school drama group to produce and distribute a dramatization aimed at helping youth reach out and ask for support if they are exposed to violence or bullying	increased awareness among grade 4, 5 and 6 youth of the harms and solutions to bullying and violence
lack of a prevention mechanism for disturbances caused by anti-social behaviour	organized a warning letter from police, mental health and social services aimed at households that continuously cause disturbances in their neighbourhood	decrease in calls for disturbances to households where outreach letters were dropped off

One of the more time-consuming action involvements of the COR is the production of Opportunity Papers. These papers provide a brief overview of the systemic issue, review practices in other parts of the world to address the issue, and provide a number of suggestions for government to consider in addressing the issue. In producing these papers, COR sector specialists usually worked in partnership with one another—with one sector specialist taking the lead in the effort. Information and data for these papers were gathered from online sources, local agencies, interviews and general knowledge about the topic. Once a paper was near completion, a draft was sent to an advisory committee—comprised of this report's author, a representative from the Operational COR Committee and a science official within the Ministry of Justice. The advisory committee reviewed the paper and offered both technical and substantive suggestions for improving the paper.

One of the challenges with the Opportunity Paper process was that, although these papers were provided to the Operational COR Committee and Executive Steering Committee for review, there was never a formal process put in place for the papers to go up-line to the various government stakeholders. Although the Ministry of Justice received a copy, they had no mechanism in place to share with other government entities. As interview data will reveal in other sections of this evaluation, this uncertainty in the reporting process had a negative impact on the COR's enthusiasm to continue writing these papers. Despite this challenge, the COR was able to produce a few different papers. These papers were shared with other frontline professionals who had an interest in the topic. Table 9 summarizes the Opportunity Papers completed by the COR during the evaluation period.

Table 9. **Summary of Opportunity Papers Completed by COR**

Topic	Description
Teen Parent Transportation to School	Examines how transportation for student-parents and their children is a barrier to school attendance. Since their children are not allowed to ride the bus with them, alternatives were explored to provide transportation for these students and their young ones.
Youth Drug Detox and Stabilization Act	Highlights challenges in enforcing the act due to limited access to facilities for northern youth facing geographic barriers.
Safety Compliance Team	Presents an opportunity for service coordination that will help bolster education and enforcement of liquor laws in public events and licensed premises.
Problem Solving and Agency Collaboration Training for Human Service Staff	Explains the necessity of training in all human services to educate and understand the value of collaboration. This paper also emphasizes the crucial nature of having all levels of leadership within on board and working together towards improved community safety and wellness outcomes.
Alcohol Strategy	Identified the need for a community-wide alcohol strategy that outlines opportunities to address Prince Albert's multiple alcohol-related problems.

A.1.4   Hub Support

Another activity of the COR—one that kept sector specialists particularly busy in the developing stages of CMPA—is Hub support. As part of this evaluation process, sector specialists and the two data analysts submitted 39 Hub Support Forms. The information collected by these forms suggested that the sector specialists provided a variety of supports to both the Hub as a whole and to their own agency's representative at the Hub table.

One of the more common types of Hub support was when sector specialists from the COR would fill in for Hub discussants who could not make a Hub meeting due to illness or booked holidays. One of the main reasons that sector specialists filled in at the Hub table is that, next to their current Hub representative, they were often the most experienced employee of their agency in risk-driven collaborative intervention. Furthermore, they also had existing rapport with Hub discussants from the other agencies, which made for a smoother transition into intervention planning and implementation. Overall, while the COR's function is not specifically to be a backup resource for the Hub, the fill-in by sector specialists when regular Hub discussants were away helped maintain consistency of the Hub model and protected the continuity of the mobilization process.

Aside from filling in for missing Hub discussants, the COR provided a variety of other supports to the Hub. These came in the form of data collection, helping out with complicated situations, navigating human service networks, learning how to become an effective Hub discussant, and promoting the referral process within the home agency—just to name a few. Table 10 summarizes the different types of Hub support activities provided by COR sector specialists during the evaluation period.

Table 10. **Type and Description of Hub Support Provided by COR Sector Specialists**

Hub Support Type	Description
Fill in for Hub discussants	Acted as a substitute for their agency when the regular Hub discussant was unavailable.
Train new Hub discussants	Provided mentoring, coaching and ongoing support to service providers who were new to the Hub table. Support was provided until the Hub discussant felt comfortable in their new role.
Environmental Hub situations	Provided support in data collection, communication and planning for Hub situations involving neighbourhood problems (e.g., increased gang activity, ongoing vandalism).
Develop databases and discussion practices	Developed a database and discussion guides to foster consistent and efficient Hub discussion practices that accommodate data collection, respect for privacy and due diligence in service mobilization.
Data analysis	Identified trends in risk factors, services mobilized, demographics and other variables to better inform Hub discussants of community needs.
Complicated Hub discussions	Helped Hub discussants navigate through the support network to more efficiently meet the composite needs of complex Hub subjects.
Systemic barriers	Provided support to Hub discussants in overcoming systemic barriers in helping to meet the needs of Hub subjects.
Accessing complex case management networks	Since the Hub is no venue for complex case management, the COR occasionally helped connect a Hub situation to complex case management supports so that Hub discussants could return their focus to risk-driven collaborative intervention.
Following rejection at Hub table	Helped the originating agency find a solution to their situation that was rejected at the Hub table, to not only promote risk reduction, but prevent frustration with the mobilization process.
Repeat Hub discussions	Where the same Hub subject was brought back to the Hub table multiple times for the same risk factors, COR sector specialists identified these situations as systemic and provided more intensive support to meet the client's needs.
Promote referrals within home agency	Worked with the Hub discussant to promote and encourage referrals from colleagues at their home agency.
Client refusal of services	Helped Hub discussants generate options for Hub subjects who refuse services offered to them during an intervention.
Service history checks	Occasionally helped Hub discussants conduct service history checks in their agency databases to inform a Hub discussion.

A.1.5   Community Involvement

Another role of the COR is to engage the broader community in an effort to promote community safety and wellness. The COR helps to create important relationships and enhance efforts to improve community mobilization in Prince Albert by not only by promoting CMPA, but by directly contributing to the work of other human service providers. Through the 29 Community Involvement Forms submitted for this evaluation, sector specialists describe a wide spectrum of community involvements they have had during the evaluation period. As Table 11 reveals, these activities can be grouped into solution-building, working groups/committees, conferences/presentations, announcements and community events.

Table 11. **Community Involvement and Engagement Activities of COR**

Involvement Type	Specific Involvements
Solution-Building	• discussion of chronic intoxicated persons in cells with Saskatoon Police Service • discussion of family supports with Family Futures
Working Groups and Committees	• Prince Albert Homelessness Partnering Strategy • Prince Albert Community Networking Coalition • Early Childhood Council • Sexual Exploitation and Child Abuse Committee • RCMP National Women's Advisory Committee • Deputy Minister's Senior Advisory Committee – Ministry of Justice • Compassionate Community Response Team
Attended Conferences and Presentations	• Canadian Community Epidemiology Network on Drug Abuse • Northern Justice Symposium • Violence and Aggression Biennial Symposium – University of Saskatchewan • Building Partnerships to Reduce Crime Community of Practice event • A Call to Action: Building Partnerships for Safer Communities • Saskatchewan Community Schools Conference • University of Regina presentation of substance use among Prince Albert youth • Presentation of Stop Now and Plan by Prince Albert Métis Women's Association • Presentation of results from Preliminary Impact Assessment on Prince Albert Hub • Community safety presentation at Physician's Advisory Group – Victoria Hospital • Attended community partnerships meeting at Northern Inter-Tribal Health Authority
Announcements	• Launch of End it Now: A Community Plan to Reduce Violence Against Women and Girls in Prince Albert and Area • Launch of Housing First Program • Announcement of Saskatoon COR
Community Events	• Participated in community consultation with Setting the Stage: An Initiative to Reduce Violence Against Women and Girls in Prince Albert and Area • Helped coordinate presentation by Dr. Jean Clinton to Prince Albert Regional Intersectoral Committee • Supported Pink Shirt Anti-Bullying Rally • Attended swearing in ceremony for Police Chief Troy Cooper • Coordinated with community partners to host a presentation by Dr. Martin Brokenleg • Provided presentation on gangs to students at St. Michael School

A.1.6   Agency Representation

To make sure that their own agencies remain engaged and supportive of community mobilization, sector specialists are tasked with reaching out to their home agencies on a regular basis to provide updates, clarify roles, and generally 'keep in touch'. They also represent their agency at CMPA and help support their agency's representative at the Hub table. Throughout this process, sector specialists undertook a variety of activities. These included: providing staff updates at their home agency; encouraging referrals; answering questions from home agencies; building support and involvement; promoting collaboration outside of Hub; working on specific initiatives; engaging in discussions around privacy with their home agency staff; coordinating Hub visits; clarifying roles; and measuring Hub outcomes and impact. As Table 12 indicates, the more common agency representation activities included the encouragement of referrals and building support and involvement from the home agency.

Table 12. **Agency Representation Activities of COR**

Agency Representation Activity	N
Staff updates	13
Generate referrals to Hub	18
Answer questions	10
Build support and involvement	15
Promote collaboration outside of Hub	7
Work on specific initiatives	9
Privacy discussions	11
Coordinate Hub visits	12
Role clarification	9
Hub measurement	6
TOTAL	*110*

A.1.7 *Capacity Building*

To help themselves, one another and other human service professionals develop capacity to contribute to risk-driven collaborative community safety, COR sector specialists engaged in a number of different capacity-building endeavours. Table 13 provides an overview of the capacity building that the COR delivered and received.

Table 13. **Capacity Building Delivered and Received by COR Sector Specialists**

Delivered or Developed	Received or Attended
• Provided Filter Four training to Hub discussants • Created Filter Four training videos • Relationship building between academics/local agencies • Violence Threat Risk Assessment training to service providers from multiple sectors • Hub training • Access to RCMP PROS database for CMPA analysts	• Twitter training to enhance outreach • Training on various pieces of relevant legislation: Youth Criminal Justice Act; Child and Family Services Act; Health Information Act; Advocate for Children and Youth Act • Workshop on at-risk youth • Training on trauma-informed approaches to working with children exposed to violence • Advocacy leadership training • ArcGIS map training • Geo-profile mapping course • Mental health and policing conference • Mental health first aid train the trainer course • Training in social return on investment • GIS mapping tutorial • Tactical analysis training course • Crime prevention through innovation conference • Violence Threat Risk Assessment training • Aboriginal gang exit strategy training

A.2   Interview Results

Results from interviews with COR sector specialists members of the Operational COR Committee and members of the Executive Steering Committee, are all presented together. The dialogue from respondents is grouped into several different categories: COR purpose, function and structure; activities of the COR; collaboration; outputs and outcomes; benefits of the COR to individual human service professionals; benefits of the COR to partner agencies; challenges and barriers; key ingredients; suggestions for improvement; recommendations for replication; recommendations for regionalization; reactions to regionalization; the Opportunity Paper process; the structure of leadership and governance for the COR; and opportunities for data sharing within the COR.

A.2.1   COR Purpose, Function and Goals

Feedback from interview respondents describes the COR using adjectives such as collaborative, project-driven, problem-focused, capacity-building, bottom-up, locally-developed, dedicated and multi-sector. During the interviews, the COR's *purpose* was described as working collaboratively to identify systemic issues affecting the delivery of human services, bring attention of these systemic issues to agency leaders, and generate a number of alternatives that would potentially address the problem. Interview respondents thought that the COR was designed to bring some of the best talent from different agencies together to combine experience and data to determine opportunities for systemic improvement.

Respondents described the COR's *function* as experienced human service professionals from multiple sectors coming together in a think-tank fashion to share perspectives, build cross-sector relationships, learn from one another's experiences, and gather and analyze primary and secondary data that would help inform improvements to the human service system—even if such improvements deviate from the status quo. According to respondents, the COR is in a unique position to combine data with local frontline perspectives to identify systemic challenges that affect the delivery of support to communities.

The COR's *goals* were described in relation to different levels of its functioning: to mobilize a community to secure improved community safety and wellness; to overcome historic differences between sectors and build collaborative working relationships that contribute toward improved service delivery; and for sectors to learn about one another and improve their collective impact.

One common observation among respondents was that, particularly in its first two years, the COR took on important developmental tasks associated with the Hub model. As one agency manager described:

> *The COR spent much of its first year professionalizing the Hub model and served as a catalyst for replication of the Hub across Saskatchewan. It also navigated risk-driven collaborative community safety through an intense discussion on privacy. However, the COR's main purpose is to highlight opportunities for government to address systemic challenges within the human service delivery system.*

A.2.2   Activities of the COR

In fulfilling its purpose, the COR undertook a number of different activities—many of which were captured in the internal data collection process described elsewhere in this evaluation. Activities mentioned during the interview process included identifying systemic issues; engaging agencies in the

Hub model; generating alternatives for improving services; building understanding and trust; providing supports to local agencies trying to engage in the mobilization process; providing outreach to community organizations; working with Hub representatives to strengthen their role at the Hub; bringing a frontline perspective to government; sharing their perspective of the Hub model within their own sector; contributing to local sector development committees; and improving communications between agencies.

The most commonly-mentioned activities, however, were the provision of outreach to other human service providers informing them about the Hub model and what risk-driven collaborative intervention entails; the production of Opportunity Papers that highlight various solutions to systemic issues; the development of a Privacy Impact Assessment; and professionalizing the Hub model by working on discussion process, information-sharing discipline and intervention practice.

Several respondents felt that the single most important activity of the COR was professionalizing the Hub model. As one sector manager described: "The biggest thing COR did was remove a lot of obstacles, overcome barriers, establish relationships and build a strong foundation for the Hub model. Had it not been for the COR at CMPA, the Hub model would not be what it is today".

A.2.3   Collaboration

One of the main inquiries of this evaluation was to determine how collaboration functions within the COR. Feedback from respondents indicates that collaboration at the COR occurs continuously and with ease. The COR was described as providing a single point of communication, where issues are identified and all the information is out on the table for each agency to take responsibility and play a role in finding ways to find solutions to problems. As one respondent observed, "Any sector specialist can reach out to their office partner and ask for assistance/feedback immediately—there are no barriers in asking questions or identifying what other sectors can and cannot do". One key trademark of collaboration at the COR is that it is 'on-demand'. Whereas in conventional settings, it often takes a week or more to have another agency respond to a question, the COR allows for questions and collaboration to occur immediately. Another key feature of collaboration at the COR is that it provides some organization around the cooperation that many agencies have enjoyed in the past: "The COR has allowed us to formalize our collaboration, something that we always did in [Prince Albert], but never really had structure around it".

One of the major enablers of collaboration for the COR has been the shared office building in which sector specialists are situated. Several respondents pointed out that being able to walk down the hall, or turn to your office partner, and ask a question, or start a serious conversation—without booking appointments and scheduling a meeting room—has been a major asset for collaboration in the COR.

One of the benefits to this collaboration is that it creates an environment that is conducive to agencies helping one another. Several respondents pointed out that because of the trust developed between the partner agencies, sector specialists can challenge one another on why things are done a certain way by some sectors. Others pointed out that the day-to-day communication, interaction and cooperation among the team leads to creative solutions. Finally, one respondent explained that the COR's ability to collaborate has opened up some opportunities to improve service delivery: "There has been insulation between the different layers of government that stop information from going up...The COR has helped get some of those messages through, and has the potential to be a real mechanism for fostering the types of changes that lead to improved service delivery".

Of course, collaboration, even at the COR, does not always come easy. There are several ingredients to achieving successful collaboration. As one respondent explained, "collaboration is actually more difficult than people think, you really have to remove the sense of 'what's in it for my agency?'". In order to collaborate, others recommend that sector specialists need to be prepared to hear things that they don't want to hear: "You need to be able to take constructive criticism and not be defensive". Another respondent explained that, "collaboration requires gaining an understanding of other agencies' mandates—and hearing what other people's thoughts are".

Beyond these key ingredients, a significant barrier to collaboration in the COR has been varying interpretations of privacy. As several respondents alluded to in their interviews, collaboration became more difficult and tenuous once varying interpretations of privacy legislation started to emerge around both the Hub and COR models. As one sector specialist described, "collaboration became less dynamic and more limited with every visit from the privacy folks". Others explained that their own uncertainty over privacy made participation in the model challenging.

A.2.4   Outputs and Outcomes

Of most interest to evaluators is dialogue on outputs and outcomes. During the interviews with sector specialists and key stakeholders, a number of outputs and outcomes were discussed. With respect to the former, the COR was described as producing a community alcohol strategy, Opportunity Papers, enhancements to the Hub model, a means to share information within the confines of privacy legislation, a public safety compliance team, outreach to Hub agencies, and opportunities for professionals to better understand community mobilization. By virtue of the OCC and ESC, the COR also provided opportunities for agency leaders to work together. In discussing the COR's outputs, several respondents pointed out that the COR was primarily focused on professionalizing the Hub model, privacy interpretations, Opportunity Papers, and outreach to other communities and professionals wanting to learn about the Hub model.

Respondent dialogue on COR outcomes tended to focus on three areas: opportunities for collaboration, increased awareness, and improvement to services. With respect to collaboration, interview respondents described that the COR allows human service professionals to go beyond networking and actually work together in a shared initiative. One agency manager explained that, "The COR broke the ground on collaboration and forged a path that has generated significant system-wide partnerships around risk". Another explained that the COR has broken some conceptual ground and has really brought a new meaning to 'collaboration' in the public sector. Overall, most respondents reported that inter-agency collaboration has grown because of the COR.

Within the context of the COR, collaboration is often the means to a desired end. It is a tool that human service providers use to find answers and solutions. However, there is value in collaboration itself. One sector manager explained that the COR has increased community trust and appreciation by showing how multiple agencies can work together to solve problems and build efficiencies. Another sector manager believed that the collaboration achieved at the COR was meaningful on its own: "At the end of the day, if the COR accomplishes nothing, the journey was worth it to us simply because of the strong relationships it has helped us build in areas where we have failed miserably for years. The COR has made us all accountable to one another and let us believe in and support one another".

Another group of outcomes mentioned during the interviews concerned awareness. According to respondents, the COR has brought awareness to the interconnectedness of different issues in the community. For example, whereas school absenteeism was always thought of as an educationalist matter, other agencies are playing a role in identifying and providing solutions to the problem. The COR was also described as creating an acute awareness that multiple sectors are oblivious to what other sectors are dealing with. This has prompted the COR to work hard at sharing perspectives across sectors, listening to one another, and exploring new opportunities together.

The final group of outcomes concern improvements to the human service delivery system. Some of these improvements are direct and tangible, while others are still described as opportunities and potential. The following bullets introduce key outcomes concerning improvements that had been perceived by interview respondents:

- "The existence of the COR has put pressure on our leadership to collaborate and change—to have broader conversations than what they are used to having."
- "The COR has provided us with a lot of support around truancy and absenteeism, which helps us better understand the reasons for fluctuations in attendance and the related risk factors."
- "Government ministries are getting bigger and broader. The COR helps to localize and add a genuine frontline lens to matters—with the potential to improve things."
- "Individual work with clients has improved in Prince Albert because of the support the COR gave to human service providers in developing solutions for their clients."
- "The COR provides a local opportunity to identify and provide solutions to important systemic issues that impact our clients and our staff. Most of these issues slide under the radar of our leaders in Regina."
- "Thanks to the COR, Saskatchewan now has a disciplined, structured and effective Hub model."
- "Greater attention is now paid to school attendance patterns and upstream interventions to help families."

A.2.5 Benefits to COR Sector Specialists

Responses to the question soliciting feedback on benefits of the COR to sector specialists produced a number of perceived benefits. These included strong, valuable relationships; professional credibility; access to expertise; increased capacity to generate solutions; improved ability to support colleagues at the home agency; a broader perspective; opportunities to problem-solve; an avenue to work upstream; heightened awareness to the complexities of risk; direct analytical experience; enhanced self-awareness and awareness of the home agency; and, continuous opportunities to collaborate.

Overall, respondents were quite content with the experience of human service providers at the COR. As one sector specialist described, "Being in the COR has been the best professional experience of my life. While trying at times, it has given me a broader appreciation of the various sectors and has helped me work better in my own sector". In describing her own observations of the COR's impact on sector specialists, one agency manager shared that, "Employees who sit at the COR have been given a renewed sense of urgency, of purpose. They are eager to work with others and do their jobs well. This is uplifting and encouraging for the rest of our agency".

A.2.6   Benefits to Agencies

While participation in the COR presents certain benefits to individual sector specialists, it has also generated benefits for their agencies. The major themes of these benefits include increased capacity; new opportunities in analysis and innovation; improved relationships; access to statistics and information; multi-sector knowledge about privacy; increased self-awareness; mutual accountability; improved communication; access to resources and service supports for high-risk clients; fresh perspectives to old problems; opportunities to address challenges without damaging relationships; improved information-sharing; and, improved reporting. One of the most common benefits of COR involvement to agencies is the opportunity for agencies to become part of the solution. Representing the sentiment of many agency leaders, one in particular shared that, "the COR allows our agency to become problem-solvers, rather than continue on as a reactionary routine with little sustainable impact".

A.2.7   Challenges and Barriers

One important purpose of evaluation is to identify the challenges and barriers affecting the implementation of an initiative. With respect to the COR, sector specialists and stakeholders were able to identify a wide variety of challenges. As one respondent commented, "when you're trying something new, you're going to come across a lot of obstacles". This has certainly been the case for the Prince Albert COR. The challenges revealed by interview respondents have been categorized into 7 different sources: internal, partner agencies, role understandings, process, privacy interpretations, government and the Building Partnerships to Reduce Crime initiative.

Internal

Internal to the COR, a number of challenges have stood in the way of progress. One challenge mentioned by several respondents has been turnover in the sector specialist positions. Although agencies are encouraged to rotate their staff through sector specialist positions every three years, there has been considerably more turnover in some postings at the COR, compared to others. This has impacted the cohesion of the COR team and has prolonged relationship-building and project planning. As one respondent explained, "Getting a rhythm going with constant turnover at the COR can be challenging".

Another commonly-mentioned internal challenge of the COR has been the entire developmental stage of both the Hub and the COR. According to respondents, forming a foundation and general momentum for the COR took a long time. There were relationships that had to be built, expectations to be verified, and priorities to be outlined, all of which took time. Similarly, while most sector specialists knew they had to support the development of the Hub model, providing that support also took more time than was expected.

A related challenge to the development of the Hub and COR has been the large amount of attention that the COR team had given to broader communications and outreach. According to one sector specialist, "the sales and marketing pitch for CMPA went on for far too long. It was necessary, but ended up becoming the only thing people talked about—as opposed to discussions around what we can work on and how can we achieve it".

A final internal challenge to the COR surrounded perceptions that sector specialists have of their role at the COR. The strength of the COR is that it brings together a group of multi-sector professionals with diverse skill sets, expertise and backgrounds. Amid such diversity, there is also opportunity for individuals to have different opinions of the COR and their own role at the COR. According to respondents, challenges occur when people come to the COR with their own agency specific agenda or preconceived notions of what they wish to accomplish. While ambition is a good characteristic for sector specialists, the COR is intended to be a team environment. This means that all the work done at the COR should be collaborative in nature.

Partner Agencies

When initiatives, such as the COR, mobilize various partners to participate, some challenges can stem from the partner agencies themselves. Some of the barriers raised by interview respondents concerning partner agencies include: challenges accessing data and information; differences in workload/holiday schedules among the different sectors; resistance to change; disparity among agency contributions and commitments to the COR; limited available funding for the COR positions or the $25,000 required for operational support; human resource limitations; and inconsistency in the extent to which agencies communicate with and engage their COR representative.

Another complicated challenge for partner agencies has been the strain that they experience as they try to balance their support for the broader implications of risk-driven collaborative community safety and wellness with their own agency's operations, strategic priorities and sustainability. While there are long-term benefits which cross-sector collaboration may yield, the reality for a lot of agencies is that they also have to manage their human resources, budgets, and funder expectations, which, in the short-term, do not reveal any tangible benefits from being involved in the COR.

Other challenges mentioned by respondents were that some agencies have pulled their staff back to the home agency when they have shortages—which they perceived as being unfair to other agencies represented at CMPA; the mixed level of agency commitment to the COR has resulted in a shift from a whole-of-team collaborative approach to collaboration among two or three agencies most committed to the model; and a lack of recognition of the work various home agencies contribute to the Hub and COR that results from the attention placed on CMPA rather than its member agencies.

Role Understandings

The complications of bringing together multiple agencies and different levels of management, can lead to confusion over roles. Respondents from the COR and both committees shared the view that there is a lot of variation in the understanding of roles for the COR, CMPA Executive Director, Operational COR Committee, Executive Steering Committee, BPRC and the government. For instance, some described the process of authority as coming from the Executive Steering Committee while others described it as coming from the Ministry of Justice. At a local level, there were multiple reports of miscommunication between agency leaders and the COR sector specialists. As one respondent explained, "leadership needs to keep the COR in the loop on things. While a top-down approach is counter to the COR model, some minimal strategic direction from the OCC would help". Another shared that, "because the Executive Steering Committee and Operational COR Committee don't truly understand their roles, there have been multiple missed opportunities for leadership to support actions that would strengthen the COR and give sector specialists the confidence and assurance they need to continue moving forward".

These sentiments are echoed by an agency manager who shared: "We at the steering committee level have little impact on the priorities of CMPA. Although we have the right people at the table, we've failed to exert any influence or direction. That's partially because we're not sure who's in charge—us or BPRC". Another agency manager felt that the proper flow of communication has been confusing at times: Typically, information will come from the Ministry of Justice to CMPA, and then CMPA to the committees. It should flow from the Ministry, to the two committees, then to CMPA".

Opportunity Paper Process

One of the biggest challenges outlined by respondents was the fact that there has not been any clear understanding of the flow of Opportunity Papers from the COR to government. As previously described, one of the major responsibilities of the COR is to identify systemic issues and report them up-line to government. However, without a formal process in place, none of the COR's papers have been received by the intended level of government. This has been an extreme source of frustration for sector specialists. Consequently, as one respondent stated and several others would agree, "this has pretty much grounded our Opportunity Papers to a halt. The result is that the COR team has drifted off into doing more agency-specific work, bilateral projects, outreach, and their own agency representation". One respondent in particular felt that, "Not having a formal process in place for Opportunity Papers to move up-line has undermined the energy and momentum of the COR. In a lot of ways, some members of the COR team have reverted back to work within their own silo".

Another challenge stemming from the Opportunity Paper process is that there is still fear of ramifications to sector specialists for challenging the way in which their agency operates. As several respondents explained, despite the purpose and intent of the COR, sector specialists are still concerned that they may face retribution from their home agencies if they suggest alterations to the status quo. During the interviews, both managers and sector specialists explained that the latter group has the freedom to contribute meaningfully to Opportunity Papers—even if that means being critical against their own agency. However, this message to sector specialists has not been formalized anywhere.

Privacy Interpretations

A long-time challenge for CMPA has been varying interpretations of privacy legislation. This has required a significant amount of work on a part of the COR team in Prince Albert. As one respondent recalled, "Addressing privacy and describing our method and intent of information sharing was a time-consuming, but necessary step". A second respondent explained that "Different interpretations of privacy and ability to share information has upheld a lot of progress in the COR". Overall, respondents agreed that addressing privacy was an important step for both the Hub and COR; however, it did take up a lot of time that was reserved for day-to-day work of the COR.

Government

One of the more significant sources of frustration for interview respondents, particularly agency leaders, has been the role of government in community mobilization. Nearly all respondents acknowledged that government funding from the Ministry of Justice has been critical to the COR's existence. However, the growing role of government in community mobilization has slowed the development of the COR significantly. This stems from two interdependent issues: the Ministry of Justice playing a dominant role and other ministries playing a passively-supportive role in community mobilization.

Capturing the sentiment of several respondents, one agency leader claimed that "the Hub was a grassroots initiative that came together quickly and worked well. We thought the COR was going to come together quickly as well—but it took a lot longer once government became involved". As described previously, progress at the COR was hampered by a tug-of-war between the Ministry of Justice playing a lead role and other agencies passively supporting the Hub and COR concepts. Illustrating this, one respondent shared her concern that this tug-of-war was starting to have an impact on the image of community mobilization in Saskatchewan:

> A real challenge has been that the entire movement of community mobilization in Saskatchewan has been driven by one sector: criminal justice. Despite attempts by criminal justice stakeholders to declare the Hub/COR model is not a 'justice thing', it is only their bureaucrats, leaders, rules, perceptions and advisors that have guided this initiative. Leadership in other sectors needs to stand up and take an active role in guiding, developing and owning community safety and wellness in Saskatchewan. If they fail to do so, there will be less buy-in among human service providers and more resentment toward criminal justice leaders for 'owning' the whole initiative.

Agency leaders believed that other sectors need to create shared ownership of the COR. While mostly all indicated that the Ministry of Justice has done tremendous work in developing the model, shared ownership—as complex as it may be—was perceived as a necessity for success and sustainability. As one respondent explained: "We cannot have the Ministry of Justice walk into this alone. From day one, McFee said nobody should have ownership. Other agency partners need to step up, and BPRC needs to relinquish some control to the partner agencies supporting the effort".

Building Partnerships to Reduce Crime

To help facilitate the growth and expansion of community mobilization in Saskatchewan, the Ministry of Justice developed the Building Partnerships to Reduce Crime (BPRC) initiative. This initiative, staffed with an executive director and several implementation consultants, was tasked with supporting Hubs and the development of CORs in Saskatchewan. Despite well intentions, several of the challenges affecting the COR were perceived to stem from BPRC.

Overall, the BPRC factor in the COR model is a 'damned if you do, damned if you don't' scenario. BPRC took over outreach from CMPA so that the latter could focus its attention on other matters. BPRC also helped create relationships between sectors that spanned the province. Unfortunately however, in their efforts to be supportive, BPRC has triggered a few challenges for the Prince Albert COR.

The first of these challenges was the slowness of response and messaging from the BPRC program. Multiple respondents complained that, too often, the Government of Saskatchewan will announce coming changes or deliverables—and then take an overly long time to announce or further clarify the details. Although many of the delays in deliverables were due to a wide range of factors, the BPRC team as messenger, often ended up receiving the blame. Some examples include the privacy impact assessment, training videos, learning resources, implementation of Hub database, governance structure and Opportunity Paper process. According to one respondent, "Everything…is 'next month', or 'several months' away. People get frustrated when they're told to hurry up and wait". Another respondent complained that "nothing is timely; it's always a 6 to 9-month wait for things".

Some respondents perceived that BPRC's inefficiency was, in part, related to internal changes and turnover occurring within BPRC itself. In addition, several respondents pointed out that the government

has tasked BPRC to lead the replication of community mobilization in Saskatchewan, but were unaware of expectations and dynamics surrounding local agencies. Despite having talented staff working at BPRC, constant turnover and being largely based out of Regina [during the evaluation period], had a negative impact on their capacity to drive community mobilization in Saskatchewan.

The third BPRC-related challenge concerns communication between BPRC and the COR in Prince Albert. According to respondents, "BPRC has sent mixed messages, kept the COR waiting far too long for answers, and has erected bureaucratic and relationship challenges that have undermined the synergy and momentum of the COR"; "There has always been a strong communication gap between BPRC and the COR—which is odd considering Prince Albert is the proof of concept laboratory for the province".

Another challenge revealed during the interviews is that "BPRC has become a bureaucracy itself—which is totally against the intent of this community mobilization movement to begin with. Collaboration needs to start at the community level and be managed by local leaders—not instructed and coordinated by an entity within a single partner agency". Several respondents claimed that the province's support for the COR is critical. However delegating the management of community mobilization efforts in Saskatchewan to BPRC was perceived to place the entire initiative back into a single silo away from the partners it needs to engage. This has had a negative impact on the enthusiasm and support from local management, who see BPRC as holding all the authority in what is supposed to be a multi-sector initiative. An example of this perspective is found in the comments of one agency manager:

> *Every piece of communication, knowledge-sharing and professionalization of risk-driven collaborative intervention in Saskatchewan is filtered through BPRC—which creates another silo that is assimilating into the traditional bureaucratic culture. We can't have BPRC leading this initiative single-handedly; it must be driven and owned by a genuine multi-sector partnership.*

With respect to ownership, several interview respondents felt that BPRC has unintentionally perpetuated the perspective that CMPA is a justice initiative. One respondent complained that, "we have lost our say in the structure and function of the COR—which doesn't bode well for local partner agencies who were the originators of the Hub/COR model". Another observer noted that "BPRC explains that the Hub/COR model is not about crime and policing, yet their name bares the word *crime* right in it. If you want partners to jump on board, it can't be just about crime".

According to several respondents, the role of BPRC in Saskatchewan has evolved from handling outreach and garnering community support for the Hub model, to one that manages and directs the collaborative efforts of human service providers who were originally mobilized to have a bottom-up impact on services and delivery. As several respondents alluded, while leadership is important in building consistency, professionalism and practice standards, it shouldn't take away ownership from the very investors (i.e. local agency leaders) who have made the entire initiative possible in the first place. Finally, as one respondent observed, "There's nothing wrong with being a leader, but good leaders make their partners feel empowered. That isn't happening with BPRC and its engagement throughout the province—BPRC has set out to build a collaborative model without collaborating".

In defense of BPRC, several respondents noted that the Ministry of Justice has been the only one to 'step up to the plate' and make a significant commitment to the initiative. While local agencies have contributed to COR, their ministries have failed to demonstrate any clear provincial commitment to mobilize at a government level—and contribute towards a provincial approach to community safety and

wellness. As one respondent explained, BPRC has become the default coordinator of Hubs and CORs in Saskatchewan, thereby adding rigidity and provincial structure to a so-called local initiative:

> *When you have a whole province interested and willing to replicate, there are a lot of questions, uncertainties and fears. There is also the desire to maintain consistency and a certain quality of practice. This forces a government to take something simple, real and human, and turn it into a program framework. While BPRC is certainly well-intentioned, a few unintended consequences have resulted.*

Additional observations of the dominance of BPRC and complacency of other ministries suggest that high-level government should not be involved at all. As one respondent offers, "The Hub/COR concept does not work in a government model—there are too many rigid protectionist barriers that undermine the spirit of innovation and cooperation". A different respondent explained that "the problem with the community mobilization movement in Saskatchewan is that we are housing it in the very system we are trying to change".

Summary of Challenges

Overall, the challenges that the COR has faced, have had an impact on the spirit and momentum of the COR. As one sector specialist recounts, "The COR has spent so much effort breaking down barriers and paving the way for community mobilization that it has taken the wind out of us. We need to be empowered again to be dynamic". According to three separate respondents quoted below, the COR is in a lull period right now, and people are frustrated with not having a formal process for the Opportunity Papers, with the uncertain changes in the governance structure, and with the regionalization of the COR:

> *COR is sitting idle because the Executive Steering Committee is not giving them priorities, nobody knows how to send the reports to various government leaders, nobody is clear on sharing information among partners, the governance structure is completely undecided, and the potential for regionalization offers a lot of new challenges [that] the COR and its agency partners may not be ready for.*

> *It took a long time for the COR to try and function the way it was designed to function. The COR broke trail in a lot of areas, for both Hubs and other CORs. That effort really took away from their focus on generating solutions to systemic problems.*

> *Without direction from the partner agency leaders, the COR will soon reach limits of its potential. The COR is in a giant lull, suspended between their own local agency leaders and direction from BPRC.*

A.2.8   Suggestions for Improvement

Respondent suggestions for improvement reveal several different areas where adjustments, enhancements, clarification or new support could improve the COR and the outputs it produces. These include suggested improvements in internal operations, capacity, communication, agency support, leadership, information-sharing, structure and funding.

Internal Operations

Within the COR, a number of suggestions were provided by respondents to improve operations. First, the COR needs its own strategic plan that helps to outlines its tasks, objectives, interactions with the community, and collective responsibilities for accomplishing goals. Next, the COR needs to work on projects that overlap the expertise and jurisdiction of most members of the team. Projects should be driven by the opportunity for everyone to contribute, and these projects should always have at least three different sectors involved. Third, the projects undertaken by the COR should be guided by a work plan and tracked using some sort of performance monitoring tool. Another suggestion was that the day-to-day work completed by sector specialists needs to shift into collaboration mode. As one sector specialist suggested, "We need to change our Monday meetings from 'what am I going to do' to 'what we are going to do'".

Another set of suggestions regarding internal operations concerned the executive director. According to respondents, the executive director should be given the authority (and encouraged) to direct sector specialists in planning their projects and contributing to the team's overall deliverables. The executive director should also be given an opportunity to weigh in on decisions pertaining to the secondment of candidates to the COR as he/she would have a good understanding of the traits and skills which would be ideal in a COR environment. A final suggestion on leadership was that the executive director of the COR should not also chair Hub meetings:

> *To maintain site of the big picture, of institutional relationships and of the projects that the sector specialists are working on, the COR's executive director should not double as the Hub chair. While this has certainly allowed the Hub model to grow and flourish in Saskatchewan, the Hub is operational while the COR is strategic. When an executive director chairs a Hub meeting, they are pulled down and distracted by basic operational stuff that they are not even involved in.*

Capacity

A second area of improvement for the COR is in the area of capacity. According to respondents, the COR would greatly benefit from a communications advisor, and a trained research expert to help build the capacity and credibility of the team. The COR would also benefit from having access to a company vehicle—rather than everyone using their personal vehicle. As regionalization becomes closer to reality, transportation capacity will become a growing issue. In addition, it was perceived that the COR should be expanded to include federal human service providers whose expertise are not already represented at the table.

Another observation made by respondents was that the building out of which the COR operates is not completely conducive to teamwork. While there are some multi-desk rooms, there are also a lot of different offices off by themselves. According to some, the entire COR team needs to be within eyesight of one another. Others felt that the current building was sufficient, but that the offices could be juggled around to foster more cooperation and teamwork.

A final suggestion regarding capacity concerns the sector specialists themselves. As one agency leader remarked, "The COR has strong clinical representation but could benefit from more strategic and research-based professionals. Just because someone is 'the best' at clinical work doesn't mean they'll be the best at research, identifying solutions, writing papers, and building relationships". A related

observation was that COR outputs could be improved if they had access to knowledge resources (e.g. electronic article database), university libraries, and, as already stated, support from academics.

Communication

One of the areas that interviewees felt could use some significant improvement is communication. This includes communication between agencies and the COR, and between agencies and the government. One suggestion was for agencies to develop a strong, regular back and forth exchange with their representative at the COR. This may include regularly-scheduled meetings with their home agency to allow sector specialists to receive the support they need, and to involve their home agency in the collaborative process.

There is also a need for improved communication between the executive director and each partner agency. Several respondents suggested that regular one-on-one meetings between the executive director and partner agency leaders would help build relationships and identify strategic priorities for the steering committee to provide to the COR. These meetings could also provide important opportunities for the executive director to negotiate access to data, troubleshoot problems and update agency leaders on progress at the COR.

A final suggested improvement in communication concerns the steering committee and government. According to one respondent, improvements in communication between the Executive Steering Committee and the Ministry of Justice are critical:

> *The explosion of Hubs across Saskatchewan and the rest of Canada, has caught us all by surprise. This has taken away from our effort to fine-tune the COR. We need a proper communication process for all CORs so that there is no chaos, learn-as-you-go, or stumbling that we experienced in Prince Albert over the past 3 years. Most importantly, our committee needs an open line of communication with the government—rather than indirectly, through the executive director.*

Agency Support

Just as the COR can try and improve its own practices and procedures, partner agencies can do their part to improve their own role at the COR. One of the most commonly-mentioned improvements in agency support for sector specialists concerns the work they do to identify solutions to systemic issues. According to respondents, "We need to create an environment where we can identify systemic issues without being chastised for doing so"; and "There needs to be a clear and vocalized commitment of agencies that they want their staff digging into issues and looking at alternatives to current practices". Providing sector specialists with the confidence that they will not face retribution at their home agency will provide a much-needed boost to creativity and innovation at the COR.

Another area that partner agencies can make improvements to is in their own alignment, as partners. Several respondents pointed out that agencies need to share the same values. Agency partners should also make an effort to not only put suitable people at the COR, but be actively engaged in activities at the steering committee level. One way to help with the former would be for agencies to have a fairly detailed COR orientation process that helps prepare their staff for secondments to the COR. Additionally, partner agencies should make sure that their COR position is always filled. To help with the latter, partner agencies should work with other partners to set strategic goals and identify priority areas that are relevant to their own agency and serve as a motivating force to secure their active involvement.

A final area of improvement that partner agencies can focus on in is ownership. According to several respondents, ownership of the COR has drifted over to the Ministry of Justice because no other partners are becoming involved at the top levels of leadership. As one of these respondents shares, in order for more agencies to grow their interest in the COR model, this needs to change:

> There needs to be a genuine multi-agency ownership of the COR—as opposed to the Ministry of Justice single-handedly being responsible for the growth and development of community mobilization in Saskatchewan. The Ministry of Justice deserves accolades for its support and development of opportunities for community mobilization in Saskatchewan. However, other partners need to step up. This will not only diversify and enrich the process, but it will bring a much-needed boost in buy-in from the other agencies involved.

Leadership Committees

Feedback from sector specialists and members of both the Operational COR Committee and Executive Steering Committee revealed a number of opportunities for improving the leadership committee component of the COR. Several respondents felt that the meetings are too short, infrequent, and do not accomplish much. They felt that the meetings should always involve some aspect of strategic planning and/or priority setting. One interviewee recommended that Operational COR Committee meetings in particular, be focused on developing an overall structure and action plan that outlines how the COR should function and operate. Several other respondents pointed out that committee meetings should involve just as much collaboration as Hub and COR meetings.

Other areas to improve leadership committees of the COR involve attendance, relationships and role. Feedback from respondents indicated that agencies should designate and commit one representative to the leadership committee because constant turnover impedes the ability of that committee to accomplish anything. Concerning relationships, past confusion over the relationship between the leadership committees and the COR suggest that revisiting the structure of CMPA would be a valuable exercise. Finally, with respect to role, several declared that more clarity is needed regarding where CMPA's executive director receives his/her directives from.

A final recommendation concerning the leadership committees was that the two committees be merged. According to several agency leaders, the COR is over-managed and tying up multiple levels of an agency's leadership for a single initiative is inefficient. Several members of both committees suggested that only one committee be established to lead CMPA.

Information Sharing

One of the primary issues that CMPA has faced during its existence surrounds information-sharing. In the beginning, much of the COR's focus was on information-sharing at the Hub table. Now that proper procedures have been established at the Hub (e.g. Filter Process), more focus can be placed on information-sharing at the COR. One of the areas that need work, according to respondents, is sharing and linking data among COR sector specialists (via the analysts). Each agency has their own data on high-risk clients. For the purposes of identifying trends that may suggest systemic issues, the COR team needs to find a way to merge that data. As one respondent shared, "We need to be able to share information and data without worrying about how it affects privacy". Another respondent recommended that, "The COR needs its own set of guidelines and information sharing policies". A final suggestion offered was

that, "Government needs to work hard at establishing clearer communication within our ministries on the sharing of information for the purposes of research—which is different than why information is shared at the Hub".

Structure

One area of improvement that requires a concerted effort from all those involved is the development of a structural framework for the COR. According to one agency leader,

> *CMPA can't sustain itself on local champions and endearing personalities. It needs structure and partner commitments to weather the storm of competition for funding and personnel. We need a clear structure and a funding framework to support this beyond the enthusiasm of local champions.*

Echoing this concern, other respondents felt that the "COR could use some help strengthening its organizational design and structure"; that the "leadership committees should be structured in a way that promotes the development of collective priorities and energizes leadership interest in fostering collaboration among themselves"; and, that "structures that are developed, maintain the flexibility of CMPA so that it doesn't become another rigid, slow-moving wing of the bureaucracy".

Specific to projects of the COR, sector specialists felt that they needed "a structure that guides our collaborative work at the COR—specifically around projects, what we hope to accomplish, and our work plan for getting these things done" and, that these structures should "track progress". Committee members and sector specialists agreed that there should be two-way communication for any COR project. The local steering or provincial government committee can set priorities, but the Hub/COR should also be able to identify their own systemic issues they wish to work on. Regardless of how issues are identified, the COR should receive feedback from a multi-sector group of government leaders. This would validate their efforts and help them improve their process and outputs.

Funding

The final group of suggested improvements concerns funding. Several respondents pointed out that depending on local agencies to fund the COR and its sector specialist salaries was challenging and inconsistent. CMPA needs core funding for the COR so that sector specialists can focus on collaboration instead of trying to justify their job to their home agencies. In addition, core funding for the COR would also alleviate disparity between what local partners contribute to the COR. According to one respondent, there is also a need for "funding to continue to evaluate and assess what the Hub/COR is doing, so that we can identify lessons learned, share our experiences with others, improve our practices, and continue to embrace opportunities for collaboration".

A.2.9   Suggestions for Structuring Leadership

When respondents were asked to discuss their views on the leadership of community safety and wellness in Saskatchewan, one common theme emerged: to date, the criminal justice sector has been a clear architect and champion of community mobilization in Saskatchewan. However for this process to be genuine, other sectors need to be an equal partner in the leadership of community initiatives like the Hub and COR. Capturing this sentiment are the comments of one agency leader:

Leadership of the entire community safety and wellness landscape in Saskatchewan needs to become genuinely multi-sector. The same multi-sector gathering of local leaders that occurs in communities also needs to occur at the top level of government. When other sectors become visibly involved in the design, investment, oversight and promotion of community mobilization, it will gain strength and momentum. However if a single sector continues to be the largest steward of the model, momentum and interest by other sectors will fade.

The collective view of respondents was that the single-sector dominance of risk-driven collaborative community safety and wellness in Saskatchewan emerged because criminal justice professionals were most vocal in wanting to see change happen. Despite the past, respondents thought that the entire community mobilization effort in Saskatchewan should be redesigned to be inter-ministerial in nature. Some suggested that perhaps funding and coordination of leadership events could flow through a single ministry (e.g. Ministry of Justice). However, all partners need to have a clear, defined, and equal influence over community safety and wellness in the province.

Additional dialogue on this topic suggests that strategic messaging on community safety and wellness needs to come from all sectors, not just the criminal justice sector. As one respondent described, "The rest of the [Assistant Deputy Ministers] have really been left out of the loop on this initiative. That may be why there's little active involvement at senior decision-making levels". Even at the frontline level, it was perceived that there is very little messaging that comes from anyone other than the Ministry of Justice: "Our staff find it difficult to take orders from other ministries. The Ministry of Justice says everyone is in agreement, but we hear nothing from our own ministries".

Involving Other Sectors

Despite complaints about the criminal justice dominance of community mobilization in Saskatchewan, respondents also observed that other partners need to make a greater effort to be involved. As one respondent shared, "The Ministry of Justice sent out many invites for other partners to be a part of this. Too many took their time to catch up to what was happening on the frontlines [Hub/COR]. Now we have a provincial movement rolling and we're still waiting for others to take their seat at the table". Another respondent felt that now is the perfect time for other partners to invest in risk-driven collaborative community safety and wellness in Saskatchewan:

We're now at a crossroads where we've been able to look back and assess what we've learned. We need to now move forward, together, and make this work for everyone's benefit. Now would be a great time for other ministries to put some philosophical and financial investments into the COR approach.

Although several ministries and police leaders in Saskatchewan are both supportive and involved in the Hub and COR concept, one group of partners that have yet to completely emerge at the government level are First Nations governments. While several interviewees were quick to suggest that the provincial government needs to try harder at involving First Nations in the COR model, one agency leader provided a different perspective:

There is a real lack of informed perspective on First Nations government agencies, community dynamics and the level of influence that politics plays in First Nation communities. With all good intentions, the COR has reached out to try and engage PAGC [Prince Albert Grand Council]. However, the structure and design of First Nations governments are not compatible with the

Hub/COR model. The band level is too local for the COR model while the tribal council level is too broad. An effective engagement of First Nations communities would best occur through periodic outreach by RCMP (through their CTAs [Community Tripartite Agreements]) and social services (through ICFS [Indian Child and Family Services] relations), and through participation in projects that are of relevance to First Nation governments.

Moving Forward: Separating Technical Guidance from Operational Authority

Throughout the interview process, some concerns were raised over the challenges that have come with a single government entity (BPRC) driving this initiative in Saskatchewan. While providing suggestions on how leadership should be structured within community safety and wellness in Saskatchewan, respondents provided several recommendations with regard to a more effective model for technical guidance, clearly separated from operational oversight:

- "The BPRC consultant team should only be engaged in providing more direct and objective assistance to Hubs and CORs. In turn, the broader government management team should focus its efforts on mobilizing agency partners to form a provincial multi-sector oversight and steering group to manage all CORs and Hubs."
- "Rather than the Ministry of Justice continuing to pay for the COR's operational expenses, each partner should contribute funds to help CORs develop the internal capacity to support outreach and replication. This would eliminate the need for the extra layer of government that sits between CORs, and the assistant deputy ministers and human service leaders to which CORs require access."
- "If a provincial steering committee was formed, CORs would have enough support from their regional steering committees and the provincial group to operate successfully. Further, with BPRC only playing a supportive role, other agencies would feel more pressure to become a part of the leadership process."

Mobilizing Provincial Leadership

A common suggestion from several respondents was that, in developing leadership for community safety and wellness in Saskatchewan, a multi-sector team of high-ranking officials should be mobilized at the provincial level. Several different respondents suggested that this multi-sector team should have the sole mandate of managing Hubs and CORs in the province. Made up of deputy ministers and executive police leaders, this provincial oversight committee would be responsible for deciding upon process, structure, governance and implementation of the Hub and COR models.

Much of the rationale for these types of suggestions stem from the need for all sectors to be part of the leadership team. Furthermore, the decisions and activities of such a provincial committee must be collaborative—just as they should be at the regional steering committee level, and as they are in Hubs and the COR. According to one respondent, "the DNA of the Hub and COR needs to run all the way to the top—our leaders should be working together as a team to make things better, and figure things out". Echoing this statement, another respondent observed the following:

Hubs and CORs are based upon collaboration. The government partners responsible for these endeavours should also be organized around collaboration. All partner agencies need to be involved, as architects, in the design and planning of COR activities, structure and governance.

In offering a challenge to provincial leaders, a third respondent felt that it was very possible for a genuine multi-sector provincial team to form and collaboratively lead community safety and wellness efforts in Saskatchewan:

> *The entire Hub and COR concept was developed through collaboration among a diverse group of human service providers in Prince Albert. Government leaders should follow the lead of their local managers in Prince Albert. It is possible.*

Restructuring Local Leadership

Just as interview respondents had suggestions for improving provincial leadership on CORs, they offered similar feedback on ways to restructure local leadership. Most members of CMPA's two leadership committees felt that one committee would suffice. More so, they felt that a single committee could provide better oversight, support and strategic direction to the COR than could two committees. That being said, several respondents explained that a local committee would need to be given the autonomy to collaborate with one another in the identification of priorities for the COR. If there was any interference from a single sector of government, it was thought that it would cause leaders to back away, and wander again, who is in charge?

A.2.10 Structuring the Opportunity Paper Process

One of the most important developments that respondents perceived will help the Prince Albert COR get back on track is a formalized process of sending Opportunity Papers up-line to government. Throughout this evaluation period, the COR has produced several papers. However, because no formal process was put in place, the papers went nowhere, sector specialists became discouraged, and eventually focused their efforts on other matters. Feedback from respondents suggest several key steps that government can take in structuring an effective Opportunity Paper process for the COR:

- "Create a process within each agency for staff to self-report systemic issues that they feel may be worthy of further exploration by the COR."
- "Create a process for the local steering committee to request the COR to examine certain systemic issues."
- "Continue to use the internal process for data analysts and sector specialists to report that they have identified a systemic issue (i.e. Systemic Issue Identification Form)."
- "Once an issue is identified, the COR should meet to discuss the issue and form a project team around the issue—just like the Hub identifies an intervention team at Filter Four."
- "The COR should develop a paper proposal that outlines the research question, data sources and methodologies."
- "Proposals need to go to the local steering committee if they are local issues or the provincial committee if they cover a broader context. Either committee then provides approval and feedback to the COR on their proposal."
- "The paper production process needs to be focused, manageable and have short-term turn-around (6 weeks) so that momentum is not lost and distractions do not thwart progress."
- "Papers should go through a team of academics, not for approval, but for suggestions that would help strengthen the paper, build credibility and make it more appropriate for an audience of deputy ministers and executive managers."

- "When a paper is finished it needs to be sent directly to the provincial steering committee or local steering committee—depending upon the scope of the matter."

With respect to the actual Opportunity Papers themselves, respondents had a few suggestions to ensure quality and consistency in the process:

- "The paper process needs to be quick, effective and consistent. Most importantly, the papers have to be a genuine product of collaboration, not a single sector paper that the rest of the sector specialists sign off on."
- "Papers should be brief, functional and delivered within 2 months of initiation. They should be concise and easy to understand and should not resemble theses or journal articles. They should raise and issue, introduce some suggested solutions, and be sent to an appropriate leadership group."
- "Papers should be fact-based and evidence-driven; academics and COR analysts could help ensure that papers have both qualities."

When discussing Opportunity Papers, there was a lot of dialogue within the interviews on the freedom and security of sector specialists to write papers without fear of reprisal from their home agencies. The following recommendations were proposed by sector specialists and agency leaders:

- "We put our staff at the COR for a reason. We need to assure them that writing critical Opportunity Papers in the spirit of improving human services should give them no reason to be insecure in their standing with the home agency".
- "Some partners (e.g. police/social services) are more accustomed to criticism and may more easily accept Opportunity Papers than other partners (e.g. education/health) who do not typically face a lot of structural criticism".
- "Sector specialists need to grasp the realization that they have the freedom and flexibility to be creative and bold in what they produce. They do not have to worry about what their home agency will think because it is their job to generate solutions that are best for clients".
- "It should be clear among COR sector specialists and their agency managers that outlining legitimate alternatives to the status quo is part of the job of sector specialists, and they should not be afraid to do so".

One member of a leadership committee identified a number of mechanisms that can be used to ensure the freedom of sector specialists to suggest alterations to the status quo: "executive director encouragement, COR job descriptions, agency support of the process, and a clearly-communicated value of identifying systemic issues to each partner's operations".

Although most respondents agreed with the Opportunity Paper process described herein, there was some disagreement over whether Opportunity Papers should be vetted through the local steering committee before it goes to the provincial body. Those in favour of the idea felt that "Papers should still go through local leaders because the COR is still the collective responsibility of those agencies"; and that "The truth needs to get to upper government, but the process should be mindful of dynamics that local leaders may be privy to". Those opposed to the idea thought that "Papers should not go through any filters before heading up to the provincial partner table because they would become too filtered and would lose their impact"; and "Local leaders should not have an opportunity to review the papers

beforehand; that would undermine the autonomy of the COR to work objectively and free from worry about the home agency".

One thing that all respondents agreed upon was that the COR desperately needed a process to send Opportunity Papers up-line to government, and quickly. Comments from three separate respondents summarize the feelings of most other interviewees on this topic:

- "With Prince Albert and two new CORs on the horizon, we will need a consistent process for the way papers are written and sent to leadership. This can be supported through guidelines and assistance in achieving a balanced perspective."
- "There needs to be an actual process of identifying issues and problems, forming the research questions, and mapping out who is involved on the research team."
- "If there is nothing setup to respond to these papers, they will just sit on the shelf and sector specialists will be less motivated to work on them."

A.2.11 Identifying Opportunities for Data-Sharing

When attempting to identify systemic issues, sector specialists and their analysts need access to a variety of data types, sources and formats. Part of a team of multi-sector professionals coming together to share their knowledge, experience and expertise is also combining their data to provide more informed, evidence-based perspectives of a problem. One of the big challenges so far, however, has been the inability of sector specialists to share their data with other agencies. For reasons related to both privacy and technological capacity, very little data has actually been shared among sector specialists at the COR. Describing this challenge, one respondent explained that "Our current inability to share data across sectors has been a real challenge. We're left guessing how each of our own findings relate, when we could link the data and get some real answers on what's happening in our community".

During the interviews, sector specialists and agency leaders alike, provided various reasons for why sector specialists should be able to share data. In summary, these include: identifying opportunities to improve the human service delivery system; building a stronger more wholesome understanding of issues and social problems; and adding considerable value and potential to the work of the COR.

In discussing the importance of data-sharing, respondents also outlined a number of opportunities to start exploring data linkage and sharing at the COR. These include:

- "I think a lot of us in management would be open to cost-sharing for data collection and research that helps the broader community navigate through complex problems."
- "So long as we can link data from different organizations without disclosing client identity, the COR should be allowed to capitalize on multi-sector datasets that provide a more informed perspective of a problem."
- "I think that as long as there is confidentiality in the sharing of data, and it is for the purposes of improving the human service delivery system, it will be possible."
- "The COR would be looking at trends in data, not individual cases. As such, there should be an opportunity for de-identified data to be linked by a third party so that the COR can get the information it needs and agencies can be assured that no breaches in privacy have occurred."

- "We need agreements between ministries—put in place by legislation—that allow for data linkage between different sectors. The COR shouldn't have to arrange for this—they should be the benefactors of such a process."
- "CMPA should be legislatively recognized as a trustee of multi-sector data, which then will allow for proper linkage and more thorough analysis of community safety and wellness."

Overall, there was much support and enthusiasm for exploring ways to increase the ability of sector specialists and their analysts to access multi-sector data. Despite this excitement, two very insightful realities were mentioned in the interviews. The first is that there is a stark contrast between sharing data among agencies for emergency situations (i.e. Hub) and sharing data for research and knowledge exploration (i.e. COR). The second concern is that, "getting to the point of data linkage and sharing will not come overnight. It will be require a significant review process, with a long list of checks in place".

One alternative means for the COR to share data suggested is to amend privacy legislation. As one respondent explained, this would allow for cross-agency analysis of data for the purposes of identifying community needs and opportunities to improve community safety and wellness through systemic reform and alignment of resources and policy.

A.2.12   Key Ingredients to a Successful COR

Interviews with sector specialists and COR stakeholders revealed a number of key ingredients for a successful COR. These include strong sector specialists, academics and analysts, a strong leader, and unwavering agency support. To be successful, CORs also need to have certain traits themselves and be supported by government commitments to do the work they are designed to do.

Sector Specialists

The first key ingredient of a COR is a solid group of sector specialists with the right traits and qualities that make for a strong team member. According to respondents, an ideal sector specialist needs to be open-minded, approachable, innovative, flexible, have strong leadership skills, experience in managing projects, able to see the 'big picture', able excel in a team setting, capable of self-appraisal, goal-oriented, project-driven, able to multi-task, compassionate; analytical; optimistic; willing to listen; committed to collaboration, and willing to explore alternatives to the status quo—even if it makes their agency look bad. Another necessary trait of sector specialists is that they need to come with the intent of helping a team. As one respondent explained, "we need to have people not with the perspective that 'I'm here to advocate for sector X', but have people with the perspective that, 'I'm here with a lens from sector X to provide collaborative solutions to help those in need'".

One lesson learned by an agency manager concerning sector specialists was that an agency's best frontline staff may not be their best pick for the COR: "It's not about sending your best clinician. We thought that's what it was about. Instead, agencies need to send someone who has an ability to use evidence, is able to interpret good versus bad research, has an ability to write well, has good communication skills, is a strong facilitator, can manage multiple projects, has an ability to help, can drive change management, and is a peer leader in their agency".

Another common understanding among most respondents was that agencies need to be able to produce a good COR representative every three years. This is why it is so important that agencies do not just dump their representatives at the COR and not stay engaged. To develop a continuous pool of

strong candidates for the COR position, agencies need to stay connected and involved in community mobilization. Their current COR representative also needs to make an effort to keep their colleagues abreast of undertakings at the COR.

Analysts and Academics

For CORs to be effective in identifying systemic issues and generating evidence-based solutions to these issues, interview respondents felt that CORs need the support of analysts and academics. At a base level, a COR needs data analysts with a good understanding of the human service system. COR analysts are critical for gathering data, analyzing trends in those data, and ultimately, detecting systemic issues. COR analysts also play a supportive role to sector specialists in the latter's own collaborative research on different topics related to the systemic issue. Analysts need to be directly immersed into the COR team, and have strong statistical, analytical, technical, and writing skills.

Academics are also an important asset to a successful COR. They can help provide access to research and subject expertise, validate methodologies of the team, and help specify research questions to guide the COR's production of Opportunity Papers. According to respondents, academics can also play a vital role in the performance monitoring and evaluation of a COR. Both of these activities contribute towards improvements in process, structure and outcomes. Where resources allow for an academic to be completely committed to the COR, this opportunity should be pursued. However, if this is not an option, then at the very least, academics should be partially embedded in the COR to have a solid understanding of the purpose, process and achievements of the COR. As one respondent explained however, the role of evaluation will become critical in replication as agency partners need evidence to show their involvement is having an impact.

Leader

Of utmost importance in a successful COR is a strong leader—one with vision, persistence, management skills and an ability to mobilize others. Respondent feedback indicates that a successful COR requires a strong and dynamic executive director who can keep multiple interests on track and stay focused on the task at hand. CORs need to be guided by a leader who can bring COR activities together under unified direction and purpose, while also recognizing the diverse needs, interests and limitations of multiple partners. Most importantly, CORs need an executive director who provides effective mentoring to sector specialists around expectations of how collaboration works; who can coordinate multiple projects of the COR; and who can build and maintain relationships with partner agencies.

Agencies

One of the first things a COR needs is partner agencies to form its existence. Beyond agencies having initial buy-in and commitment of staff and resources, they need to stay involved in the COR in multiple ways. According to respondents, agencies need to support their COR sector specialist through ongoing communication—without dragging them back into tasks and responsibilities of the home agency. Agencies must also recognize the role of their representative at the COR, and encourage them to work innovatively—even if it involves questioning practices and procedures of their home agency. Agency leaders themselves must also be aware of what they themselves are getting into. Attending steering committee meetings should go deeper than 'getting an update'. According to respondents, agency leaders need to work with one another at the leadership table to identify systemic priorities for the COR to work on.

Overall, the most important trait of agency leaders is to simply provide good leadership. As one agency leader described, "You can assemble the best team in the world, but without direction, expectations and opportunities to accomplish something, they won't meet their full potential. Leaders need to make that happen". Another agency leader explained that agencies need to maintain a consistent and genuine interest in the work of their COR representative: "The COR needs strong agency buy-in, to the point where agencies eagerly await outputs from their staff at the COR—not just drop them there and check on them when they have time".

COR Traits

For CORs to be successful, they need to possess certain traits and values as a team. According to respondents, a COR needs to be courageous and united. It must be driven by people who are willing to admit to not having certain knowledge in every area, but at the same time recognize the collective value of their multiple perspectives. CORs must spend time with community stakeholders to build support and credibility. They must also show a consolidated front and yield easily visible benefits to all agencies. According to respondents, CORs must have an ability to produce material that is focused on the local community; keep the community aware and up-to-date on developments of the COR and their local Hub; and undergo ongoing team-building to secure the cohesion required to successfully collaborate over systemic projects.

CORs also need to have a strong communication plan, be driven by a project work plan, and take on activities that are results-oriented. As one respondent described, "It's one thing to have multiple professionals able to share things with one another: however it's another thing to have them actually produce things together through collaboration".

The final set of values for a successful COR concerns imagery. While the COR is designed to bring together talented representatives from multiple sectors, it must make sure that it is not fostering resentment in the human service field. According to one respondent, "COR cannot be seen as an elitist organization—calling for the best and brightest creates dissension in the home agency". Another respondent explained that the COR brings together talented people, but that there is no place for egos at the COR. When agencies send representatives, there must be an acknowledgement that they are a member of the COR, but do continue to represent their home agency—which means strong ties to the home agency need to continue.

Government Commitments

For CORs to merely function, let alone be successful, they must receive certain commitments from government. One commitment is a memorandum of understanding among the partner agencies. Such agreements must lay out exactly what is expected of each partner agency involved in the COR. Another commitment is support to the COR during discussion around privacy and implications for information-sharing.

Other crucial commitments from government include significant financial resources to support secondments to the COR; salaries for data analysts, an executive director and an executive assistant; access to technology and a collaboration-friendly office space; and securing the involvement of an evaluator and academic. According to several agency leaders, funding for the COR needs to be "appropriate", "sustained", "predictive", and "in-line with the growing costs of human service delivery".

As one respondent explained, "government investment into the COR model now will pay serious cost-saving dividends in the future—while also improving community outcomes".

Another commitment mentioned during the interviews was that the government must establish a direct line of communication between itself and the COR. Without access to government, the COR has no means of alerting government leaders to systemic problems that may be effecting the overall delivery of human services. Similarly, the COR would benefit from feedback they receive from government leaders who have a bird's eye view of the entire province.

A final point regarding government commitments to the Prince Albert COR, or any COR, is that there must be a strong appetite for research to influence both practice and alignment of human service supports in ways that serve community needs. According to one respondent, "it is critical that government supports research at the COR that brings alignment of services to the needs of the community—as identified through multi-sector analytics".

A.2.13 Recommendations for Replication

When offering recommendations for replication, interview respondents were able to highlight a few key suggestions. The first was to have a strong memorandum of understanding that makes all terms clear from the beginning. One important term to agree upon is that sector specialists are 100 percent devoted to collaborative work at the COR and cannot be pulled back to take on various tasks for their own agencies. According to one respondent, "these are distractions to the COR and undermine collaboration". Another term of the agreement, according to one agency manager, is to "outline the role of COR to be one of identifying systemic issues—good, bad, or ugly—that are undermining the efforts of human service providers to address client needs".

Following the memorandum of understanding, CORs need evaluation and performance measures to gauge what they are producing so that home agencies can see the value and impact of their investment, not to mention opportunities for improvement. Several respondents pointed out that CORs need early successes to build momentum and excitement. A new COR should start with manageable short-term projects that develop trust and good cooperation practices among sector specialists. Finally, as suggested earlier in the results section of this report, CORs need an open line of direct communication to both government and other CORs.

When it comes to building a COR, there are several recommendations for communities to consider. These recommendations are divided into four topics: community built, agency actions, structure and guidelines, and government. They are provided in their original form, to provide readers with a genuine sense of the suggestions offered by sector specialists and COR stakeholders in Prince Albert.

Community Built

- "Development of a COR needs to be community-driven and involve full collaboration and participation of all agencies."
- "A COR must be built by local stakeholders, not assembled by visiting government delegates. CORs need to have a regional flavour and be directly influenced by the regional leaders who support their existence."
- "Any replication needs to be spearheaded by informed leadership. If there is any lack of direction, people will resort back to what they know."

- "Mobilizing community partners to form a COR requires a lot of heart and soul. To be successful, a COR has to be driven by its regional agencies. If top levels of government come in and take over, people will feel frustrated and ignored."

Agency Actions

- "Partners must be mindful of each other's perspective, parameters and scope."
- "Partner agencies need to carefully situate themselves between two extremes: supervising COR representatives too much and not supervising at all."
- "Agencies should be prepared for challenges that employer unions face when sending someone to the COR to do things that are out of their job tasks."
- "It is important for partner agencies to identify who will be responsible for their staff when they are at the COR."
- "New CORs should form a single steering committee with the ability to oversee COR operations while having the authority to make commitments on behalf of their respective agencies."
- "Larger regional entities such as ministries and the RCMP need to develop their own internal strategies and policies for becoming engaged in risk-driven collaborative intervention. Doing so will foster consistency and internal capacity to participate in community mobilization."
- "Agency partners should be mindful of the size of their agency and the effort required to engage their agency in community mobilization. While some partners (e.g. probation) may have one office to mobilize, others (e.g. education) have many sites (e.g. schools) to mobilize in a single community. This takes time and can cut into their ability to engage in collaborative projects."
- "Local steering committees need to be immersed in relationship building and the communication process—this will help leadership function well."

Structure and Guidelines

- "Development of the Prince Albert COR has been continually evolving. Replication of the model will require some clear guidelines and expectations to maintain consistency."
- "Do not expand too quickly. Make sure you have a good foundation that is supported by the leadership of all agencies. Once there is continuous stability in structure and operation—then expansion can occur."
- "Communities need far more than an initial orientation and handful of tools to get started. They need ongoing support, monitoring, trouble-shooting, and reassurance in areas where they are uncertain. This support is best to come from those with direct experience in risk-driven collaborative community safety and wellness."
- "Replication should not happen until the Prince Albert COR is functioning smoothly and properly."
- "The COR itself is not a canned program or model. However, its purpose and activities can be replicated and tailored to meet the needs of local partner agencies."
- "The structure of the COR needs to be robust enough to address budgets, personnel, inter-agency relationships, agendas, and so forth."

Community of Practice

- "Regular access and sharing of resources among community mobilization practitioners will help with the expansion and replication of the COR. A community of practice event will give people an opportunity to learn from one another, and improve".

- "Providing COR sector specialists with a chance to sit with sector specialists from other CORs will help develop opportunities to increase involvement, build confidence and bring clarity to a number of different issues."

- "There should be some sort of training process for new sector specialists that helps identify expectations, roles, opportunities for building collaboration and participating in team-based projects."

- "Executive directors of CORs should make ongoing consultation with one another a standard practice. They are typically the most isolated component of the COR, and could benefit from sharing their experiences and observations with one another."

Government

- "The Government of Saskatchewan is trying to catch up to the concept of the COR. The system is not yet informed of the COR's role and how it plays a part in the process. New CORs should be flexible and patient with one another—for aligning bureaucratic silos requires much more collaborative effort than government originally expected."

- "Government must do more than send memos informing people to 'get in line'. There needs to be a full-scale effort to mobilize the human service leaders to get behind this concept at the top government level."

- "COR needs to be applied to rural areas very carefully because there are so many dynamics and different boundaries."

- "We need solid funding models for CORs that involve universal contributions of support from partner agencies. Funding uncertainty is not a good thing to have when advocating a new model."

- "Human service allocation should be coordinated by the government. It should not be up to the steering committee chair to convince local partners to see the value in making cash contributions. Further, having local funding models will lead to regional disparity between the different CORs."

A.2.14 Regionalization

An old but re-emerging concept becoming salient to COR stakeholders is regionalization. In the early development of the COR, CMPA (2012b) called for the development of a "regional capacity". In addition, the Province (BPRC, 2013) had declared that "there is an approaching requirement for the development of more Centres of Responsibility, each one balancing its own local or regional mission with its important role as a learning laboratory for province-wide commitment"(p.11). As CMPA and BPRC concentrated on operations and practices of the Hub model, the 'regional' concept was left alone for a while. Toward the end of this evaluation period however, BPRC initiated discussions with CMPA around regionalization. During these preliminary discussions, very limited information was available. What eventually became clear was that the Prince Albert COR would likely provide support to multiple Hubs, while also expanding its own area of responsibility to a larger geographic area. During the interview process, respondents were asked to provide feedback, suggestions, reactions and questions on

regionalization of the COR. Their feedback is organized into four different topics: optimism for regionalization, challenges for regionalization, recommendations for regionalization and remaining questions for regionalization.

Optimism for Regionalization

Overall, there is both optimism and concern for the regionalization of the COR among sector specialists and stakeholders. Typically, those whose agencies are already organized regionally are more optimistic. In contrast, there is less enthusiasm among those whose consistencies lie solely within Prince Albert and the immediate area.

Among the former group, several respondents thought that regionalization may help Hubs start working together, to share leading practices, exchange clients who move, and have a better working knowledge of risk-driven collaborative intervention. One respondent predicted that "The COR can facilitate these exchanges and provide opportunities for Hubs to work more closely together—instead of in their own little silos". A different respondent explained that, "A regional COR can provide direct supports to help Hubs run smoothly and function properly—this will yield better data for the COR to use in its own work". Finally, a regional COR could help close the information gaps between Hubs and the partner agencies. As one interviewee described, "CORs are engaged, connected, have expertise, and the historical perspective to properly support Hubs".

Another potential value for regionalization of CORs in Saskatchewan is that it will help foster more consistent messaging among the partner agencies, and provide better opportunities for supporting Hub practitioners and COR sector specialists. Similarly, a regional COR model, led by a provincial COR committee, would provide more structure for CORs and allow sector specialists to focus on particular projects that generate solutions, as opposed to being preoccupied with governance and structure. Regionalization of the COR could also trigger a growth of responsibilities by those partners who are organized regionally. This may help contribute to agency buy-in if leaders see that they have more 'on the table'. Finally, one respondent pointed out that regionalization may bring more partners, which will provide more financial resources to the COR.

Concerns over Regionalization

Despite optimism among several respondents, there were still a number of concerns that sector specialists and agency leaders share over regionalization. One concern is how a COR will meet the local needs of communities if their scope is elevated to a regional perspective. As one respondent commented, "Each community has their own set of problems. To provide a genuine regional lens, the COR will have to broaden its scope—which will force it to miss out on the detailed problems at the local level". Supporting this, a different respondent claimed that, "The larger the region, the less influence the COR will have. Issues will become diluted and too broad to make a significant local difference". Another worry was that "regionalization will diffuse the COR, tax sector specialists with more regional issues, and water down the impact of their work". A final related concern was that moving to a regional approach to the COR will threaten the community-driven nature of the COR:

> *There are a lot of risks to regionalization. Mainly, we cannot lose the community perspective that has built up the entire CMPA model. The community-based perspective is key to our entire approach.*

A related concern for regionalization was how local-based agencies yield any influence or benefit with systemic issues that are regional in nature. Even if the regional partners (RCMP, social services, corrections) work on regional problems and the local partners (municipal police, education, health) focus on local problems, it will negatively impact the collaboration of the COR. Another concern is the question of how locally-based entities (municipal police, education) can justify their human resource and financial contributions to a COR that is responsible for several communities.

Another set of concerns over regionalization concerns geography. Every regional agency already has their own boundaries that may not overlap with other agencies. It is important that sector specialists work with a single COR so they can develop rapport and teambuilding rather than rotate between CORs on a project-by-project basis. Another geographical challenge concerns travelling of COR sector specialists to support multiple communities within their region. As one respondent cautioned, "Moving to a regional model may be challenging for sector specialists, as very few of them work in a travelling environment". Another worried that, "A regional model may make it difficult for some agencies to attract their best and brightest—especially if 'extended travel' makes its way into the job description".

A final issue concerning regionalization is a number of misunderstandings of the origin and process of regionalizing the Hub and COR models. Some respondents raised concern over a lack of communication between BPRC and the COR concerning regionalization and changes to the governance structure. Others believed that the Ministry of Justice would be well-suited to let local partners find meaningful ways to exercise their leadership and better enlist continuing energies of the COR partners.

Recommendations for Regionalization

As CMPA continues to learn more about how the COR can be regionalized, its own insights will be important to the process. This evaluation has captured a number of recommendations from sector specialists and leadership committee members in Prince Albert:

- "There should be four regional CORs: far North, North Central, Southeast, and Southwest."
- "There will need to be a clear process for how data analysts can support multiple Hubs and identify systemic issues for the COR to work on."
- "Regionalization of CORs need to balance fidelity and structure with localization and context from the different communities served by a COR."
- "Hubs will need to be aligned with CORs and Hub chairs will need support from CORs. CORs themselves should be provided with an opportunity to learn from one another."
- "The development of a COR in the North will require additional effort. The school divisions and health authorities cover massive areas. Geography, available personnel, and turnover will be the biggest challenges in the North."
- "Regional steering committees should give direction/support to CORs around priorities and oversight."
- "The COR has largely been about Prince Albert only. In order for it to stretch out and have a regional impact, the leadership team will need to buy-in to the notion that what is good for the region is good for them as well."
- "If the government and police partners shifted their boundaries to match, it would force people to collaborate and it would also create significant efficiencies—you'll have people at the table who actually work together. If agencies shared jurisdictions they'd have a better chance of

working together. Right now, one agency's field office can belong to three different Hubs. That's not conducive to collaboration."

Overall, the biggest threat to regionalization is uncertainty. The Prince Albert COR has undergone a lot of challenges, has faced many obstacles and has torn down many barriers for other CORs/Hubs. Regionalization is yet one more distraction that stands in the way of the Prince Albert COR actually functioning as it was intended. For regionalization to work, government must consult with all sectors, and keep them informed. As evident in the following comments by an agency leader, the COR in Prince Albert feels somewhat lost with the concept of regionalization:

> *We're staying in the COR because of the benefits we see from the Hub model. We're hoping that we will soon see benefits of our involvement of COR. However, this regionalization process is like walking through a dark room—we don't know what is going on.*

Remaining Questions about Regionalization

To achieve regionalization of the COR model in Saskatchewan, government will have to win the support of COR stakeholders. Respondents had several questions regarding regionalization, and answering these questions will help with buy-in and participation of a regional COR model. These questions include:

- "How will Hubs be connected to CORs? Based on geography or similarities in need?"
- "What informs the government's decision to locate a COR?"
- "There needs to be a strong needs assessment process to determine potential for Hub/COR."
- "How will agency partners support the structure, function and personnel requirements of a COR?"
- "How will agency partners share sector specialists across multiple jurisdictions?"
- "How will a COR manage the different needs, interests and influences of multiple Hubs?"
- "How will CORs balance and prioritize the work of multiple jurisdictions?"
- "What are the terms-of-reference for a regional COR committee?"
- "What will happen to the COR sector specialist positions that are based upon local instead of regional jurisdictions (e.g. city police, education, health)?"
- "How will local sector specialists work on a regional level?"
- "How can a regional COR be achieved without spreading sector specialists thin, and diffusing the whole effort?"
- "Who is going to lead the work of a regional COR and who will the regional COR be accountable to with its deliverables?"
- "What is the role of regional inter-sectoral committees in all of this?"

A.3   Evaluator Observations

During the two-year immersion that the evaluator enjoyed at CMPA, there were plenty of rich and unique opportunities to make observations about collaboration, systemic issue identification, partnerships, information-sharing, and efforts to improve the human service delivery system. Many of the observations that the evaluator was able to make were shared with respondents during the interview process of this evaluation. As such, this section is limited to evaluator observations that were not necessarily covered in the interview results section of this report. In particular, these observations

can be grouped into seven topics: achievement, team environment, collaborative leadership, personnel, the importance of COR to Hub, First Nations engagement, and replication.

Achievements

The COR has endured a lot of growing pains and undertook a number of important responsibilities in moving community mobilization forward in Saskatchewan. In fact, during each year of its operation so far, the COR has had a major task that in some ways served as a distraction from its intended work (2012 → Hub professionalization, replication and outreach; 2013 → privacy legislation; 2014 → Opportunity Paper process uncertainty; 2015 → governance structure and regionalization of the COR). While these various distractions were important to the development of risk-driven collaborative community safety and wellness in Saskatchewan, they did prevent the COR from having the chance to function smoothly and focus on the work it was designed to undertake. Despite these important distractions, the COR has managed to produce some standalone achievements in its three year history.

The first of these achievements was putting its own development aside to professionalize, standardize and strengthen the Hub model of risk-driven collaborative intervention. Supporting the Hub model through difficult discussions on information sharing, privacy, the discussion process, discipline, referrals, intervention planning and data collection, were all very time consuming. These issues absorbed a lot of energy among sector specialists, the data analysts and executive director. The result however, has been a set of Hub practices that has shaped newly emerging Hubs throughout Saskatchewan, Canada and parts of the United States.

The second major achievement of the COR has been in building genuine collaborative relationships that involve multiple sectors contributing towards the pursuit of a shared vision and corresponding goals. While traditional partnerships in the human service field allow for increased access to services, improved communication and cross-sector awareness, the COR has taken cooperation to the next level. It has fostered an environment in Prince Albert where multiple agencies work together, on the same project, with the same aspirations, side by side. Collaboration at the COR runs deep, is continuous, and has produced opportunities to improve human service delivery that could not have occurred in traditional agency-to-agency relationships. The COR, by being the product of multi-agency commitments to improve community safety and wellness, has built inter-agency relationships with the potential to trigger some very valuable improvements in the human service delivery system.

The third major achievement of the COR has been making it more acceptable for human service professionals to play a part in identifying institutional barriers to community safety and wellness outcomes. While problem identification has been traditionally reserved for policy analysts and academics, the COR has brought frontline staff into important conversations around systemic gaps, challenges and inadequacies. By bringing their experiences, first-hand knowledge of the human service delivery system, and relationships in the community, the COR has generated value-added opportunities for government to learn about opportunities to improve community safety and wellness outcomes by implementing specific changes to the human service delivery system.

Team Environment

One aspect of the COR that deserves special mention is the team environment that it has continued to build since inception. The COR represents far more than a diverse group of professionals sharing an office building together. While each sector specialist maintains their ties to their home agency, the COR

has developed a shared identity that fosters a very visible team environment. This team environment is sensitive to changes in the team membership; it builds camaraderie among sector specialists and CMPA staff; it strengthens when the COR is able to engage in genuine collaborative projects; and it weakens when team members are pulled back to their own agency work. In other words, the team environment at the COR is very real—and in the eyes of the evaluator—is a major reason the COR has been able to persevere through the challenges it has.

Collaborative Leadership

The COR is an effective catalyst for discussions around leadership. The COR invites conversation about leadership on a variety of levels. These include leadership within the COR, leadership in the community, leadership within agencies, and leadership within government. Systemic change often requires bold leadership to challenge the status quo. With this many levels upon which to discuss leadership, there are a variety of ways systemic change can be nurtured and encouraged. This is the very reason why several recommendations in this report call for collaboration to occur at all levels of leadership. As one respondent explained in the interview process, the DNA of the Hub and COR needs to be present within the steering committee and government. Suggestions for systemic change will have little hope if they are not received by a leadership group that practices the same level of collaboration as the frontline collaborators who identified the opportunity in the first place.

Personnel

The sector specialists, data analysts, executive director and executive assistant are all vital to the operation of the COR. While these positions are important themselves, retention of individual team members in these positions is perhaps more important. As alluded to earlier, the COR works, functions, behaves as, and is, a team. Therefore, it is really important for each partner agency to have the right personnel at the COR, and once they are there, to leave them there. Turnover among the COR positions, coupled with all of the other distractions really undermined the cohesiveness of the COR as a team. That being, said, it is also important that members of the team are refreshed every 3 to 4 years to bring new ideas, energy and innovation to the COR. Of course, if the entire cohort is swapped out at once, the COR will lose continuity and have to be reinvented by a new cohort of sector specialists every three years. However, switching specialists out individually means there is always turnover and a constant 'new person' at the COR. Either way presents challenges and is something agency leaders should explore as they become more involved in supporting the Centre of Responsibility.

COR Importance to Hub

If one were to look at the CMPA logic model, the COR has an important role to play in the Hub model of risk-driven collaborative intervention. While the Hub's purpose is to more effectively and efficiently connect clients to services, the COR's purpose is to improve services—so that when clients are connected to services—they are connected to effective services. Although this evaluation focuses exclusively on the COR, it would be incomplete if it did not provide some overall insight on the relationship between the COR and the Hub. In concluding my Preliminary Impact Assessment of the Hub (Nilson, 2014), I shared the following observations:

> The Hub in Prince Albert was developed as a result of the realization at various levels of government that conventional approaches to public safety and wellness were not working. There was a shared understanding that by working in silos, human service professionals were not

achieving the client outcomes they had hoped for. As the Hub model began to flourish in Prince Albert, it became quite clear to those involved that following the status quo towards mediocrity in client outcomes would no longer be an option (Nilson, 2014:105).

The COR, similar to the Hub, was designed to contribute towards improved client outcomes that lead to increased community safety and wellness. The difference between the Hub and the COR is that the former focuses on mobilizing immediate short-term solutions, while the latter focuses on addressing systemic challenges that impact long-term conditions. The two complement each other in an overall effort to improve client outcomes. While the Hub provides ongoing data that helps the COR identify systemic issues, the COR can provide support to help the Hub overcome challenges in addressing the composite needs of high-risk individuals and/or families; and the COR can provide opportunities to improve the very services to which the Hub is connecting clients to. The similarities of these two components of CMPA are that they both involve collaboration around problem-solving, and they are both exceptions to conventional ways that human service professionals do business.

To support these observations, the results of past evaluations on the Hub (Nilson, 2014) suggest that, in fulfilling its role in community mobilization, the COR has produced a number of benefits for the Hub in Prince Albert. Having direct support from the COR strengthens relationships between Hub agencies, develops opportunities for collaboration and limited information sharing, builds capacity of Hub discussants and assists in the identification of community assets that bring added value to community mobilization in Prince Albert. Although the Hub in Prince Albert could function independent of the COR, its overall level of functioning has been greatly enhanced by its intimate proximity to the COR.

The bottom line is that, a community can have the best Hub in the world, but there is little promise for success in connecting clients to broken services. The COR looks for those cracks in the system, and works from every angle, to properly fill and bridge those cracks. As such, while this evaluation has not spent much time measuring the significance of the COR's contributions to Hub, it has been observed to be very important.

First Nations Engagement

One of the struggles that the COR has had over the years is engaging First Nation agencies into the day-to-day work of the COR. Rather than continue to pursue First Nation engagement that is equal to that of other agencies at the COR, there may be some value in CMPA completely restructuring its engagement strategy with First Nations people. Involving Prince Albert Grand Council (PAGC) at the COR is not optimal. In fact, there are several reasons why PAGC, nor any other First Nations government, should not be expected to sit at the COR.

To begin, tribal councils do not generally have the type of core funding to maintain human service personnel that non-First Nation governments have. Most of their human service personnel come from contribution agreements and transfer funding with various federal ministries. To maintain their own organization's function, and to continue to coordinate and enhance services to their member nations, tribal councils need to stretch their personnel. Thus sending staff on a secondment to work on systemic issues occurring outside of their geographic and political jurisdiction, is not practical.

Furthermore, the involvement of a human service professional in the COR, simply because they work for a First Nations government, regardless of their professional background, is not conducive to the needs of the COR or that First Nations entity. Everyone at the COR comes from a human service sector. First

Nations are not a sector—they are an ethnic and treaty-based population cohort that all agencies serve already. Having someone from a tribal council join the COR team would be akin to a Regina-based ministerial policy analyst or program director joining the team. In the existing COR model, the focus has largely been on Prince Albert—to which PAGC has very limited jurisdiction. With the exception of Little Red River, Wahpeton, Montreal Lake, and Sturgeon Lake (and some urban services), most of PAGC's strategic and operational interests lie in northern on-reserve First Nation communities situated well-outside of the Prince Albert service area[8].

To include a First Nations perspective, it would be more valuable for CMPA to work with First Nation governments on one-off projects that relate to their jurisdiction and expertise (e.g. diabetes in rural areas; on-reserve crime; access to mental health services in the North), rather than have them completely commit to a full-time opportunity at the COR. The governance structure and political landscape of First Nations people is far too fragmented and asymmetric for a horizontal secondment into the COR. As one respondent explained quite well in the interviews, the focus of bands is too narrow and the focus of tribal councils is too broad. Reaching out to the Federation of Saskatchewan Indian Nations (FSIN)—even for involvement on the provincial steering committee—would also be a challenge because First Nations governments are not driven by top-down decision-making. The FSIN, like the tribal councils, are guided by the wishes and interests of the actual Band chiefs. So there is not a strong parallel in governance structure that would allow for First Nations leaders to easily participate in a COR, or in the governance of one.

Replication

One of the purposes of this evaluation was to document the experience of the COR in Prince Albert to allow other communities to become better-informed in their own journeys of identifying opportunities to improve community safety and wellness. Just like the Hub model in Prince Albert, there is a growing appetite for human service managers and frontline professionals to apply the principles of COR in their own community. Considering this, it is important for the COR and the Government of Saskatchewan to address existing challenges, formalize a collaborative governance structure, and highlight the strengths of the COR model. Replication is much easier, and more rewarding, when there is a strong model to follow and learn from.

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[8] While James Smith Cree Nation has proximity to Prince Albert, most of the services its members receive are based out of Melfort.

OUTREACH FORM

The purpose of this form is to keep track of visits and presentations that CMPA provides to other audiences regionally, provincially, nationally or internationally. Gathering information on the outreach activities of team members will help us measure our reach with respect to partnership development, networking, and awareness of the community mobilization model of public safety.

Please complete this form each time you provide a presentation to an individual, group or audience. This form should also be used to record the individuals and organizations that visit CMPA and observe Hub or COR discussions. Submit the form to Karen, who will gather the forms and share them with our evaluator, Dr. Chad Nilson.

If you provide a number of presentations in a given time period (ie: monthly), you may want to consider using the Excel version of this form. Doing so will save everyone time and paper. However if you only provide presentations or tours of CMPA occasionally, the feel free to use this form. Thank you very much.

Name: _____ Date: _____ # of People: _____
(your name)   (month/day/year)   (saw presentation)

Location of Presentation: _____ Venue: _____
(city/province/state/country)   (organization; conference; workshop)

Host Agency: _____

Target Audience: _____
(police officers, social workers, government leaders, policy makers, academics, etc.)

Brief Description of Presentation: _____

_____

_____

Summary of Audience Feedback/Reaction: _____

_____

_____

Any Potential Outcomes Of This Presentation: _____

_____

Other Comments:_____

CENTRE OF RESPONSIBILITY
Systemic Issue Identification Form

Instructions: Complete this form after you have identified a systemic issue that would be of interest to the COR. Should it result in an *action project* or perhaps an *observation paper* is important, but so too is how the issue was identified in the first place and what evidence/experience is there to support this.

Name: _____ Agency: _____ Date: _____

1) Description of systemic Issue:

2) How systemic issue was identified?

3) What evidence, experience or communication can you offer to demonstrate the presence of this systemic issue?

4) Suggested steps for COR:

INTERNAL FOLLOW-UP

Action Taken/Not-Take (including rationale):

CENTRE OF RESPONSIBILITY
Action Involvement Form

Instructions: Complete this form when you engage in efforts to spearhead and/or become involved in the development of an initiative which acts to address a systemic issue.

Lead COR Member(s): _____**Date:** _____

Supporting COR Member(s): _____

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1) Please describe the systemic issue driving this action:

2) Please describe the action taken:

3) Please describe the community partners involved in this action, as well as their respective roles in the action:

4) How will this action help address the systemic issue identified?

INTERNAL FOLLOW-UP

Outcome of Action:

Hub Support Form

Instructions: Complete this form when you (as a COR team member) provide support to your agency colleagues who sit on the Hub. This *support* does not include when you fill in for them when they are away. Rather, this support occurs when you are able to assist in matters pertaining to systemic issues, complex risk factors or urgent situations, etc.

COR Member Name(s):_____ **Date:** _____

Agency/Agencies Receiving Support: _____

1) Please describe the Hub situation requiring your support at the COR level:

2) Please describe the support you provided:

3) Please describe the outcomes of the support you provided:

4) If applicable, please describe any long-term action required of COR?

INTERNAL FOLLOW-UP

Further Actions Undertaken:

CENTRE OF RESPONSIBILITY
Community Involvement and Engagement Form

Instructions: Complete this form after you have been involved/engaged in community matters which fall outside of regular COR business; and where you represent CMPA in an effort to build community relationships, contribute to the human service field, advance the community mobilization model of community wellness and public safety, etc. Only complete this form once per activity type, not after each episode (i.e., meeting). Do not complete this form if you delivered a presentation (instead, see *Outreach Form*).

Name: _____ **Agency:** _____ **Date:** _____

1) Description of community involvement/engagement:

2) Describe the community entities/partners you were involved with?

3) Describe the potential impact of your involvement/engagement?

INTERNAL FOLLOW-UP

Additional Actions Following Involvement/Engagement:

CENTRE OF RESPONSIBILITY
Agency Representation Form

Instructions: Complete this form after you have had a significant interaction with your home agency. The activities reported on this form must contribute towards your home agency's involvement in the process of community mobilization at the Hub or COR level, and similarly, strengthen your own effectiveness as a member of the COR team and a representative of your home agency.

Name: _____ Agency: _____ Date: _____

1) Description of interaction with your home agency:

2) Describe the actual and/or potential outcomes of this interaction:

3) Suggest opportunities for improving similar interactions in the future:

INTERNAL FOLLOW-UP

Results of interaction:

Capacity Building Form

Instructions: Complete this form after you have engaged in or provided opportunities to build capacity to improve service delivery through knowledge transfer, training, skill development or networking.

Name: _____ **Agency:** _____ **Date:** _____

1) Description of capacity building activity:

2) Describe the actual and/or potential outcomes of this activity:

3) Suggest opportunities for improving similar activities in the future:

INTERNAL FOLLOW-UP

Results of activity:

COR SECTOR SPECIALIST QUESTIONS

- Please describe what the COR is (including its structure, function and purpose).
- What activities have you undertaken while at the COR?
- How does collaboration function at the COR?
- What have been the general outcomes of the COR?
- What benefits have you experienced as a professional because of your experience at the COR?
- What benefits has your agency experienced because of its involvement in the COR?
- What challenges and/or barriers are you aware of with respect to the COR?
- What are the key ingredients of the COR?
- What suggestions do you have for improving the COR?
- What recommendations do you have for replication of the COR model elsewhere?
- What suggestions or concerns do you have for regionalization of the COR?

COR STAKEHOLDERS

- What do you see the COR as being?
- Has the COR had any influence or impact on the human service delivery system in Prince Albert?
- What benefits has your agency experienced because of its involvement in the COR?
- What challenges and/or barriers are you aware of with respect to the COR?
- What are the key ingredients of the COR?
- What do you feel would be an effective process for COR *Opportunity Papers* to be disseminated?
- Is the current governance structure of the COR optimal? Do you have any suggestions?
- What suggestions do you have for improving the COR?
- What recommendations do you have for replication of the COR model elsewhere?
- What observations do you have that may inform regionalization of the COR model?
- What opportunities do you see for data collection and sharing within the COR?