Process and Outcome Evaluation of the Saskatoon Gang Strategy: Evaluation Report

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EXECUTIVE SUMMARY

This report contains the results of a process and outcome evaluation of the Gang Strategy of Saskatoon. The purpose of the current project was to describe the implementation and activities of the Strategy in the City of Saskatoon and to assess the effectiveness of the Strategy with respect to the goals and objectives set out by the Strategy. The evaluation was designed to identify strengths and weaknesses of the Strategy as implemented, to identify challenges to implementation, to suggest improvements, and to provide information to guide the Strategy in its further development.

Strategy Overview
The Saskatoon Gang Strategy uses an interagency approach designed to reduce gang-related crime within the City of Saskatoon. The Strategy is not a program *per se* but focuses on building upon existing community and government resources including employment programs, education, recreation, substance abuse programs, corrections-based interventions and law enforcement. The Saskatoon Gang Strategy uses an interagency approach designed to reduce gang-related crime within the City of Saskatoon. The Strategy is comprised of three pillars:
- *Prevention* of gang formation and gang involvement,
- *Intervention* with individuals associated with gangs, and
- *Suppression* of gangs.

A *prevention* Subcommittee was established to focus on those activities aimed at preventing gang formation through improved public knowledge as well as increased resources aimed at the underlying risk factors associated with involvement in gangs.

An *intervention* Subcommittee was established to focus on those activities that target individuals associated with gangs and that assist them to leave the gang lifestyle.

A *suppression* Subcommittee was established to focus those activities, such as inter-agency communication, that incapacitate gangs through police operations aimed at crippling gangs and suppression of gang paraphernalia.[1]

Four broad goals established for the gang strategy included:
- To increase community engagement in the gang prevention strategy,
- To decrease gang entry by addressing personal and community factors,
- To increase gang exit by addressing personal and community factors, and
- To decrease gang-related crime.

Development of the Saskatoon Gang Strategy began in October, 2005, as a response from the community and all three levels of government to address the problem of gang-related crime in Saskatoon. In the years prior to its creation, the increasing numbers of gangs and gang-related

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[1] Although the intervention and prevention Subcommittees were originally two separate committees, they were amalgamated to make one larger committee in November, 2009.

crime had become a high profile issue in the city. Consequently, it was determined at senior levels of government and related agencies that a comprehensive strategy should be initiated.

Methodology
The evaluation strategy consisted of a multi-method, multi-source "action research" approach to data collection so feedback could be provided to the stakeholders as it became available. The evaluation was conducted by an independent Evaluation Team in consultation with an Evaluation Subcommittee, which included representatives from the Saskatchewan Ministry of Justice and Attorney General, the Saskatchewan Ministry of Corrections, Public Safety and Policing, the City of Saskatoon, the Saskatoon Police Service, as well as members of the Evaluation Team from the University of Saskatchewan.

The Evaluation Team began by facilitating the development of the Saskatoon Gang Strategy program logic model (Appendix C) and then used this logic model to identify data collection needs.

Quantitative and qualitative data were collected on a range of factors that spoke to the extent to which the Saskatoon Gang Strategy has met its various objectives. Due to the diversity of the Strategy's objectives, evaluation data were collected from a wide range of sources. Types of data collection included structured interviews, surveys, document reviews, client file reviews, extractions from offender databases, and nonparticipant observation. The specific procedures included the following activities:

1. A thorough review of the published and unpublished literature was conducted as a starting point for the evaluation.
2. A review of relevant program documents such as minutes from meetings, reports, and file information from the various agencies such as monthly meeting minutes, monthly reports, and interim progress reports were collected and reviewed.
3. Members of the Evaluation Team attended monthly meetings of the Steering Committee and Subcommittees as non-participatory observers.
4. Members of the Evaluation Team conducted structured interviews with members of the Steering Committee and each of the Subcommittees and the Community Resource Coordinator.
5. The Evaluation Team conducted non-participatory observation at the first Community Forum event, administered a questionnaire, and analyzed data regarding the gaps in services identified by the attendees. In addition, follow-up interviews were conducted with several Forum attendees two-years after the Forum.
6. Interviews were conducted with gang-affiliated adults and youth in order to obtain their perspectives of gangs in Saskatoon.
7. In order to sample the experiences and opinions of other kinds of stakeholders (agencies that work with gang affiliated youth and that portion of the community that is faced with gang issues on a daily basis), the originator of STR8-UP and an interested representative from the community were interviewed.
8. The Evaluation Team reviewed files of offenders who were designated as gang-affiliated. They examined 15 young offender files and 19 adult offender files.

9. An analysis of factors associated with offending behaviour was conducted on a sample of young offenders who were identified as gang members or had affiliation with gangs. The sample included youth who were under the supervision of CPSP-Young Offender programs during May, 2010.

Summary of Results

Results showed that the collaborative nature of the Gang Strategy of Saskatoon appeared to be working well and that all of the major stakeholders are represented at the Steering Committee meetings. Although there has been some evolution in the designated representatives from some stakeholder groups, it does not appear to be a reflection on the importance of the Steering Committee or of the Saskatoon Gang Strategy to the represented stakeholders. However, more efforts need to be made to ensure that new members are apprised of the goals and objectives of the Strategy. In addition, extra care must be taken to ensure that the Committee remains focused and committed to the goals and objectives of the Strategy.

It appears that a substantial barrier to fully implementing the Saskatoon Gang Strategy as planned has been the lack of funding for staff support. The Community Resource Coordinator and the Steering Committee Coordinator positions were both dropped during the evaluation period. This was a concern of the Evaluation Committee as it became apparent that having someone in a designated coordination role is critical to maintaining the progress made by the Strategy to date.

Goal A of the Gang Strategy has been partially implemented. The Community Resource Coordinator was very active in this regard. However, since this position is no longer funded these activities have slowed. The Evaluation Team is aware of several pamphlets and brochures that have been distributed. Furthermore, the Prevention Subcommittee has arranged two community forums which brought together program and service providers in the community in order to engage individuals in the topic of gangs and gang prevention. The Evaluation Team believes that that the Strategy could do more to help meet Goal A, but has become increasingly hampered by a lack of resources (both financial and human) to achieve this goal fully.

Goal B of the Strategy has also been partially implemented. A major activity of the Prevention and Intervention Subcommittees has been to identify existing services and to coordinate efforts to decrease gang entry.

Goal C of the Strategy has also been partially implemented. Several activities are the responsibility of the Intervention Subcommittee, such as developing and identifying intervention services. Although the Intervention Subcommittee initially lagged behind Prevention and Suppression, the merging of the Prevention and Intervention committees, has allowed them to address the activities outlined in the logic model. The Suppression Subcommittee addresses this goal by identifying gang members and sharing information among the represented agencies and ensuring gang affiliates or associates in the community on court order have relevant no-contact and residential conditions that are updated and monitored regularly.

Goal D of the Strategy has been well implemented. The majority of the activities refer to sharing information and intelligence among relevant agencies as well as monitoring known gang members. These activities have been done very well and on a consistent basis.

In reviewing the interviews it was evident that many participants felt that there was not enough funding to achieve some of the goals of the Strategy. It was commented that funds should be secured to reinstate the position of the Community Resource Coordinator. It was also suggested that more funding is required to develop more programs of a tangible nature that are likely to have a visible impact in the community.

Recommendations
Based on the results of the evaluation, the Evaluation Team has several recommendations in order to improve the functioning of the Gang Strategy:

Organization and Planning

1. There was some confusion among Steering Committee members regarding the specific objectives of the Gang strategy. It is believed that further refining the objectives of the Strategy and developing measurable outcomes would help to re-focus the Committee.

   It is recommended that the Steering Committee spend time to further clarify specific objectives and develop clear, measurable outcomes. This should be a group exercise in which all Steering Committee members are able to participate.

2. Some activities outlined in the logic model had taken place whereas others had not. Some of these initiatives would be highly beneficial, such as developing a communication strategy to deter gang entrance.

   It is recommended that the logic model and original planning documents be reviewed in order to assess what initiatives should be undertaken by the various Subcommittees.

3. The Evaluation Team was encouraged by developments within government to develop an institutionally based program to assist gang affiliated inmates to exit their gangs - recognizing that prisons are also breeding grounds for gang involvement.

   It is recommended that the Gang Strategy work with institutional staff to ensure that this initiative becomes a reality, is integrated with the Saskatoon Gang Strategy, and is subsequently evaluated. It should also discuss with related corrections personnel the possibility of introducing a similar program for incarcerated young offenders, one that is also integrated into the broader Saskatoon Gang Strategy and is evaluated.

4. The one issue that the Gang Strategy has not been able to overcome is funding for further developing the goals set out by the strategy.

   It is recommended that a concerted effort, with open dialogue among agencies, be undertaken to address new sources of possible funding and priority areas for use of that funding.

5. The apparent abundance of adult males involved in gang activities in Saskatoon raised concern as to why there is more of a focus on youth programs than on adult programs (i.e., Community Connections).

   It is recommended that this issue is investigated further by the Steering Committee and the Prevention/Intervention Subcommittee.

Communications

6. Several Subcommittee members felt that they were ill-informed regarding the activities of the other Subcommittee(s) and the Steering committee. Before the interim report the Steering Committee decided that a delegate from each Subcommittee should attend the monthly meetings of the other Subcommittee - it does not appear that this action has been routinely taken.

   It is recommended that this Steering Committee decision be maintained and a delegate continues to attend other Subcommittee meetings in an attempt to improve communication between the various committees.

7. Although they were knowledgeable about their specific Subcommittee, several Subcommittee members felt they did not have a good understand of the Gang Strategy as a whole.

   It is recommended that Subcommittee members be provided with information concerning the Strategy, such as the program logic model. This same information should be given to new members when they join a Subcommittee.

Role of Committees and their Participants

8. Although Community Based Organizations (CBOs) are generally well-represented on the Prevention and Intervention Subcommittees, there was some discrepancy concerning their role with Suppression and the Steering Committee.

   It is recommended that these two committees address this issue as a group in order to arrive at a consensus about the role of CBOs.

9. There appears to be some disagreement over whether it is the responsibility of the Subcommittees to implement and administer specific programs. Some participants felt that more effort should be put into developing and initiating programs, whereas other participants felt that this was not their role.

   It is recommended that the Steering Committee further clarifies issues regarding the responsibilities of the Subcommittees. These results should be communicated to the Subcommittee members.

10. Some frustration has been expressed about the roles and activities of some Subcommittees, specifically what kinds of challenges should they assume. It also appears that Subcommittees have been rather inward looking in terms of what they might take on as next steps.

    It is recommended that Subcommittees look more broadly to other jurisdictions and published material about local initiatives that address gangs for ideas and activities that they might assume and that they liaise with the Steering Committee about such possibilities.

    Capacity Building

11. There have been some barriers to human resources due to funding. First, the Steering Committee Coordinator position was eliminated in 2007, and the funding from the National Crime Prevention Centre (NCPC) for the Community Resource Coordinator (CRC) was terminated in March, 2009. The Steering Committee Coordinator position was essentially a half-time position as duties covered both the Gang Strategy and the Crime Reduction Strategy of Saskatoon. The CRC position was solely dedicated to the Gang Strategy of Saskatoon and, as such, it contributed greatly to the profile of the Strategy throughout the city. The Evaluation Team has concerns about the sustainability of the Gang Strategy without these positions in place because the Strategy must now rely on 'volunteers' from stakeholder agencies, who are already burdened with full workloads in their own settings. Without these two roles being addressed, the strategy could lose the momentum that it has built over the last five years. Although the duties of the two coordinator positions are different, one option would be to consider a single dedicated person to consolidate the overall strategy and its operational component in the field.

    It is recommended that additional human resources for the strategy be sought out to address the issues of communications, education and awareness, and supports to the Subcommittees.

Services to Community

12. Several participants felt that a directory of gang-related services would be helpful. This directory would be for the agencies within Saskatoon and would list all of the appropriate services such as housing and social programs. This directory could then be used by community agencies.

    It is recommended that a directory of community services be created.

13. There appears to be a need for a Community Coordinator to assist organizations in working together and providing information to organizations when requested. This appears to be one of the main goals of the Gang Strategy that needs some attention.

    It is recommended that the need for a Community Coordinator position is revisited.

14. Despite meeting representatives from other agencies at the first Community Forum, this networking did not lead to increased contact after the Forum for the majority of the interview participants. The second, smaller forum (June, 2010) may have been more effective but was not evaluated because of its timing.

    It is recommended that future inter-agency gatherings such as the Forum (on a smaller scale) would be beneficial in increasing coordination and communication by focussing, in a more intimate setting, directly on methods to connect organizations and to provide ongoing support for their coordination and communications.

THE SASKATOON GANG STRATEGY

The Saskatoon Gang Strategy uses an interagency approach designed to reduce gang-related crime within the City of Saskatoon. The strategy focuses on building upon existing community and government resources including employment programs, education, recreation, substance abuse programs, corrections-based interventions and law enforcement. The Saskatoon Gang Strategy uses an interagency approach designed to reduce gang-related crime within the city of Saskatoon. The Strategy is comprised of three pillars:
- *Prevention* of gang formation
- *Intervention* with individuals associated with gangs, and
- *Suppression* of gangs.

The broad goals of the gang strategy are to:
- Increase community engagement in the gang prevention strategy
- Decrease gang entry by addressing personal and community factors
- Increase gang exit by addressing personal and community factors
- Decrease gang-related crime

In order to first develop the strategic framework for addressing these gang related concerns, an initial group of 15 departments and agencies came together. These departments and agencies represented all levels of government and many community agencies.

The organizations and agencies involved in the overall Gang Strategy include the Ministry of Corrections, Public Safety, and Policing (CPSP)[2], Central Urban Métis Federation, Inc.,[3] Métis Family Community Justice Programs, City of Saskatoon, Correctional Service of Canada (CSC), Ministry of Social Services, Federation of Saskatchewan Indian Nations (FSIN), Justice Canada, Ministry of Justice and Attorney General (Prosecutions, and Policy, Planning and Evaluation), Royal Canadian Mounted Police (RCMP); Saskatoon and Combined Forces Special Enforcement Unit), Regional Intersectoral Committee (RIC), Saskatoon Fire and Protective Services, Saskatoon Health Region, Greater Saskatoon Catholic School Division, Saskatoon Public School Division, Saskatoon Police Services (SPS), and the Saskatoon Tribal Council Urban Inc. (STC).

A Steering Committee composed of representatives from the Saskatoon Police Service, City of Saskatoon, CPSP-Young Offender Programs, CPSP- Adult Corrections, Central Urban Métis Federation Inc., Public Prosecutions (Ministry of Justice and Attorney General), and Child and Family Services (Ministry of Social Services) is responsible for overseeing and directing the Strategy. This Steering Committee also oversees another initiative, the Crime Reduction Strategy of Saskatoon. Although originally two separate Steering Committees, it was determined very early in the life of the Gang Strategy that it would be more efficient to merge the two committees into one since many of the same people sat on both committees. Steering Committee meetings were held monthly until January 2010 when they were reduced to quarterly.

The role of the Steering Committee is to share information regarding gangs and gang-related crime within Saskatoon, make executive decisions regarding the Strategy and formulate a long-

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[2] A listing of all acronyms used in this report is provided in Appendix A.
[3] A listing and brief description of all programs and organizations cited in this report is provided in Appendix B.

term plan to guide the strategy in the future. Typically, the agenda includes items relating to both the gang strategy and crime reduction strategy, although it is not uncommon for a specific meeting to concentrate on only one. In order to better address the three pillars of the Gang Strategy, there are three Subcommittees under the Steering committee: prevention, intervention and suppression.

The *prevention* Subcommittee was designed to focus on those activities aimed at preventing gang formation through improved public knowledge as well as increased resources aimed at the underlying risk factors associated with involvement in gangs.

The *intervention* Subcommittee was designed to focus on those activities that target individuals associated with gangs and that assist them to leave the gang lifestyle.

The *suppression* Subcommittee was designed to focus those activities, such as inter-agency communication, that incapacitate gangs through police operations aimed at crippling gangs and suppression of gang paraphernalia.[4]

1.1. History and Background

Developed in October, 2005, the Saskatoon Gang Strategy is a response from the community and all three levels of government to address the problem of gang-related crime in Saskatoon. Prior to this date, the increasing numbers of gangs and gang-related crime was a high profile issue in the city. Consequently, it was determined at the senior levels of government that a comprehensive strategy should be initiated to address the concerns about the increasing gang presence in Saskatoon. This "top down" direction was then conveyed to officials at the local level to implement a strategy.

The lack of information flow between agencies was identified as a major barrier to gang reduction in Saskatoon. As such, enhanced information sharing was given priority in the development of the Strategy. It was felt that information sharing could be useful in identifying gang members as well as in case management.

Based on a "snapshot" of gang activity conducted by the Saskatoon Police Service in November, 2005, a target group of 65 youth and 239 adults were identified. Members of this target group were closely associated with gangs or otherwise involved in gang activities. Furthermore, it was acknowledged that there were an unidentifiable number of youths who were "at risk" of becoming involved with gangs.

In August 2006, representatives from the Saskatoon Gang Strategy received three-year funding from the Policing, Corrections, and Communities Fund of the National Crime Prevention Strategy. The purpose of the funding was to:

> *…develop, implement and evaluate a comprehensive community centred strategy that shows evidence of prevention of gang violence and criminality, reduces barriers to*

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[4] Although the intervention and prevention Subcommittees were originally two separate committees, they were joined to make one larger committee in November, 2009.

integrated case management and demonstrates the strategy is a best practice in crime prevention through social development.

Specifically, the agreement provided funds for the Saskatoon Gang Strategy to undertake the following activities: hiring a community resources coordinator to facilitate and implement the strategy; liaising with community-based organizations to identify issues related to gang activities; working with schools, community associations, the City of Saskatoon, Saskatoon Tribal Council (STC), and others to formulate responses to gang-related concerns; and hiring an external evaluator to work with the Steering Committee to evaluate the project.

1.2. Objectives and Activities of the Strategy

Prior to the development of the Strategy, a detailed literature review had been written for the then Department of Corrections and Public Safety (Lafontaine, Ferguson & Wormith, 2005). This document provided an overview of various street gang-related issues and offered recommendations for addressing gangs at three different levels. This document was used extensively by the Steering Committee in the development of a strategic framework for the Strategy.

One of the main recommendations of Lafontaine et al. (2005) was to use a multifaceted approach to address the prevention, intervention and suppression of gang activities. As such, the Gang Strategy of Saskatoon was designed to include these three pillars. The *prevention* subcomponent includes those activities that are aimed at preventing gang formation through improved public knowledge as well as increased resources aimed at the underlying risk factors associated with involvement in gangs. The *intervention* subcomponent includes those activities that target individuals associated with gangs and that assist them to leave the gang lifestyle. Finally, the *suppression* subcomponent includes those activities, such as inter-agency communication, that incapacitate gangs through police operations aimed at crippling gangs and suppression of gang paraphernalia.

Under these three pillars, the Strategy has four overarching goals.

Pillars	Prevention	Intervention	Suppression
Goals	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
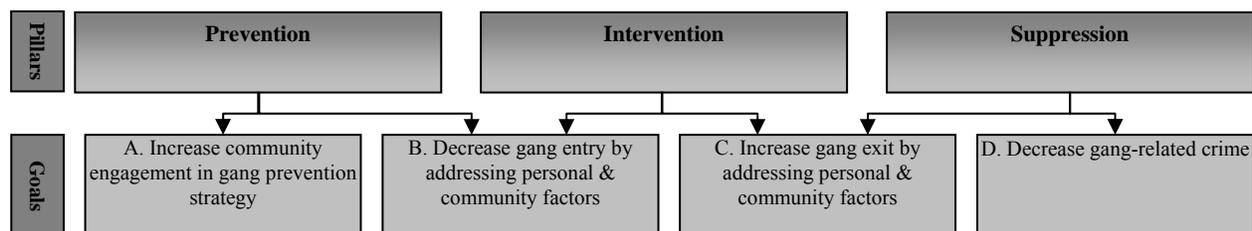
Goal A is to increase community engagement in a gang prevention strategy. This is the responsibility of the Prevention Subcommittee. The specific objectives of this goal are:
1. To identify gang issues and formulate responses to gang-related concerns that are identified by community organizations/agencies,
2. To produce a more coordinated approach to gang-related concerns among community agencies, and
3. To increase public knowledge about gangs and their prevention in the community.

Goal B is to decrease gang entry by addressing personal and community factors. This is the responsibility of both the prevention and intervention Subcommittees. The specific objectives of this goal are:

1. To increase access to pro-social activities and environments in the community,
2. To increase support to youth and adults at risk for gang membership to abide by the law,
3. To decrease perception of gang profitability, and
4. To decrease gang recruitment.

Goal C is to increase gang exit by addressing personal and community factors. This is the responsibility of both the intervention and suppression Subcommittees. The specific objectives are:

1. To increase the number of gang members involved in pro-social activities,
2. To increase pressure on gang members to abide by the law,
3. To decrease and interrupt profitability of gang membership,
4. To increase the number of gang members in intervention programs, and
5. To decrease the risk of gang exit.

Goal D is to decrease gang-related crime. This is the responsibility of the suppression Subcommittee. The specific objectives are:

1. To increase gang member and emerging gang member supervision and surveillance, and
2. To dismantle and disrupt gang communication and relationships.

LITERATURE REVIEW

1.3. Purpose of the Literature Review

A review of the published and unpublished literature was conducted as a starting point for the evaluation. The results of the literature review provided information about appropriate variables to examine for the evaluation, particularly related to those outcome measures for adult and youth gang members as well as outcome and process measures for Strategy initiatives including prevention programs, intervention with gang members, and suppression of gang activities.

Due to the scope of the available research concerning gangs, the purpose of the present document is not to provide a comprehensive review, but rather to provide an overview. A detailed discussion of gang-related research, particularly as it pertains to the three previously mentioned pillars, as presented in a report to the government of Saskatchewan by Lafontaine, Ferguson and Wormith (2005). Consequently, the current review is designed to supplement the previous review and to provide a link from the research on gangs to the development of a strategy for the current evaluation.

The literature review examined the following areas:
- Gang activity in Canada
- Gang activity in Saskatchewan
- Youth gang prevention programs
- Risk factors for gang membership
- Examples of gang prevention programs
- Intervention programs with gang members
- Examples of gang intervention programs
- Suppression of gang activities
- Examples of gang suppression programs
- The comprehensive approach: prevention, intervention & suppression
- Examples of comprehensive gang programs
- Considerations in evaluating gang programs
- Multi-agency collaboration
- Benefits and barriers associated with multi-agency collaboration.

1.4. Overview of Gang Activity in Canada

There are over 300 identified street gangs in Canada. These gangs are primarily composed of males between the ages of 20 and 30 (Criminal Intelligence Service Canada, 2006). At any given time, gang members account for approximately 25% of the inmate population in Canada (Criminal Intelligence Service Canada, 2004). Gangs are present in all of the major Canadian cities, as well as many of the smaller communities. In Canada gangs commonly consist of Aboriginal, African Canadian, and Caucasian members (Astwood Strategy Corporation, 2003). In western Canada, Aboriginal gangs are particularly common (NCPC, 2007a). These Aboriginal-based street gangs regularly recruit Aboriginal youths, making them particularly at risk for gang entry (Criminal Intelligence Service Canada, 2004; Leschied & Heng, 2007).

In 2007, one in five homicides in Canada was gang-related, which includes homicides of gang members as well as police officers and bystanders (Li, 2008). This is a rise from 2006, in which

one in six homicides in Canada was gang-related. Firearms were the most commonly used weapons in gang-related homicides (69%), whereas firearms were used in only 20% of non-gang-related homicides (Li, 2008).

It should be noted that there are several issues in defining a "gang," "a gang member," and "gang-related." Currently, there is not a universally agreed upon definition for each concept. This has resulted in inconsistent definitions being used. Definitions may be too inclusive, which can result in a study presenting an exaggerated number of gang members in a community. On the other hand, definitions may be too exclusive, which can minimize a gang problem (Lafontaine et al., 2005; NCPC, 2007). Because different definitions are used by different researchers and organizations, it is difficult to make comparisons across studies or to replicate research. In Canada, Bill C-24 defines criminal organizations (including gangs) as:

(1) a group, however organized, that is composed of three or more persons and;
(2) that has as one of its main purposes or main activities the facilitation or commission of one or more serious offences;
(3) that, if committed, would likely result in the direct or indirect receipt of a material benefit, including a financial benefit, by the group or by any one of the persons who constitute the group.

Several gang typologies have been proposed. One of the more popular is the Maxson-Klein typology (Maxson & Klein, 1995). According to this typology there are five different types of gangs:

(1) Traditional gangs: These gangs have been in existence for 20 years or longer, although they do regenerate themselves. Traditional gangs typically contain clear subgroups, which are usually divided by age or neighbourhood. This type of gang usually has a wide age range and is very large with 100 or more members.

(2) Neotraditional gangs: These gangs are similar to traditional gangs, with the exception that they have not been in existence for as many years and are typically medium in size (50 – 100 members). This gang type is territorial and typically has a goal of becoming a well-established, powerful, traditional gang.

(3) Compressed gangs: These gangs are usually small (less than 50 members) with a narrow age range. They typically have a short life span, although some may grow and transform into a traditional gang. This is the most common type of youth gang.

(4) Collective gangs: These gangs are similar to compressed gangs, with the exception that they are typically larger with a wider age range. Collective gangs are those that have not yet developed characteristics typical of more traditional gangs.

(5) Specialty gangs: These gangs focus on a particular criminal activity, such as drug trafficking. Specialty gangs are usually small with a short life span. These gangs usually have a well-defined territory.

(Source: Bartol & Bartol, 2008; Maxson & Klein, 1995)

1.4.1. Gang Activity in Saskatchewan

In 2007, Saskatchewan had the highest proportion of homicides that were gang-related (30%; Li, 2008). In 2002, the Canadian Police Survey on Youth Gangs found that the highest concentration of youth gang members was in Saskatchewan, with 1.34 per 1,000 population (or approximately 1,315; Chettleburgh, 2003). Interestingly, in 2005, law enforcement databases reported that 70% of the known gang members in Saskatoon were age 18 and older (Criminal Intelligence Services Saskatchewan, 2005). It is believed that gangs first established a presence in Saskatchewan through the federal penitentiary system, the Correctional Service of Canada. In 1997, several established gang leaders were moved to custody in Saskatchewan from Manitoba. These gang leaders are believed to have begun recruiting new members in custody and in the community upon their release (Criminal Intelligence Services Saskatchewan, 2005).

Currently, there are at least 13 known gangs in Saskatchewan. The adult-based gangs include: Hell's Angels, Native Syndicate, Indian Posse, Redd Alert, Saskatchewan Warriors, Crazy Cree, Mixed Blood, Tribal Brotherz, and West Side Soldiers. Youth gangs identified in Saskatchewan are the Crips, Junior Mixed Blood, Indian Mafia Crips, and North Central Rough Riderz. The largest gang activity is in Regina and Saskatoon.

It is an urban myth to believe that the members of Aboriginal street gangs are usually adolescents. Saskatoon Police Services (2005) reports that, in 2005, about 73% of the city's most prominent street gang, the Indian Posse, were 18 years or older. Similarly, with respect to the Crazy Cree, 66% of its membership, suspected membership and associates are 18 years of age or older. Although Aboriginal street gangs generally possess lower-level criminal capabilities than other organized criminal groups, they do show the same propensity for violence. According to Criminal Intelligence Services Canada (2004: 20), "Aboriginal-based street gangs are generally involved in opportunistic, spontaneous and disorganized street-level criminal activities, primarily low-level trafficking of marihuana, cocaine and crack cocaine and, to a lesser extent, methamphetamine. The gangs are also involved in prostitution, break-and-enters, robberies, assaults, intimidation, vehicle theft and illicit drug debt collection."

Although there is confusion about how to effectively deal with Aboriginal street gangs, as seen below, the trend is toward increasing respect for traditional Aboriginal values while giving youth the opportunity to avoid involvement in gangs.

The Federation of Saskatchewan Indian Nations (FSIN) has developed a policy towards Aboriginal gangs in the province. The FSIN's *Alter-Native to Non-Violence* initiative assumes that Aboriginal gangs represent a spontaneous youth movement of sorts born out of necessity and daily survival (FSIN, 2003). Gang membership fulfills a sense of belonging and comradeship, and is an expression of collective social ills; that is, gangs are a symptom of deeper community problems. High unemployment rates, poverty, under-resourced communities, social and economic marginalization, forced assimilation and relocation, cultural discontinuity, historical traumas such as the residential school phenomenon, and more are pressure points that have weakened the ability of First Nations communities, families, and individuals to withstand social, political and economic shocks, and to adapt to and shape change. The gang problem will only increase so long as the social, political, legal, and economic problems faced by Aboriginal people are not resolved.

All of this implies that the most effective approach for reducing gang involvement is to reduce the assorted risk factors that predict an increased likelihood of gang involvement. Since gang involvement may be a response to complex social, political, educational, legal, and economic problems, the logical approach is to address these issues, issues associated with feelings of disconnection from family, community, and culture. For a young person who feels marginalized and isolated from society and family, the ultimate goal, of course, is to reduce the risk factors associated with gang membership while increasing the protective factors around young people that promote positive, healthy development.

The FSIN encourages a multi-prong approach that focuses on communities and individuals. Of particular interest to many researchers is the role that language and culture plays as protective factors for at-risk communities. Language and culture are important because they are the vehicle through which a community communicates its values, ideals, spirituality, and traditions, all of which can have a positive influence on communities and individuals (McIvor, Napolean, & Dicke, 2009). Sharing an intellectual, spiritual, and moral culture with others helps foster a sense of social identity and coherence which, in turn, fosters pro-social values, beliefs, attitudes and behaviours. However, although different studies routinely show that First Nations young people value their language and culture, it is also important to remember that a sizable minority of First Nations youth may not be strongly connected to their cultural heritage.

The Environics Institute recently published the *Urban Aboriginal Peoples Survey*. The Survey shows that most urban Aboriginal people remain proud of their heritage and maintain a strong connection to their original communities. About 80% of respondents said that they are "very proud" of their Aboriginal identity; about 60% said that they remain connected to their Native communities, their families, and traditional culture (Foot, R. Urban aboriginals proud of their Native heritage: Survey. *Saskatoon StarPhoenix*. April 8, 2010. B6). This means, of course, that about 20% of respondents are not particularly proud of their Aboriginal identity, and that 40% are not particularly connected to their community, family, and traditional culture.

The FSIN recently surveyed 91 First Nations students from 31 First Nations communities in Saskatchewan. The survey touched on a number of issues. When asked about participating in traditional ceremonies, nearly one-quarter of the students report that they have not participated in *any* traditional ceremonies in the past year (Ferguson, 2010). Both this survey and the Environics survey shows that many Aboriginal young people are not particularly connected to the calming influence of their traditional culture.

The FSIN perspective emphasises a restorative justice approach that focuses on the needs of victims and offenders instead of the desire to satisfy abstract principles of justice or the need of a community to exact punishment. Aboriginal justice is traditionally community-orientated and focuses on restoring harmony and stability between the offender and his or her victim and one's community. In other words, the accused is traditionally viewed as someone who is out of balance with themselves, their family, and their Creator. The goal is to reconcile the offender with his or her victim and restore the offender to their community.

It is because the restorative justice philosophy is similar to traditional Aboriginal justice practices that Aboriginal communities have taken a renewed interest in the philosophy. Within

the paradigm of restorative justice, offenders are directly accountable to both their victim and community and are expected to assist in the reparation of personal harm and the restoration of social harmony. Crime is a violation of relationships among people. As a result, restoring the offender to the community must mean that victims, communities, and offenders be involved in the justice process. According to the Department of Justice Canada (2000), "Restorative justice requires that wrongdoers make reparation to the victim, themselves, and the community, recognize the harm they have done and be actively involved in making things right"(p. 3).

Although the notion of granting special consideration to Aboriginal people does not sit well with those who decry the development of what they regard as a two-tiered criminal justice system that treats Aboriginal and non-Aboriginal differently or which they regard as contributing to a language of victim-hood that diminishes from traditional notions of personal responsibility, it is clear that more and more Canadians are willing to recognize how a host of social forces and conditions are contributing to an increase in gang membership among Aboriginal people. To the FSIN, the various prevention, intervention, and suppression approaches discussed below must be consistent with restorative justice processes that balance the therapeutic and the retributive models of justice.

1.5. Prevention

The focus of prevention programs is to prevent individuals (typically youth) from joining a gang in the future. Many programs also have short-term goals, such as increasing attendance at school, increasing pro-social activities and relationships, and changing perceptions of gangs. These short-term goals are attempts at decreasing risk factors for gang membership. There are various reasons as to why an individual may join a gang, such as affiliation or a sense of belonging, protection, access to drugs and alcohol, and gang-affiliated friends and family (Chettleburgh, 2008; Leschied & Heng, 2007).

1.5.1. Risk Factors for Gang Membership

Establishing risk factors for gang membership helps inform prevention efforts (Lafontaine et al., 2005). There are four general categories of risk factors: (1) Individual risk factors, (2) Family risk factors, (3) Community risk factors, and (4) School risk factors.

Individual risk factors:
- Previous record of delinquency
- Negative peer associations
- Pro-violent approaches to conflict resolution
- Low self-esteem
- Lack of attachment to ethnic background
- Alcohol and drug abuse

Family risk factors:
- Poor family management
- Poor parental supervision
- Violent siblings
- Parental involvement in violent activities
- Abuse and mistreatment

Community risk factors:
- High crime level in neighbourhood
- Gang presence
- Lack of economic, social, and recreational opportunities
- High drug trafficking area
- Social disorganization (high poverty, high residential mobility)

School risk factors:
- Weak attachments to school and teachers
- Negative teacher perceptions of the student
- Low achievement
- Learning disabilities/difficulties
- Negative labels on the student

(Lafontaine et al., 2005; NCPC, 2007a)

There are three general categories of prevention programs: (1) primary prevention programs, (2) secondary prevention programs, and (3) tertiary prevention programs. *Primary prevention* programs target an entire population, such as an entire community or school. This type of program would focus on enhancing protective factors within the four categories of risk factors for gang membership (Lafontaine et al., 2005). *Secondary prevention* programs target populations that have more risk factors than an average population, such as inner city youth. This type of program would focus prevention efforts on individuals who are seen as being more susceptible to gang involvement. Third, *tertiary prevention* programs target high risk populations, such as peripheral gang members. This type of program would focus on preventing further gang involvement (Lafontaine et al., 2005).

1.5.2. Examples of Gang Prevention Programs

Given the large number of programs that have been implemented in North America alone, it is not practical to provide a complete catalogue. Instead, this document will discuss selected examples of Prevention, Intervention, and Suppression programs that have been formally evaluated. For a more complete review of prevention, intervention, and suppression efforts, please see Lafontaine et al., 2005.

3.3.2.1. GREAT: Gang Resistance Education and Training (U.S.)

The GREAT program is a school-based, law enforcement officer-instructed program. With prevention as its main objective, the program is intended as an immunization against delinquency, youth violence, and gang membership. The Program consists of four components: a 13-session middle school curriculum, an elementary school curriculum, a summer program, and families training. The skills-based curriculum is designed to produce attitudinal and behavioural changes through the use of facilitative teaching, positive behaviour rehearsal, interactive learning techniques, and extended teacher activities. The goal is to prevent youth crime, violence, and gang involvement through developing a positive relationship among law enforcement, families, and young people to create safer communities. Since its inception in 1991, more than 4 million students have graduated from the GREAT Program (Bureau of Justice Assistance, 2010). Due to

funding provided by the Bureau of Alcohol, Tobacco, and Firearms, by 1996, GREAT had been incorporated into schools in 47 states (Esbensen, Freng, Taylor, Peterson, & Osgood, 2002; Ebensen & Osgood, 1999).

Preliminary evaluation results of GREAT have been promising. A national, multi-site outcome evaluation of GREAT was conducted by Esbensen and Osgood (1999). Eleven different sites across the United States were selected to participate in the evaluation. After a one-year follow-up, it was found that students who had participated in GREAT reported lower levels of gang affiliation and delinquent behaviour such as drug use than students in the comparison group. Furthermore, students who had completed the GREAT program had more negative attitudes regarding gangs, fewer delinquent peers, higher self-esteem, more commitment to school achievement, and higher levels of attachment to their parents. However, this study suffered from several methodological limitations, including an ex post facto creation of a control group and a lack of pre-test measures.

In order to assess the long-term impact of GREAT, the National Institute of Justice sponsored a quasi-experimental design longitudinal research study which started in 1994. The study included six sites across the United States. Classrooms were assigned to either participate in GREAT programming or to serve as a control group. Interim results were gathered two years after program completion. These results were less than encouraging. It was found that the only pre-post change comparison that was significant was the rate of victimization out of 31 comparisons made.

After a four-year follow-up, there were small but significant effects: Students who had participated in GREAT reported less victimization, had more negative views about gangs, had more positive attitudes toward the police, had more pro-social peers, and reported less risk seeking. However, there were no significant differences in terms of gang membership or delinquent behaviour (Esbensen, 2004; Esbensen et al., 2002; Esbensen, Osgood, Taylor, Peterson, & Freng, 2001).

More recently, in 2008, Esbensen evaluated the (revised) GREAT program. The outcome evaluation involved seven cities across the United States. Cities were selected based upon: (1) the existence of an established GREAT program; (2) an acknowledged youth violence or gang problem; (3) the overall population and geographic sample diversity. Of the 195 participating classrooms, 3,820 students completed a survey administered prior to and following program delivery with annual follow-up surveys for four years. The analysis revealed significant differences between GREAT and non-GREAT students. The former reported:

- More positive attitudes toward police
- Less positive attitudes about gangs
- More use of refusal skills
- More resistance to gang pressure
- Lower rates of gang membership
- Lower rates of self-reported delinquency.

Note that the results reflect only short-term program effects. The longitudinal design will answer the question of whether or not the program has long-term effects. These results, however, will only be available after several more years (Esbensen, 2008).

However, despite its acknowledged benefits, a general conclusion based on a number of evaluations of GREAT, is that, since youth gang problems are caused by many factors, the solution might need a combination of approaches such as the GREAT and Spergel and Curry's Comprehensive Gang Model (RCMP, 2006).

3.3.2.2. GPTTO: Gang Prevention through Targeted Outreach

GPTTO is a gang prevention program operated through the Boys and Girls Club of America. The target population is youth aged 6 to 18 who are at risk of gang involvement. The major goal of the program is to satisfy youth interest and needs by providing pro-social activities that centre around five areas: character and leadership development, health and life skills, the arts, sports, fitness and recreation, and education. At-risk youth are recruited through direct referrals from school personnel, social service agencies, police and probation.

In 2002, twenty-one sites were used to evaluate the program. The evaluation included 1338 young people. The evaluation concluded that GPTTO attendance is associated with:

- Delayed onset of certain gang behaviours such as wearing gang colours;
- Less contact with the juvenile justice system;
- Fewer delinquent behaviours such as stealing or smoking pot;
- Improved school grades and a more positive attitude about school;
- Improved levels of peer and family relationships.

 (Arberton & McClanahan, 2002).

3.3.2.3. Urban Improv

Urban Improv was implemented in Boston public schools in 1992. Urban Improv is a school-based interactive drama program that teaches decision-making, conflict resolution, problem solving, cooperation, and leadership skills, all of which impedes the development of negative and violent behaviour in school children. Urban Improv is designed to last 27 weeks and is divided into three 9-week intervals. There are three categories of the program, one for each of the following age categories: elementary school, middle school, and high school.

In order to evaluate Urban Improv, a quasi-experimental design was used with a matched control group. Eight separate fourth grade classrooms were selected within five different inner city schools. Four classes participated in Urban Improv and four did not. According to teacher reports, students in the classrooms who took part in Urban Improv demonstrated more pro-social behaviours and less hyperactivity (Kisiel et al., 2005).

In 2010, Zucker et al. evaluated the Urban Improv program. The study assessed the replicability of positive program outcomes when implemented by non-program originators, as well as the effectiveness of the Urban Improv program that included a classroom based teacher curriculum.

Outcomes compared 260 elementary school students in classrooms that received basic Urban Improv, the teacher curriculum, or the comprehensive program or to serve as matched control classrooms. Findings revealed that Urban Improv can be generalized to new troupes, the comprehensive program demonstrates an additive effect over Urban Improv alone, and the teacher curriculum shows some promise as an easily disseminated, stand-alone, youth violence prevention program.

The Urban Improv model has been accepted for inclusion in the Office of Juvenile Justice and Delinquency Prevention's (US) Model Program Guide.

3.3.2.4. GRIP: Gang Resistance is Paramount

GRIP began in 1982 under the name, "Alternatives to Gang Membership" as an attempt to decrease gang membership and discourage future gang involvement in Paramount, CA. GRIP has four objectives: (1) Educate students about the dangers of gangs, (2) Discourage the city's youth from joining gangs, (3) Educate the students' parents about the signs of gang involvement, and (4) Provide parents with resources that will help them eliminate gang activities in their homes and neighbourhoods.

One component of GRIP is a school-based curriculum for students in the second and fifth grades. The program uses video presentations, coloring exercises (for the younger children), songs, and group discussions. Neighbourhood meetings are held in order to educate parents on gang warning signs. Counselling is offered to both parents and students regarding gang activities and recreational activities are offered.

GRIP has undergone several evaluations. The most recent evaluation, conducted by Solis, Schwartz, & Hinton, 2003) used a nonrandomized post-test design. A survey was administered to 735 students in the ninth grade before the start of the GRIP curriculum. Most students (505) had participated in GRIP in an earlier grade. The students who had never participated were treated as a control group. It was found that participants who had participated in GRIP previously were less likely to be involved with a gang. However, both groups reported strong anti-gang sentiments.

3.3.2.5. Gang Alternatives Program (GAP)

Based on the GRIP model, GAP presents a gang prevention curriculum to schools that deal with both the realities of gang life and the alternatives that young people have available to them. In 2007, an outcome evaluation of the GAP program was performed to determine its impact on about 650 4th grade students from 6 elementary schools in Los Angeles. The survey involved a pre-survey, post-survey, delayed post-survey design. Overall, the results of the program were very positive. Students improved in their general knowledge about the harmful consequences of gangs to themselves, family, and community; they learned strategies for staying away from gang members; they also learned more about the harmful consequences of drug and alcohol use. All of the gains were maintained on the delayed post-survey (Vital Research, 2007).

3.3.2.6. Multisystemic Therapy (MST)

Gang prevention practices are often isolated from issues of general delinquency. Sullivan (2006: 35) writes, "It is time to move forward from gang studies as a bounded field of inquiry toward a broader concern with youth violence and the diverse forms of youthful collective behavior."

Accordingly, there are several delinquency programs that can be effectively applied to youth gang prevention issues.

MST is a family and community-based treatment model that addresses the various determinants of anti-social behaviour in adolescents and their families. While the model regards individuals as being embedded within a complex network of interconnected processes that include individual, family, and extra-familial factors (e.g., peers, school, communities), the family is the major area of work. There is an average of 60 hours of contact with families over a four-month period. Empowering individuals' means giving youth the coping skills they need to deal with the individual, family, peer, school, and neighbourhood problems that they may face. Empowering parents means providing them with the skills and resources needed to properly raise teenagers (Centre for the Study and Prevention of Violence, 2006).

The MST model has been shown to have positive effects on chronic and serious young offenders. For example, some evaluations have shown reductions of 25%-70% in long-term rates of re-arrest; reductions of 47%-64% in out-of-home placements; substantial improvement in family functioning, and; decreased mental health problems for young offenders (see Henggeler et. al., 1998).

3.3.2.7. Wraparound Milwaukee (WM)

The wraparound approach serves children and youth with serious emotional, behavioural, and mental health needs. The goal is to identify those community services and supports that a family needs and to provide them for as long as they are needed. Care coordinators are responsible for helping participants create a customized treatment plan for guiding youth and their families through the action plan and system of care. The personal, community, and professional resources needed by a young person and their family are "wrapped around" the child and their family. The program targets children who meet the following criteria:

- They have a current mental health problem;
- They are involved in two or more service systems including mental health, child welfare, or juvenile justice;
- They have been identified for out-of-home placement in a residential treatment centre;
- They can be returned to their family sooner with the availability of a wraparound plan.

An evaluation of the approach has shown major improvements for delinquent youth in terms of their functioning at home, at school, and in their community (Milwaukee County Behavioural Health Division, 2002). Wraparounds conducted in Canada have been effective in reducing the frequency of residential and institutional placement of children, reducing recidivism and arrests of violent youth (see Totten, 2008).

1.6.   Intervention

Gang intervention programs focus on individuals who are gang members or gang associated. One attraction to the gang lifestyle is the ability to earn money. Many gang members have poor education and employment backgrounds and are unable to obtain adequate employment. As such, it is crucial that intervention programs are able to offer educational programming and training opportunities. It is also beneficial for intervention programs to offer family and

individual counselling to deal with issues such as parental supervision, family management, substance abuse, anger management, social/cognitive skills, and communication skills (Lafontaine et al., 2005).

Intervention programs may also help gang members with exit strategies. Once a gang member has made the decision to leave a gang, he or she must face a number of obstacles associated with gang exit, such as retaliation from other gang members (Lafontaine et al., 2005). Typically, peripheral gang members are able to leave a gang more easily than deeply entrenched members (Spergel, 1995). As such, a gang member who wishes to leave the gang may require help and support in order to do so safely. Intervention efforts are most effective prior to gang entry and during the initial arrests of a gang member (Huff, 1998). It is important that an exiting gang member feels he or she has a safe place to go. This may be particularly crucial for Aboriginal youth, who may perceive the non-Aboriginal world to be unwelcoming (Standing Committee on Aboriginal Peoples, 2003).

1.6.1.   Examples of Gang Intervention Programs

3.4.1.1. GITTO: Gang Intervention through Targeted Outreach

GITTO was developed as an intervention-based version of the original GPTTO. Similar to GPTTO, the activities of GITTO are to mobilize community resources to address the problem of gangs, recruit youths involved in gangs, promote positive developmental experiences for these youth through programming and clubs, and to provide individualize case management. The difference between the two programs is the greater emphasis in GITTO is intervening with youths already involved in gangs.

After a 12 month follow-up period, youth involved in GITTO showed fewer gang-associated behaviours (e.g., wearing gang colours, flashing gang signals), less contact with the justice system, and more positive school engagement (e.g., greater expectation of graduating high school). GITTO (an intervention program) was found to outperform GPTTO (a prevention program discussed above), suggesting that the model works better as an intervention program as opposed to a prevention program (Arberton & McClanahan, 2002).

3.4.1.2. Edmonton Native Alliance

In Edmonton, the Edmonton Native Alliance (ENA) has been established. It consists of ex-gang members who use standard outreach practices and Aboriginal spirituality to connect with Native youth involved in gangs (John Howard Society of Alberta, 2001). Ex-gang members will understand gang culture and the personal and social issues and needs of individuals involved in gang life. The program focuses on Aboriginal spirituality and healing which incorporates culture specific needs that will be missing from other community programs. A key aspect is connecting youth to programs and services (e.g. training and educational initiatives, individual and family counselling, safe houses) that help them exit the gang life. Educational and vocational programming for at-risk youth is proven to result in lower crime rates (OJJDP, 2006).

3.4.1.3. YVRP: Philadelphia Youth Violence Reduction Partnership

The Philadelphia Youth Violence Reduction Partnership is a multi-agency collaboration to reduce Philadelphia's homicide rate and to intervene with violent young offenders (ages 12-24).

YVRP participants are typically under court supervision, have regular contact with a probation or a parole officer, and have been convicted of a violent or drug-related charge at least once. YVRP provides these youth with increased supervision and also provides support through resources such as employment, mentoring, healthcare, and substance abuse treatment (McClanahan, 2004).

YVRP has in place a continuous monitoring system. Monitoring data collected from January 2000 to July 2003 was used to evaluate the initiative. Monthly crime statistics were analyzed and semi-annual interviews were conducted with program staff, police officers, and probation officers. Crime statistics revealed that the homicide rate in Philadelphia had decreased since the start of YVRP in 1999, with youth homicides in particular being reduced. Furthermore, the largest reductions in homicide were seen in the districts in which YVRP was implemented (McClanahan, 2004).

3.4.1.4. Los Angeles Violence Intervention Academy

In 2009, the Los Angeles City Council approved a one-year, $200,000 contract with the Advancement Project to operate the *Los Angeles Violence Intervention Training Academy*. The Advancement Project is a legal advocacy, civil rights, and public policy group with the stated goal of promoting civil rights. The City spends about $20 million each year on gang intervention, and soon, a diploma from the Academy will be required by anyone working under a City-run gang intervention and prevention contract (Romero, 2010)

The Los Angeles Violence Intervention Academy has recently graduated 34 gang outreach workers. Most of the current students were once high ranking gang members who participate in a 15-week program. During the program, students learn about the history of gangs; they also learn about immigration law, public health issues, how to stage "sit-downs" between rival gangs, and will be kept abreast of new gangbanging initiatives. The result of the program is the first professionalized class of gang outreach workers who will work behind the scenes to support the work of law enforcement. However, graduated intervention workers do not act like police officers, but instead concentrate on monitoring street gossip and preventing gang violence. The outreach workers are expected to follow a set of ethical guidelines: Do not do drugs, be humble and respectful, do not bully or throw gang signs, and never carry a weapon (Gold, S. Gang Warfare: L.A. unveils an educated weapon to combat enduring problems in gangs. May 23, 2010. *The Los Angeles Times*).

3.4.1.5. The Boys and Girls Club of America

The Boys and Girls Club of America is a good example of a well-researched initiative that has proven to redirect individuals from the gang lifestyle (Thornberry & Burch, 1997). Once recruited into the club, youth participate in structured recreational and educational activities that focus on personal development in order to enhance communication, problem solving, self-esteem, and decision making skills. The most important aspect is that youth are given an alternative to gang life.

3.4.1.6. Breaking the Cycle (BTC)

The City of Toronto is testing a program that offers youth alternatives to gang life. The program will offer youth counselling for anger management and substance abuse; employment advice and training in marketable skills; opportunities to participate in sports and cultural programs; and

support for families. A particularly important piece of the program is helping gang members find meaningful employment that pays enough to lure them away from the temptation of selling drugs (Lorinc, 2009).

In Toronto, the Breaking the Cycle (BTC) gang exit program for youth has graduated over 200 young people. The program runs for 28 weeks. The first two weeks follow a schedule during which youth receive anger management, drug counseling, conflict resolution and life-skills training. They then receive a week of case management where they chart a course through the program and set goals for themselves. The remaining 25 weeks are spent connecting the youth to the community and schools. They do community service and make presentations at schools throughout the city. Participants receive a stipend equal to 35 hours a week at minimum wage and a $500 bonus if they graduate from the program. Nearly 80% of the youth graduate. Young people who participate are more likely to be successful in school, training, and employment; more likely to resolve conflict non-violently; more likely to resist using alcohol and drugs, and; more likely to make pro-social life choices.

3.4.1.7. The Upward Movement Program (UMP)

The UMP is an after-school program for female youth aged 8 to 19 in Pueblo, Colorado. The program offers academic skills enhancement, recreation, and mentoring to at-risk and gang involved girls. Outreach workers are trained in conflict resolution and mediation as well as in recognizing symptoms of drug and alcohol abuse. Participants also receive information on safety, sexuality, pregnancy and sexually transmitted diseases. Williams, Curry and Cohen (2002) used a quasi-experimental design to evaluate the project. The treatment group consisted of 61 girls (20 gang members, 32 non-gang members, and 9 former gang members); the control group also consisted of a sample of 61 girls (13 gang members, 32 non-gang members, and 16 former gang members). The program group showed a statistically greater reduction in delinquency (e.g. various acts of vandalism, theft, running away from home, etc.) as well as higher grades than the control group during the pre- and post-program periods.

1.6.2. Special Considerations in Aboriginal Gangs

Turning again to Aboriginal people, youth resource centres with targeted outreach programs appear to have good success in helping Aboriginal youth leave the gang lifestyle.

Youth centres offer a focal point that is free from alcohol and drugs, a refuge where gang members can feel safe to meet new pro-social friends and explore ways to escape the influence of the gang lifestyle. Some key services might include: housing supports and referrals, English literacy skills, counselling services, advocacy and liaison, direct outreach, education and career planning, as well as information on available programs and services. Enhancing competency in areas such as education, Indigenous language and culture, and vocational training, gives youth more choices and control over their lives, and helps them develop a healthier lifestyle (Brendtro, Brokenleg, & Van Brocken, 2002).

However, and unfortunately, resource centres and halfway houses sometimes have a dark side. For example, a Winnipeg halfway house intended to help men leave their Aboriginal street gang has been recently closed permanently. Founded in 2003, under the umbrella of the Thunderbird House, Paapiiwak, according to its website, was developed to help men break free from the gang

lifestyle. However, in 2009, various staff members were charged with obstruction of justice for allegedly covering up clients who had broken curfew, abused alcohol and breached bail conditions. The halfway house has been declared to be beyond saving (CBC News. Friday, Feb. 13, 2009. *Troubled Winnipeg Halfway House Closed for Good*).

3.4.2.1. Key Elements in Aboriginal Gang Programming

While after-school and outreach programs are an important gang control strategy, it is important for such programs to place priority on certain key elements (National Council on Crime and Delinquency, 2009):

(1) Outreach workers must be able to connect with the youth targeted. A similarity in background and ethnicity can help an outreach worker connect with local youth. Applied to Aboriginal people, it is helpful for programs and service to be sensitive to the unique needs of Aboriginal people. This means understanding how colonialism, assimilation, poverty, alcohol and drug abuse, racism, as well as the loss of traditional culture and values, have affected the well-being of Aboriginal young people (Preston, Carr-Stewart, & Northwest, 2009);

(2) Clarity of goals and strategies. Programs must have well-articulated goals, and address the broad range of needs of a particular community;

(3) Problem analysis. Before developing a strategy, it is important to ensure that the problem is properly understood. How many gangs are in one's community? How does a gang recruit new members? What are the social conditions to which gang youth are apparently reacting? An assessment of the problem is essential to determine clear goals as well as the types of resources needed to help targeted youth;

(4) Program integrity. Program integrity refers to the degree to which an intervention is followed as intended and planned. A process evaluation can measure what is being done by a strategy, and assess whether or not a program is meeting acceptable standards of care;

(5) Collaboration. Since an outreach worker cannot provide all of the services a client may need, it is important to collaborate with others and build relationships throughout the community with individuals and agencies that can provide a client with the services they need. Productive partnerships with local police departments can be particularly helpful. Information can be shared and strategies to curb gang involvement can be developed and coordinated.

In 2002, the FSIN held a youth culture camp (FSIN, 2003). A total of 100 participants, including 65 at-risk Aboriginal youth, attended the camp. The camp touched on a number of issues. The participants provided a number of reasons why youth join gangs: money, power and protection; no attachment to school, family, or community; sense of belonging, and; excitement and glamorization. When asked about the types of activities that can replace gang activity, the participants made the following suggestions:

- Non-competitive activities such as art classes, music lesson, etc.;
- Youth culture camps that include traditional activities such as hunting, trapping, cultural ceremonies;
- Having parents become better role models;

- Employment opportunities;
- Having the basics in life such as nutritious food and a safe place to stay.

The FSIN approach draws attention away from suppression strategies toward those prevention and intervention strategies that foster positive, pro-social attitudes. Targeted outreach programs have been proven to be an effective strategy for helping gang members safely leave their gang. The key is providing gang members who are considering leaving their gang with opportunities and a sense of optimism about the future. Putting gang youth in contact with pro-social peers and adults; providing needed counseling services in such areas as drug and alcohol abuse or family counseling; providing vocational training, or otherwise encouraging youth to further their education; restoring those cultural values that give Aboriginal youth a sense of pride in themselves and which help them feel connected to their community, all of these approaches and more can help youth become more resilient and resist the false allure of the gang lifestyle.

1.7.   Suppression

The most typical response to gang-related problems from law enforcement agencies is to use an aggressive suppression response toward gangs (Decker, 2002; Lafontaine et al., 2005). Research has shown that programs that merely increase arrest rates are found to be ineffective. However, when suppression approaches include a strong deterrent component, the results are usually more promising (Bureau of Justice Assistance, n.d.).

Anti-gang legislation is another method of suppression. Nevada has enacted seven anti-gang statutes that addressed issues such as possessing a dangerous weapon at school, discharging a firearm out of a vehicle, and increasing the penalty for felonies committed to promote the activities of criminal gangs. An evaluation of both gang prosecution units and anti-gang legislation was conducted in two counties in Nevada. The evaluation found that the legislation was most often used in cases involving minor firearm offences, such as reckless use of firearms. Ironically, the legislation was seldom used in more serious gang-related offences, such as drive-by shootings. There was no significant difference in conviction and incarceration rates between defendants processed in specialized gang prosecution units and defendants processed in other prosecution units (Miethe & McCorkle, 2002).

The Canadian federal government has proposed amendments to the *Criminal Code* to fight violence associated with street gangs and other forms of organized crime. The proposed title: An Act to amend the Criminal Code (organized crime and protection of justice system participants). The proposed amendments:

- Make murders connected to organized criminal activity automatically first-degree, subject to a mandatory life sentence of 25 years with eligibility for parole;
- Make a new offence for drive-by and other reckless shootings. This offence carries a mandatory minimum sentence of four years, to a maximum of 14 years;
- Create two new offences of aggravated assault against a peace or public officer and assault with a weapon on a peace or public officer. These are punishable by maximum penalties of 14 and 10 years respectively.

The bill comes following a public outcry regarding recent gang-related incidents in B.C. As said by Rob Nicholson, Minister of Justice and Attorney General of Canada:

> Our Government is committed to targeting gangs and other organized criminal groups that are involved in violent crimes. We will continue to take tough, responsible action to make our streets and communities safer and more secure (Department of Justice. Ottawa. Feb. 26, 2009. *Government Introduces Legislation to Protect Canadians from Gangs and Other Forms of Organized Crime*).

1.7.1. Examples of Gang Suppression Programs

3.5.1.1. Operation Ceasefire (a.k.a. Boston Gun Project)

Operation Ceasefire was implemented in Boston, MA in 1996 as a response to the growing number of youths (age 24 and under) involved in homicides involving firearms. Using a problem-oriented policing approach, the two main elements of the program are: (1) a direct attack on traffickers who were supplying youths with firearms, and (2) a deterrent to gang violence. The first element was accomplished through focusing on intrastate trafficking of Massachusetts-sourced guns and focusing on gun models typically used by gang members (violent gang members in particular). The second, deterrent-based element was accomplished through making it known to gang members that violent behaviour would not be tolerated. When violence did occur, there was a coordinated criminal justice response that resulted in the harshest possible sanctions (Braga, Kennedy, Waring, & Piehl, 2001).

An impact evaluation revealed substantial decreases in youth homicide (63% reduction). Furthermore, there was also a decrease in city-wide gun assault incidents reported to the Boston Police Department. Other possible contributors were controlled for, such as changes in employment rate, youth population, and city-wide trends in violence (Braga et al., 2001).

A 2008 evaluation of the program in Camden, New Jersey, showed mixed findings. Although the numbers are too small to indicate statistical significance, total shootings in the Ceasefire target areas decreased by nearly 12% from 2007 to 2008. Shootings in the neighbourhoods adjacent to the target areas also decreased by 20%. However, although the total number of non-fatal shootings decreased in the target areas, there was a 10% increase in the number of gun homicides in the target areas in 2007-2008 (Operation Ceasefire, 2008).

3.5.1.2. Dallas Anti-Gang Initiative

In 1996, the Dallas Police Department implemented a strategy in order to decrease gang-related crime. The initiative mainly involved overtime enforcement of five targeted areas within the city. Teams of six to eight officers were assembled in order to carry out the three core suppression tactics: aggressive curfew enforcement, aggressive truancy enforcement, and saturation patrol.

At a one year follow-up, there was a 57% decrease in the number of gang-related violent crimes in the target areas. Analyses revealed that 80% of overtime hours were spent on curfew and truancy enforcement. However, in target areas where officers spent the majority of their time on saturation patrol, there was not a significant decrease in gang-related violence. This suggests that saturation patrol alone is ineffective in reducing gang crime (Fritsch, Caeti, & Taylor, 1999).

Fritsch, Caeti, and Taylor (2003) report mixed results from their evaluation of the initiative. The initiative targeted gangs that account for 18% of the city's known gang members and for 35% of all gang-related violent crime. Although three of the five target areas saw significant decreases in gang-related violence, so did two of the four control areas. Residents of the target areas experienced higher levels of violent crime, including an increase in robberies, during the intervention period than during the previous year, while police made significantly fewer arrests for weapon offences. Target and control areas performed equally (and poorly) in the area of property crime. The researchers suggest that the initiative was a counterproductive exercise that actually helped increase the levels of violent crime in the target areas.

3.5.1.3. TARGET: Tri-Agency Resource Gang Enforcement Team

TARGET is a program in Orange County, CA designed to reduce gang activity by selectively incarcerating the most violent and chronic gang offenders. Offenders are identified through their criminal records as well as police intelligence. Once an offender is identified, he or she is closely monitored for new offences. When the offender is arrested, he or she is prosecuted by a TARGET district attorney who attempts to obtain the lengthiest possible sentence for the offender.

For the purposes of evaluation, two comparison communities were selected. Researchers collected 84 months of crime statistics, 12 months before the program's inception in 1992 and 72 months afterwards. During the first year of the program, gang-related crime was reduced in the treatment group by 11%. The cumulative reduction through 1993 was 63%, 59% by 1994, and 47% by 1997. One explanation for this decrease in gang-related crime is that it may reflect a general decrease in all forms of crime in the community. However, during the first year of TARGET, there was a greater decrease in gang-related crime than any other form of crime. Furthermore, this decrease was not seen in the two comparison communities (Douglas, Donaldson, Wyrick, & Smith, 2000).

3.5.1.4. Operation Hardcore (OH):

The program was launched by the Los Angeles District Attorney's Office in 1979. The program focuses on the swift prosecution and incarceration of hardcore gang members aged 12 to 35 years of age. An evaluation found that hardcore gang members (compared with non-hardcore groups) received faster and more thorough prosecution and incarceration. However, it should be noted that there are no data on the long-term effects of this program on gang involvement of those who were arrested and jailed (Royal Canadian Mounted Police, 2006).

1.8. The Comprehensive Approach: Prevention, Intervention & Suppression

Typically, programs that blend prevention, intervention, and suppression are the most effective (Bureau of Justice Assistance, n.d.). This model is known as the "Comprehensive, Communitywide Approach to Gang Prevention, Intervention, and Suppression Program," as well as the "Spergel Model" (OJJDP, 2004). The core elements of this approach are community mobilization of resources, social intervention, provision of academic, economic, and social opportunities, suppression, and organizational change and development (OJJDP 2000, 2004; Spergel, Wa, & Sosa, 2005a). An important aspect of this approach is the collaborative nature in which individuals, families, agencies, organizations, and the community as a whole are involved in the fight against gangs.

Five demonstration sites of this comprehensive approach were launched by OJJDP in 1994. It was found that program implementation was the key to success for these strategies. In those cities where careful thought and consideration was given to program implementation, the projects were found to be successful in reducing gang crime. However, in those projects characterized by poor program implementation and a lack of successful multi-agency collaborations, no significant effects were found (OJJDP, 2000).

1.8.1.   Examples of Comprehensive Gang Programs

3.6.1.1. MGIP: Mesa Gang Intervention Project (Mesa, AZ)

This initiative was implemented in Mesa, Arizona, in an area of the city that was deemed to have a high rate of gang-related criminal activity. A team of detectives, probation officers, a youth intervention specialist, and street outreach workers is responsible for working with and monitoring program youth on a daily basis. MGIP detectives and probation officers are responsible for monitoring gang-involved youth, while the outreach workers and other program staff ensure the delivery of services such as counselling, job referrals, and substance abuse treatment. MGIP targets both gang-involved youth as well as youths at-risk for gang involvement.

An evaluation of MGIP showed that when compared to a matched comparison group, MGIP youth had a lower arrest rate after program involvement. Intervention-based services such as counselling were found to be more effective at lowering arrest rates than suppression-based strategies. Program youth were more likely to remain enrolled in school and, on average, attained a higher grade level than youth in the comparison group. At a more macro level of analysis, gang-related crime rates decreased in the MGIP program area more than in comparable non-program areas of the city. However, it was also found that MGIP did not involve the most severely delinquent gang-involved youths, and this could contribute to the positive effects that were found in the evaluation (Spergel, Wa, & Sosa, 2005b).

3.6.1.2. GVRP: Gang Violence Reduction Project (Chicago, IL)

The GVRP was implemented in Little Village, an inner-city area of Chicago which was plagued by a chronic gang-violence problem. The main components of the project were integrating law enforcement agency efforts with local citizens, providing social intervention through youth outreach, providing educational support and employment opportunities, increased monitoring and surveillance, as well as organizational change and development through changes in policies and procedures at the organizational level (Spergel et al., 2003).

A three-year longitudinal evaluation study was conducted in order to assess the effectiveness of the Little Village project. Data collected included interviews, surveys, self-reports, project worker summary reports, field observations, focus groups, and crime statistics. For comparison purposes, these data were compared to the three years pre-implementation, as well as with two control groups of non-program targeted youths.

The evaluation found that the frequency of contact was not a significant predictor of gang activity, but rather the nature of the contact was. Youth who underwent more individual

counselling were more likely to reduce their involvement with gangs. Over the three years of data collection, there was a significant decrease in arrest rates and self-reported offence rates for program youth. The main predictors of this decrease were romantic relationships (i.e., spending more time with wife or girlfriend), advanced age (i.e., being 19 years or older), and having more occupational goals (Spergel et al., 2003).

3.6.1.3. Bloomington-Normal Comprehensive Gang Program: (Bloomington & Normal, IL)

The twin cities of Bloomington and Normal, Illinois began to experience an increase in gang-related crime in the mid 1980's. The Comprehensive Gang Program was developed in order to help ameliorate the gang issues in these two cities. Prevention efforts included increasing opportunities for education, employment, as well as pro-social opportunities for disadvantaged youth. Intervention activities included contacting parents of gang-involved youth in order to involve them in their children's lives. Furthermore, outreach youth workers were employed in order to work with gang-involved youth. Multiple agencies and programs coordinated and collaborated in regards to prevention, intervention, and suppression activities. The suppression component of the program was unique in the respect that the main focus of this pillar was to assist gang-involved youths in conforming to the law and to societal norms (Spergel, Wa, & Sosa, 2005c).

Data collection included surveys with gang-involved youth who were program participants, as well as with a comparison group consisting of gang-involved youth who were not program participants and a review of program files and police records. When differences in previous delinquency between the program and comparison youths were statistically controlled, there were no significant differences in post-program arrest rates. However, program completion was significantly associated with less self-reported gang involvement among the youth (Spergel et al., 2005c).

Although the comprehensive gang model is one of the best known and most evaluated responses to youth gangs in the U.S., there are, however, a number of challenges identified with the model. Klein and Maxson (2006) observe that the complexities of the model may be beyond the capacities of many participating sites. Unlike other anti-gang programs, the comprehensive model wants to do it all, and aims to combine prevention, intervention and suppression into a single package. In addition, political pressures (e.g. a desire to emphasize suppression strategies) can hinder program development and implementation. Spergel (2007: 327) warns that, "Comprehensive, community-based projects that require institutional change are highly vulnerable to failure. Few innovative – if even effective – programs survive, or develop further, unless they serve and sustain important organizational and political interests."

These programs are allocated to pillar and their activities and outcomes are described in Table 1.

Table 1. Examples of Gang Prevention, Intervention & Suppression Programs

Program Name	Pillar	Activities	Outcomes
Gang Resistance Education and Training (GREAT; Esbensen, 2004; Esbensen et al., 2001; Esbensen et al., 2002)	Prevention	- Program runs for nine-weeks, one lesson a week - Lessons cover crimes and victims, cultural sensitivity, conflict resolution, how to meet basic needs without joining a gang, drugs and their impact, responsibility, and goal setting	- After a one-year follow-up, participants had more negative attitudes regarding gangs, fewer delinquent peers, higher self-esteem, more commitment to school achievement, and higher levels of attachment to their parents - A separate longitudinal study found no effects after a two-year follow-up. - After a four-year follow-up, the longitudinal study found that students who completed GREAT reported more negative views about gangs, had more positive attitudes toward the police, had more prosocial peers, and reported less risk seeking - No significant differences in gang membership or delinquent behaviour between students who had completed GREAT and those who did not
Gang Prevention Through Targeted Outreach (GPTTO; Arberton & McClanahan, 2002)	Prevention	- Serves at-risk youth ages 6-18 - Mobilizes community resources - Promotes positive developmental experiences through programming and clubs - Individualized case management	Involvement with GPTTO associated with less contact with justice system, less delinquent behaviours, improved grades in school, and more positive social relationships
Urban Improv (Kiesel et al., 2005)	Prevention	- Interactive, theatre-based youth violence program delivered to at-risk students living in the inner city of Boston, MA - Teaches decision-making, impulse-control, and conflict resolution - Three 9-week intervals (27 weeks total)	According to teacher reports, students who participated in Urban Improv exhibited more prosocial behaviours and less hyperactivity than students in classrooms who did not participate
Gang Resistance is Paramount (GRIP; Solis et al., 2003)	Prevention	- Curriculum for 2nd and 5th grade students - Neighbourhood meetings to educate parents on gang warning signs - Counselling for both parents and students - Recreational activities	- By 9th grade, students who had participated in GRIP less likely to be involved with a gang - Both treatment and control groups reported high levels of anti-gang sentiments

Program Name	Pillar	Activities	Outcomes
Gang Intervention Through Targeted Outreach (GITTO)	Intervention	▪ Similar to GPTTO (above), but with emphasis on intervening with youths already involved in gangs	▪ Decrease in gang-associated behaviours (e.g., wearing colours, flashing signals) ▪ Less contact with justice system ▪ More positive school engagement ▪
Philadelphia Youth Violence Reduction Partnership (YVRP; McClanahan, 2004)	Intervention	▪ Intensive supervision for prolific young offenders aged 12-24 with violent or drug-related convictions ▪ Access to resources such as employment, mentoring, health care, and substance abuse treatment	▪ Reduced homicides in the city of Philadelphia, particularly youth homicides ▪ Reduction in homicides greatest in districts where program was implemented
Breaking the Cycle (Evans & Sawdon, 2004)	Intervention and prevention	▪ Thorough assessment of youths and their environment and gang involvement ▪ Intensive training program ▪ Group programs and case management ▪ Youth ambassador leadership and employment Preparation	▪ Reduced gang membership and involvement ▪ Increased participation in labour force ▪ Increased contribution to the local community ▪ Improved image for the local community
Operation Ceasefire (Braga et al., 2001)	Suppression	▪ Increased law enforcement effort on traffickers supplying firearms to youths ▪ Deterrent-based message to gang members that violence will not be tolerated ▪ Coordinated team ensures harshest possible sanctions for violent offences	▪ Decrease in youth homicide rate (63% reduction) ▪ Decrease in city-wide calls for service to Boston Police Department concerning gun assaults
Dallas Anti-Gang Initiative (Fritsch et al., 1999)	Suppression	▪ Teams of 6-8police officers in five target areas ▪ Suppression tactics included saturation patrol, aggressive curfew and truancy enforcement	▪ After one-year, 57% decrease in gang-related violence in target areas ▪ Violence did not decrease in target areas in which officers spent majority of time on saturation patrol
Tri-Agency Resource Gang Enforcement Team (TARGET; Douglas et al., 2000)	Suppression	▪ Repeat gang offenders closely monitored for new offences ▪ Once arrested, prosecuted by TARGET district attorney to obtain lengthiest possible sentence	▪ Reduction in gang-related crime in the community

Program Name	Pillar	Activities	Outcomes
Mesa Gang Intervention Project (MGIP; Spergel et al., 2005b)	Prevention, Intervention, & Suppression	▪ Detectives and probation officers responsible for surveillance/monitoring gang-involved youth ▪ Outreach workers ensure delivery of services such as counselling, substance abuse treatment, employment training, etc.	▪ Program youth had lower arrest rate than matched comparison group ▪ Intervention services more effective than suppression strategies ▪ Most severely delinquent youth not included
Gang Violence Reduction Project (GVRP; Spergel et al, 2003)	Prevention, Intervention & Suppression	▪ Integrating local citizens with law enforcement agencies ▪ Youth outreach ▪ Educational support, employment opportunities ▪ Increased monitoring and surveillance ▪ Changes in organizational policies and procedures	▪ Frequency of contact not predictor of success, but rather nature of contact (i.e., youth with more individual counselling more likely to reduce gang involvement) ▪ Over three years of data collection, program youth significantly decreased offending
Bloomington-Normal Comprehensive Gang Program (Spergel et al., 2005c)	Prevention, Intervention & Suppression	▪ Provide opportunities for education, employment, and prosocial activities ▪ Youth outreach ▪ Encourage parental involvement ▪ Encourage youth to conform to laws and societal norms	▪ Program completion not significantly associated with arrest rates ▪ Program completers self-reported less gang involvement
Multisystemic Therapy (MST ; CSPV, 2006)	Prevention, Intervention	▪ Family and community-based model ▪ Family is the major area of work ▪ Provides parents with the skills and resources needed to properly raise their children	▪ MST shown to have positive effects on chronic and serious young offenders ▪ Has shown reductions in rates of re-arrest, out-of-home placement, and decreased mental health problems for young offenders ▪ Has shown improvement in family functioning
Wraparound Milwaukee (WM ; MCBHD, 2002)	Prevention	▪ Serves children with serious emotional and mental health needs ▪ Identifies services that a family needs	▪ Approach has shown improvements for delinquent youth in terms of functioning at home and school ▪ Effective in reducing recidivism in violent youth
Edmonton Native Alliance (ENA ; OJJDP, 2006)	Intervention	▪ Aboriginal youth outreach ▪ Focuses on Aboriginal culture and spirituality ▪ Provides opportunities for education, employment	▪ Has proven to result in lower crime rates

Program Name	Pillar	Activities	Outcomes
Breaking the Cycle (BTC : Lorinc, 2009))	Intervention	▪ Youth receive counselling in anger management, drug use, conflict resolution, and life skills	▪ More likely to be successful in school, training, and employment ▪ Less likely to abuse alcohol and drugs ▪ More likely to make pro-social decisions
Upward Movement Program (UMP ; William, Curry, & Cohen, 2002)	Intervention	▪ After-school program aimed at females ages 8-19 ▪ Program offers academic skills enhancement, recreation, and mentoring to at-risk females ▪ Participants also receive information on pregnancy and STDs	▪ Participants have shown reductions in delinquency as well as higher school grades
Gang Alternatives Program (Vital Research, 2007)	Prevention	▪ Teaches elementary students about the harsh realities of gang life and the alternatives available to them.	▪ Survey participants have shown gains in their general knowledge about the potential harmful consequences of gangs ▪ Student have learned strategies for avoiding gang involvement
Operation Hardcore (OH ; RCMP, 2006)	Suppression	▪ Focuses on the speedy prosecution of hardcore gang members	▪ Hardcore members receive faster and more thorough prosecution and incarceration
Gang Resistance Education and Training (GREAT; Esbensen, 2004; Esbensen et al., 2001; Esbensen et al., 2002)	Prevention	▪ Program runs for nine-weeks, one lesson a week ▪ Lessons cover crimes and victims, cultural sensitivity, conflict resolution, how to meet basic needs without joining a gang, drugs and their impact, responsibility, and goal setting	▪ After a one-year follow-up, participants had more negative attitudes regarding gangs, fewer delinquent peers, higher self-esteem, more commitment to school achievement, and higher levels of attachment to their parents ▪ A separate longitudinal study found no effects after a two-year follow-up. ▪ After a four-year follow-up, students who completed GREAT reported more negative views about gangs, had more positive attitudes toward the police, had more prosocial peers, and reported less risk seeking ▪ No significant differences in gang membership or delinquent behaviour between students who had completed GREAT and those who did not

Program Name	Pillar	Activities	Outcomes
Gang Prevention Through Targeted Outreach (GPTTO; Arberton & McClanahan, 2002)	Prevention	▪ Serves at-risk youth ages 6-18 ▪ Mobilizes community resources ▪ Promotes positive developmental experiences through programming and clubs ▪ Individualized case management	▪ Involvement with GPTTO associated with less contact with justice system, less delinquent behaviours, improved grades in school, and more positive social relationships
Community Solution to Gang Violence (CSGV; Grekul et al., 2009)	Prevention	▪ Increase community awareness ▪ Provides wrap-around services to youth at-risk for gang membership and their families	▪ Increased community awareness; paradigm shift among community agencies ▪ New services created ▪ Unable to assess decrease in youth gang involvement

1.9.   Considerations in Evaluating Gang Programs

The preceding review of gang-related research generates several considerations that must be remembered when designing evaluations for gang-related programs. These considerations include:

- Gang status: As discussed above, there is considerable debate over the exact definition of a "gang." This may make it difficult to ascertain whether or not a participant is involved with a gang if different programs are utilizing differing definitions. Furthermore, it may be difficult to establish the gang status of a participant as this information may be either based on self-report data or a program staff member's perceptions of whether or not the participant is involved with a gang. Esbensen et al. (2001) suggest that the most valid measure of gang membership is self-nomination (i.e., asking an individual if he or she has ever been involved with a gang).

- Comparison or control groups: In order to make causal inferences about the outcome of a program, it is necessary that an evaluation include an experimental design where participants are randomly assigned to the various treatment conditions. It may be difficult to locate an appropriate comparison group of gang-involved participants that are not involved with the program. Furthermore, participants in the comparison or control group should have similar levels of prior delinquency.

- Cooperation with program operators: It is crucial that program evaluators cooperate and collaborate with operators of gang programs. This step is crucial so that the evaluator may gain a full understanding of the program being evaluated. Furthermore, the program operator should have input into how the evaluation is conducted, as this person is knowledgeable about who should be contacted for which information and the feasibility of certain data collection procedures. In the context of the present study, the evaluation involves a *strategy*, as opposed to a *program*. As such, a separate Subcommittee has been established in which regular meetings are held between the research team and various representatives from the Gang Strategy of Saskatoon.

- Multiple data sources: It is important that multiple sources of data and instruments are used in a program evaluation. It is inappropriate to assume that one source of data is a valid measure. Triangulation of methods may include interviews, surveys, and file review. In the present evaluation, sources of data include files review, interviews with several different stakeholders including program staff, Steering Committee members, individuals at-risk for gang membership, gang-involved individuals, and police officers.

- Program process data: Although it is desirable to obtain outcome data in order to establish whether or not a program is effective in reaching its intended goals, it is also crucial that a comprehensive evaluation include collection of process information. It is important that data concerning interagency collaboration is collected, as this is crucial to the success of gang-related programs. The present evaluation places a strong emphasis on process data, with particular attention being placed on issues surrounding cooperation and collaboration.

(Source: Spergel, Wa, & Sosa, 2005c)

1.10. Multi-Agency Collaboration

The Gang Strategy of Saskatoon strives to establish and maintain relevant and effective partnerships among community organizations, ensure the continuity and focus of the Strategy, as well as to establish a communication strategy with justice system partners and the community at-large. It has become increasingly accepted that no single agency alone can control crime (Walsh, 2001). As a result, more crime prevention initiatives have become multi-agency partnerships. Failures in the criminal justice system are often seen as being due to gaps and limitations in pre-existing services. Multi-agency partnerships are an attempt to overcome these gaps and limitations (Crawford, 1994). By working together, agencies are able to offer more comprehensive services (Bronstein, 2003; Provan, Veazie, Teufel-Shone, & Huddleston, 2004; Walsh, 2001). Decreasing gang activity is no easy feat. Therefore, it is essential that multiple stakeholders join forces in order to combat this social issue (Chettleburgh, 2008; OJJDP, 1994; NCPC, 2007b).

Collaboration is more than simply interaction between different agencies. It involves active input of inter-agency resources and expertise as well as a production of measurable collaborated outcomes (Walsh, 2001). Networking between different agencies is an important element. There are several documented characteristics of effective collaborations. There are also certain challenges that multi-agency collaborations commonly face. Both characteristics of effective collaborations as well as barriers to success are discussed below.

1.10.1. Benefits of Multi-Agency Collaboration

Perhaps the most important quality of effective collaborations is that all agencies involved enter the collaboration with a common goal or vision. In order to effectively work together, it is essential that all agencies involved have a clear understanding of the social mission of the collaboration (Bronstein, 2003; Cramer, Atwood, & Stoner, 2006). In order to foster collective goal ownership, it is important that the goals and values of the collaboration are developed and agreed upon by all parties involved (Bronstein, 2003). Members of the collaboration must be willing to set aside some of their own individual organizational goals in order to accomplish the collaborative goals (Provan et al., 2004).

It is essential that members of the collaboration feel that the benefits of membership outweigh the costs (e.g., time commitment; Cramer et al., 2006). Conflicts may arise when multi-agency partnerships are unable to deliver promised benefits to members, such as increased networking and information sharing (El Ansari & Phillips, 2001). It is also important to ensure that the collaboration is perceived to have a positive organizational climate, as this has been found to be related to members' levels of participation and satisfaction (Butterfoss, Goodman, & Wandersman, 1996).

Another characteristic of effective collaborations is *synergy* (i.e., the members of the coalition are able to accomplish more by working together than they could working individually). This is accomplished by combining knowledge, skills, and resources of the partnering agencies in order to develop innovative, comprehensive solutions to the problems that exist within the community such as crime (Lasker, Weiss, & Miller, 2001).

It is also crucial that collaborations demonstrate *partnership efficiency*. This means that the collaboration effectively uses members' time, financial resources, and similar in-kind resources. It is also important that members are assigned roles that match their interests and strengths (Weiss, 2002).

1.10.2. Common Barriers to Success

It is common for multi-agency partnerships to face difficulties (Weiss, 2002). Collaborations require skills that have not been needed historically in the way certain professions were carried out, such as building inter-professional relationships, structures, and procedures (Lasker et al., 2001). As a result, multi-agency partnerships may result in frustration for the members.

It is also common for multi-agency collaborations to experience problems related to coordination and cooperation (Walsh, 2001). Another barrier to success is conflict avoidance. Conflicts are often deliberately left unaddressed so as to avoid tension between collaboration members (Crawford, 1994). In order to circumvent these issues, it is important that the leader of a collaboration is an individual "who understand and appreciate[s] partners' different perspectives, can bridge their diverse cultures, and [is] comfortable sharing ideas, resources, and power" (Lasker et al., 2001, p. 193). The roles that collaboration leaders typically assume are resolving conflicts, maintaining a positive environment and atmosphere, and acquiring resources and support from the community (Cramer et al., 2006).

Another barrier to success is an uncertainty of roles, duties, and responsibilities of the different agencies (Crawford, 1994). It is important that an accountability structure is developed and communicated to all members of the collaboration (Ryan & Walsh, 2004). Clear expectations of each partner should be developed at the commencement of the collaboration (Auditor General of Canada, 1999).

All of this relates to the concept of "program drift." Over time, a service or program can quite naturally drift away from its original goals and approach. Multi-agency collaborations will bring together youth workers from diverse backgrounds and experiences; they may vary in their attitudes, expectations, values, and the resources available to them. The variations between personnel which exist create a pressure that can fragment a system. Over time programs may slowly drift away from a common core to become a patchwork quilt sewn together from disparate assumptions and beliefs. It is important for a program to be as standardized as possible, and monitored on an on-going basis to minimize problems like program drift. But, while a particular evaluation is helpful to understand the workings of a program, the evaluation provides only a snapshot of the program; it provides a picture of a system at only one point in time. Thus, it is important for assessments to be conducted at regular intervals so that trends – positive and negative – can be detected.

When working effectively, multi-agency collaborations can strengthen and improve pre-existing services as well as offer new programming. This is accomplished through increased networking, information sharing, as well as sharing of resources (Bronstein, 2003; Provan et al., 2004; Walsh, 2001). However, in order for the collaboration to be effective, care must be taken to avoid the above mentioned barriers to success.

1.11. Summary

The current literature review focused on five domains relevant to the Gang Strategy evaluation: prevention programs, intervention programs, suppression programs, comprehensive programs, and multi-agency collaboration. The key findings are summarized below.

Gang Prevention:

- Typically these programs are more successful at reducing gang-related crime and behaviour rather than reducing gang membership.
- Many of these programs focus on short-term goals such as increasing school attendance, increasing pro-social activities and relationships, and changing perceptions of gangs.
- These short-term goals are usually attempts at reducing risk factors for gang membership.
- There are four general categories of risk factors: (1) Individual risk factors, (2) Family risk factors, (3) Community risk factors, and (4) School risk factors.

Gang Intervention:

- These programs focus on individuals who are already gang members or gang associated.
- It is important that intervention services address those individual needs that may lead to gang membership, such as a lack of education and/or employment.
- It is beneficial for intervention programs to offer family and individual counselling.
- Intervention programs may also assist in exiting a gang, as gang exit is associated with several risks to the individual's safety.

Gang Suppression:

- An aggressive suppression strategy is the most typical response to gang-related problems from law enforcement agencies.
- Programs that merely increase arrest rates are relatively ineffective. The results are more promising when these programs include a strong deterrent component.
- Anti-gang legislation is another method of suppression. In Canada, Bill C-24 was passed in 2007 and amended the *Canadian Criminal Code* to include knowingly participating in a criminal organization (including a gang) as a criminal offence.
- Bill C-24 creates a separate offence when violence is used to intimidate people involved in the criminal justice system or a member of their family with the intention of impeding the administration of justice.
- Bill C-24 also expands the proceeds of crime provisions so that they apply to most indictable offences and provides police agencies with increased powers in their fight against organized crime groups.

The Comprehensive Approach:

- Programs that blend prevention, intervention, and suppression are the most effective.

- The core elements of this approach are community mobilization of resources, social intervention, provision of academic, economic, and social opportunities, suppression, and organizational change and development.

- An important aspect of this approach is the collaborative nature in which individuals, families, agencies, organizations, and the community as a whole are involved in the fight against gangs.

- An assessment of demonstration projects revealed that proper program implementation was key to success. In projects characterized by poor program implementation and a lack of successful multi-agency collaborations, no significant effects were found.

Considerations in Evaluating Gang Programs:

- It may be difficult to ascertain a program participant's "gang status," as different organizations use different definitions of a "gang." Furthermore, this data may be based on self-reports or a program staff's perceptions.

- In order to make valid causal inferences about a program, it is essential to include a comparison or control group. However, these samples may be difficult to locate.

- It is important that evaluators cooperate and collaborate with program operators, as this will facilitate in a comprehensive understanding of the program to be evaluated.

- It is incorrect to assume that a single measure or source of data is valid. It is desirable to have multiple data sources in an evaluation.

- Aside from collecting outcome data, it is also important to collect program process data with particular emphasis on interagency cooperation and collaboration.

Multi-Agency Collaboration:

- All agencies involved should have a common goal or vision, where values should be developed and agreed upon by all parties.

- Members of the collaboration must be willing to set aside some of their own organizational goals to accomplish group goals and should feel that the benefits of membership outweigh the costs.

- The collaboration should be perceived to have a positive organizational climate.

- Members of the collaboration should accomplish more by working together than they would alone.

- Collaborations should use members' time, financial resources, and in-kind resources effectively and assign members roles that correspond to their interests and strengths.

- Multi-agency partnerships can lead to frustration as they require skills that have not been needed historically in the way certain professions were carried out.

- Other problems may include difficulties with coordination, cooperation, and conflict avoidance/resolution.

- The roles, duties, and responsibilities of the different agencies should be clearly mapped out to ensure an accountability structure is in place and expectations are clear.

EVALUATION METHODOLOGY

1.12. Evaluation Purpose and Objectives

The purpose of the current project is to increase knowledge of the gang-related approach in the City of Saskatoon and to assess the effectiveness of the Strategy. The evaluation will identify the Strategy's strengths and weaknesses, identify challenges to implementation, suggest improvements, and provide information to guide future programming.

The four program goals and the corresponding evaluation objectives are listed below.

Strategy Goal A: Increase community engagement in a gang prevention strategy:
  a) To identify the activities that are being implemented or planned to increase the public's awareness about gangs.
  b) To assess the extent to which these activities are being implemented as planned and to identify obstacles to implementation.
  c) To establish what monitoring system is in place to ensure the program activities are achieving the desired objectives.
  d) To determine the degree to which the monitoring system indicates program activities are achieving the desired objectives.
  e) To examine whether there has been an increase in community engagement in gang prevention strategies.

Strategy Goal B: Decrease gang entry by addressing personal and community factors:
  a) To identify the activities and initiatives that are being implemented to decrease the number of people attracted to the gang lifestyle.
  b) To assess the extent to which these activities have been implemented and identify barriers to implementation.
  c) To establish what monitoring system is in place to ensure the program activities are achieving the desired objectives.
  d) To determine the degree to which the monitoring system indicates program activities are achieving the desired objectives.
  e) To evaluate the effectiveness of the initiatives in decreasing the number of people attracted to the gang lifestyle.

Strategy Goal C: Increase gang exit by addressing personal and community factors:
  a) To identify the activities that are being or have been implemented to increase gang exit.
  b) To assess the extent to which these activities have been implemented and to identify barriers to implementation.
  c) To establish what monitoring system is in place to ensure the program activities are achieving the desired objectives.
  d) To determine the degree to which the monitoring system indicates program activities are achieving the desired objectives.
  e) To determine the extent to which addressing these personal and community factors has reduced gang membership.

Strategy Goal D: Decrease gang-related crime:
   a) To identify the activities that are being or have been implemented to decrease gang-related crime.
   b) To assess the extent to which these activities have been implemented and to identify barriers to their implementation.
   c) To establish what monitoring system is in place to ensure the program activities are achieving the desired objectives.
   d) To determine the degree to which the monitoring system indicates program activities are achieving the desired objectives.
   e) To determine the impact of these activities on reducing gang-related crime.

After a preliminary review of program-related documents, attendance at Steering Committee meetings, and discussions with the Evaluation Team, it became clear that different approaches to the evaluation would be needed. As suggested in NCPC's *Evaluation Guidelines for Youth Gang Prevention Fund (YGPF) Projects*, the present project is a process and outcome evaluation of the Strategy. An evaluation of process includes an assessment of the extent to which a program has been implemented as planned (Posavac & Carey, 2003; Rossi, Lipsey, & Freeman, 2004). Outcome evaluations assess the impact of the program, particularly in the context of the program's stated objectives, as well an unintended outcomes (Posavac & Carey, 2003; Rossi et al., 2004).

An 'action research' approach was incorporated so that feedback could be provided to the stakeholders as it became available.

The Evaluation Subcommittee was formed to guide the evaluation, facilitate stakeholder contact and provide feedback. The Committee included representatives from the Saskatchewan Ministry of Justice and Attorney General, the Saskatchewan Ministry of Corrections, Public Safety and Policing, the City of Saskatoon, the Saskatoon Police Service, as well as key members of the Evaluation Team.

1.13.   Scope of Evaluation

Process evaluation issues that the current evaluation is designed to address include:

   1. The development, evolution, and maturation of the Strategy and the reasons behind any changes to the strategy as designed,
   2. An examination of whether the activities and outputs described in the logic model were implemented as intended as well as what changes, if any were required and reasons for non-implementation,
   3. The nature (e.g., roles and responsibilities) and extent of the collaboration between the key stakeholders of the Strategy,
   4. Key stakeholder satisfaction with the Strategy as implemented,
   5. Identification of barriers to implementation and descriptions of how they were addressed or overcome, and
   6. An analysis of the initiative's governance structure including a description of its decision-making and collaboration process as well as its strengths and any areas which may require improvement.

The present project was also designed to assess the extent to which the Strategy's goals and objectives have been met. Specifically, the issues being addressed include:

1. Assessing the extent to which there has been an increase in community engagement concerning the gang prevention strategy by examining whether:
    i. gang issues have been identified and responses to said issues have been identified by community organizations and agencies,
    ii. a more coordinated approach to gang-related concerns has been produced among community agencies, and
    iii. there has been an increase in public knowledge about gangs and gang prevention in Saskatoon.

2. Assessing the extent to which there has been a decrease in gang entry by addressing personal and community factors by examining whether there has been a(n):
    i.   increase in access to pro-social activities and environments in the community,
    ii.   increased support to youth and adults at risk for gang membership to abide by the law, and
    iii. decrease in gang recruitment.

3. Assessing the extent to which there has been an increase in gang exit by addressing personal and community factors by examining whether there has been a(n):
    i.   increase in the number of gang members involved in pro-social activities
    ii.   increase in pressure on gang members to abide by the law,
    iii. decrease in the profitability of gang membership,
    iv.   increase in the number of gang members participating in interventions, and
    v.   decrease in the risk of gang exit.

4. Assessing the extent to which there has been a decrease in gang-related crime by examining whether:
    i.   there has been an increase in gang member and emerging gang member supervision and surveillance, and
    ii.   gang communication and relationships have been dismantled and disrupted.

1.14. Development of Program Logic Model

The Evaluation Team facilitated the development of the Saskatoon Gang Strategy program logic model (Appendix C). The creation of the logic model was a long process that involved collaboration between the Evaluation Team, the Evaluation Subcommittee, and the Steering Committee. A logic model had not been previously created for the Strategy.

The Steering Committee reviewed the logic model, with particular attention paid to the activities section. The model was subsequently approved. The Evaluation Team used the logic model to identify data collection needs.

1.15. Data Collection Activities

The evaluation utilized a multi-method and multi-source (multiple stakeholders and participants) approach to address the evaluation objectives. The Evaluation Team collected both quantitative and qualitative data on a range of factors that speak to the extent to which the Saskatoon Gang Strategy has met its various objectives. Due to the diversity of the objectives, it was necessary to collect evaluation data from a wide range of sources. The specific methodology included:

- Review of published and unpublished literature;
- Review of relevant program documents such as minutes from meetings, reports, and file information from the various agencies;
- Attendance and observation of Steering Committee meetings;
- Interviews with Steering Committee members;
- Interviews with Prevention, Intervention, and Suppression Subcommittee members;
- Evaluation of the Community Forum and follow-up interviews;
- Interviews with program clients;
- Interview with the originator of STR8-UP;
- Interview with former Community Resource Coordinator & analysis of activities; and
- Review of Corrections, Public Safety and Policing offender files.

Review of published and unpublished literature
A thorough review of the published and unpublished literature was conducted as a starting point for the evaluation. This served several purposes. First, risk factors for gang membership were identified through a review of the literature. The identified risk factors were then used to inform directions of the Gang Strategy activities. For instance, the review was able to direct attention to areas and activities targeted towards prevention of gang activities. Second, the Gang Strategy also benefited from best practices or lessons learned from similar targeted initiatives that have been implemented in other areas. Successful programs may be used as the benchmark against which the Gang Strategy may be compared once the evaluation is complete. Lastly, the importance of a theory in program development and evaluation cannot be underestimated. Theory should be used to guide the types of activities that are implemented as well as identify areas and indicators of success to measure.

Review of program-related documents
Program-related documents such as monthly meeting minutes, monthly reports, and interim progress reports were collected and reviewed. A comprehensive list of activities/initiatives that fall under the scope of the CRSS was formed from the review of these documents. This list of activities and initiatives helped to inform the Evaluation Team when selecting the individuals and agencies to include in the evaluation as well as the methodology to collect data. Review of the program-related documents also helped in the formulation of interview questions.

Non-participatory observation
Members of the Evaluation Team attended monthly meetings of the Steering Committee and Subcommittees as non-participatory observers. This practice sheds light on issues such as inter-agency communication and group dynamics which may influence program effectiveness or barriers to implementation. It was anticipated that feedback from these observations would possibly assist in enhancing inter-agency cooperation.

Interviews with agency representatives on the Steering Committee
Interviews were conducted with eight (out of nine) members of the Saskatoon Gang Strategy Steering Committee. Agencies represented include Saskatoon Police Service, City of Saskatoon, CPSP-Young Offender Programs, CPSP- Adult Corrections, CUMFI, Public Prosecutions (Ministry of Justice and Attorney General – two representatives), and Child and Family Services (Ministry of Social Services).These interviews were conducted in order to gain feedback on the functioning of the Steering Committee and how this process could be improved. All members of the Steering Committee were invited to participate in an interview. The complete interview schedule is included in Appendix D.

Interviews with Subcommittee members
The Evaluation Team interviewed members of the Prevention, Intervention, and Suppression Subcommittees. The Evaluation Team interviewed four (of six) members of the Prevention Subcommittee, seven (of 12) members of the Intervention Subcommittee, and ten (of 12) members of the Suppression Subcommittee[5]. These interviews were conducted in order to gain feedback on the functioning of the Subcommittees and how this process could be improved. All members of the Subcommittees were invited to participate in the interviews. The complete interview schedule is included in Appendix E.

Evaluation of the Community Forum
The Community Forum was an initiative by the Prevention Subcommittee. This event was held on January 24, 2008. The Forum was designed to provide ample opportunities for networking, and included a resource fair in which community-based organizations and government departments could set up an information booth about their organization and the services they provide. The Evaluation Team conducted non-participatory observation at the event, administered a questionnaire, and analyzed data regarding the gaps in services identified by the attendees. In addition, follow-up interviews were conducted with several Forum attendees two-years after the Forum. The purpose of these interviews was to assess any changes in networking or provision of services that occurred as a result of the Forum. In total, fifteen follow-up interviews were completed. The complete interview schedule is included in Appendix F.

Interviews with program clients
Participants of the STR8-UP and Community Connections programs and female offenders at Pine Grove Provincial Correctional Centre were interviewed in order to obtain their perspectives of the Strategy. The interviews were designed to provide a better understanding of gang member characteristics, reasons for their involvement in gangs and what would assist them in exiting the gang lifestyle. The complete interview schedule is included in Appendix G.

Youth interviews were conducted with the assistance of the Community Connections Program. Because the consent of a parent or guardian is required for interviews with young offenders, the Saskatoon Tribal Council contacted parents/guardians of current and former Community Connections clients following a script (Appendix H). If approval was received, a member of the Evaluation Team made direct contact to explain the study in greater detail and to ask permission

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[5] These numbers represent how many members sat on each of the three Subcommittees at the time of data collection (June – July 2009).

to interview the youth (Appendix I). Protocol required that the evaluators spoke to the parents first. If permission was obtained, the youth was contacted to invite their participation.

The Evaluation Team encountered some difficulties in reaching youth, partially due to the limited sample availability and the extensive sampling procedure necessary for youth. Although the Evaluation Team was able to reach some youth, it was difficult to get parental approval to allow them to participate in the interviews.

Four parents/guardians were contacted by the Evaluation Team. Two agreed that the Evaluation Team could contact the youth; two could not be reached. The two youth contacted agreed to be interviewed.

In the case of the STR8-UP program for adult males in the community, the Evaluation Team made arrangements with the coordinator to attend one of the weekly sessions. The Evaluation Team provided pizza to all individuals attending the group session. Five interviews were conducted.

Arrangements were made through the Saskatoon Correctional Centre to interview participants who were labelled as gang members, or gang affiliates in custody. An employee of the Correctional Center who works with the gang affiliated inmates acted as a contact person for the Evaluation Team. She approached all of the STR8-UP males in the Correctional Center to explain the project, three program participants agreed to be interviewed. Unfortunately, one of these males had already been interviewed in the community and thus, could not participate a second time. A third interview was conducted with an inmate who had left a gang but did not participate in the STR8-UP program. This inmate was approached by the Evaluation Team's contact in the Correctional Center due to his known gang involvement. The nature of the project and his potential participation was explained to him by a member of the Evaluation Team. He subsequently agreed to be interviewed.

The Evaluation Team had some difficulties in locating gang affiliated females in the community. One female was interviewed from the STR8-UP community program; however, the program for females in the community was on a hiatus due to a change in program coordinator. The Evaluation Team made arrangements to conduct interviews through a group that was established for females involved in the sex trade, entitled Walking the Journey. Although this program was not developed specifically for gang members, or those who are affiliated with gangs, many participants either were or had been involved with gangs. To interview the members of this program, the Evaluation Team attended a weekly session, provided pizza, and interviewed those willing to participate. A total of 10 interviews were conducted with this group.

The Evaluation Team was given permission to contact an employee at Pine Grove Correctional Center in Prince Albert who worked with the gang affiliated women. This employee then approached women who had been identified as being involved with gangs in Saskatoon prior to their incarceration and asked them if they would like to participate in an interview. Three women agreed to be interviewed.

Because other approaches to recruit gang and ex-gang members for interviews were not very successful, the Evaluation Team resorted primarily to the STR8-UP program for these interviews. Consequently, STR8-UP members were very overrepresented in the sample of interviewees. Although the Evaluation Team is grateful for the willingness of the STR8-UP organization to participate in the data collection process, one must be mindful of their overrepresentation in comparison to representatives from other programs that might also serve gang affiliated youth and adults. Therefore, it is important to interpret the findings presented in this report with this limitation in mind.

All participants were given a $20 gift card to Wal-Mart for their participation.

Interview with former Community Resource Coordinator & Analysis of Activities
An interview was conducted with the former Community Resource Coordinator in order to obtain more information regarding his role and responsibilities and his perspective on the effectiveness of the position. In addition, it was requested that the Community Resource Coordinator provide a list of presentations conducted as well as completed evaluation forms from presentation participants. The interview schedule is included in Appendix J.

Ministry of Corrections, Public Safety and Policing Offender Files
The Evaluation Team was granted permission from CPSP to review files of offenders who were designated as gang-affiliated. They examined 15 young offender files and 19 adult offender files. The Evaluation Team gathered information on offender progress. The offender files included court documents such as pre-sentence reports, court orders and violation and breach reports. The CPSP files also included general and specialized risk assessments, community case plans, and records and summaries of contact with the offender. In addition, the files contained referrals to and attendance reports from outside agencies such as Canadian Mental Health.

Ministry of Corrections, Public Safety and Policing Data Analysis - Youth
Beginning with a listing of young offenders who were identified as gang members or having some kind of gang affiliation, CPSP employees were able to create a database of all youth who were under the responsibility of the Saskatoon Young Offender office (as of May, 2010). Data were examined to compare 66 gang affiliated youth with 182 non-gang affiliated youth in terms of a number of variables including gender, sentence type, and the LSI-SK and its components. A more in depth look was then taken into gang related variables, such as gang involvement and past charges.

RESULTS

1.16. Non-participatory Observation

The following commentary is derived from Evaluation Team members' observations at committee and Subcommittee meetings. It is offered to assist in the ongoing process of refining the implementation of the Gang Strategy.

5.1.1. The Steering Committee

During the development process the Steering Committee for the Saskatoon Gang Strategy operated independently from the Crime Reduction Strategy of Saskatoon (CRSS) which began prior to the Saskatoon Gang Strategy. After several months a decision was made to use one Steering Committee for both strategies because they involved many of the same stakeholder representatives and it was believed to be a more efficient approach. This has led to easier scheduling of meetings. However, some agency representatives may be more knowledgeable about or interested in one of these two strategies.

Meetings were held on a regular monthly basis, with the exception of the summer months, from the committee's inception in 2006 until January, 2010. At that time the frequency of meetings was reduced to quarterly as the Gang Strategy was well established and fewer items required deliberation.

Typically, each agency that is a member of the Steering Committee sends at least one representative to each meeting. Changes in the designated representatives occur as turnover and reassignment of personnel occurs in stakeholder groups. Attendance at meetings is good.

Much of the meeting is spent updating and exchanging information between member agencies. This includes reports from the chairpersons of the Saskatoon Gang Strategy, from provincial government representatives, and from the Chairs of each of the three Subcommittees. This appears to be the only mechanism that is routinely available for Subcommittees to communicate with each other, although two Subcommittees (Prevention and Intervention) have amalgamated, thereby resolving communications issues between them. All members have an opportunity to provide updates from their organization regarding gang activity in Saskatoon. Required decisions are often discussed in a free and open manner with an agreed upon consensus being the common outcome.

Although municipal and provincial levels of government are well-represented, currently there is no representative from the federal level of government that sits on the Steering Committee - or any of the Subcommittees for that matter. One would think that organizations, such as the Correctional Service of Canada (CSC), for example, has a stake in confronting gang issues in Saskatoon through the local Saskatoon Parole office and possibly the Regional Psychiatric Centre (RPC - Saskatoon) as many of the city's most serious gang members have been, or are currently, under the auspices of CSC. Conceivably, would also contribute in a variety of ways ranging from sharing intelligence to suggesting innovative gang strategies.

Attendance is good for what might be described as key stakeholder agencies (CPSP - Adult Corrections, CPSP - Young Offender Programs, City of Saskatoon, Department of Justice, Public

Prosecutions, Saskatoon Police Services, and Saskatoon Tribal Council). Although overall, attendance is good, there are some organizations who are represented periodically, and others who appear to have withdrawn from participation.

5.1.2. The Prevention Subcommittee

The Prevention Subcommittee operates under the strong leadership of the chair with strong support from one other committee member. Together they provide motivation to the Subcommittee and take on a great deal of the work as well as delegate work to other committee members.

Meetings were originally intended to be scheduled on a monthly basis with extra meetings to work on collaborative assignments as needed. Membership has remained fairly consistent; however, attendance is not always good. Although all members contribute to the discussion, the extent of participation varies.

The Prevention Subcommittee was supported by the work of the Community Resource Coordinator. This position was funded by NCPC and dedicated to working to implement the Strategy (as opposed to having full-time responsibilities for another organization, in addition to contributing to Subcommittee work). Funding for this position ended March 31, 2009.

The Subcommittee has been successful in developing and carrying out several initiatives in addition to the work done by the Community Resource Coordinator. Some examples of the special projects include an unsuccessful proposal for a youth gang prevention project, a play and two community forums. The play demonstrating the negative realities of gang life was successfully performed in several elementary schools in the Saskatoon area.

5.1.3. The Intervention Subcommittee

The Intervention Subcommittee achieved little in terms of actual activities, initiatives and programs. Attendance at several meetings was often poor and membership was often in flux. However, the membership stayed relatively consistent over the last year, with at least half or more of the Subcommittee members attending all meetings.

One member indicated that the lack of progress was due to the Subcommittee's inability to develop a shared definition of gang/gang member/gang affiliate. The Intervention Subcommittee continued their attempt to develop a shared definition of "gang" and "gang member" over several meetings. Finally, the Subcommittee decided to accept the definition suggested by the Eurogang Research Network, "a youth gang or troublesome youth group is a durable, street-orientated youth group where involvement in illegal activity is part of their group identity", but referring to both youth and adults. As for identifying who is gang-affiliated and their entrenchment level, no consensus could be made due to pre-existing criteria for each agency that is not amenable to change. Therefore, the Subcommittee decided that simply being aware of each agency's criteria was enough.

The Intervention Subcommittee spent a great deal of time developing a housing project for gang-affiliated individuals. During Subcommittee discussions, housing was raised as a difficult issue for Saskatonians in general, but more so for offenders/ex-offenders, and in particular for those

who may be identified as gang-affiliated. Group housing units do exist to aid offenders/ex-offenders in finding shelter post-release, but individuals who are known or suspected of being gang-affiliated may be turned away for safety reasons. The Subcommittee proposed focusing on housing for their future collaboration, and appeared to achieve consensus from the group. It should be noted that there were two or three members who were very vocal about this issue. One member from the John Howard Society (JHS) offered to develop a funding proposal for a housing project dedicated to gang-affiliated individuals, and the Subcommittee agreed to provide support where needed.

The housing proposal process was started by the JHS but was subsequently turned down by the National Crime Prevention Centre (NCPC). According to JHS, NCPC only funded projects for individuals prior to involvement in the criminal justice system (at least at the time of the submission), and as the housing project was intended for ex-offenders, the proposal was rejected. Thus, the Subcommittee began brainstorming new funding ideas. A representative from NCPC was invited to a Subcommittee meeting for information on potential projects that could be funded. She was scheduled to attend a meeting on June 3, 2009, but the meeting was cancelled. This proposal was dropped after the cancelled meeting since NCPC altered its funding guidelines and therefore was no longer a viable funding option for the Intervention Subcommittee.

Two speakers from prevention programs that do serve, or are willing to serve, gang-affiliated individuals in the community were invited to present at Subcommittee meetings. Both programs, Partners in Employment (funded by Saskatchewan Abilities Council) and Radius Community Centre, are primarily focused on providing support and skills development related to attaining employment. For example, the Choices Program, (which is run by Partners in Employment and funded by CPSP through the Saskatchewan Abilities Council) assists adult offenders leaving provincial correctional systems and high risk youth with employment support. The general purpose of these presentations was to make connections with programs already underway in the community to which Subcommittee members can refer clients. There are a number of other programs available in the community, and presentations from these programs to the Subcommittees would be beneficial to the goals of the overall Strategy.

Representatives from JHS and the SCC, along with other community members are assisting in the further development and continuity of the STR8-UP program. Particularly, this partnership is focused on assisting gang-affiliated individuals incarcerated at the SCC to exit their gang. This program includes several components including an advisory committee that includes an SCC inmate representative, pamphlets and posters in the institution advertising the program, one-on-one counselling/mentorship, participants collaborating with organizers to conduct presentations in the community on the realities of gang life and the advantages of staying out of gangs.

It is also noted that there have been three chairpersons of the Intervention Subcommittee. This turnover has caused additional challenges to the Intervention Subcommittee and its Chairpersons. Some of the challenges include the lack of continuity, the time required to get the new chair up to speed, and a number of other administrative duties and challenges. There is also some concern that the Intervention Subcommittee has not been able to accomplish the tasks that they should have due to the frequent turnover of the Chairperson. However, there might be other barriers other than this lack of consistent leadership. It is also very clear that the tasks of the Intervention

Subcommittee are particularly difficult ones to address. Consequently, it is quite likely that the complexity of intervention has been the real barrier to intervention, particularly in the face of limited resources, has been an underlying reason for limited success, more so than administrative issues, such as the frequent turnover in Subcommittee Chairperson.

5.1.4. The Prevention/Intervention Subcommittee

August 2009 – June 2010

After some discussion, the Prevention and Intervention Subcommittees decided to have a joint meeting. The first joint Subcommittee meeting occurred on November 27, 2009. The Subcommittees decided to continue meeting jointly, forming one larger Prevention/Intervention Subcommittee. Most of original members of each committee continued to attend the new joint Prevention/Intervention Subcommittee. The meetings are generally led by the previous chair of the Prevention Subcommittee. The merging of these two committees is viewed as a learning and maturation function for the Strategy over its first three years. The merged committee is stronger and more effective than the two committees that operated separately.

Membership is less than the two previous committees combined, but some meetings have as many as 15 people attending. Discussion appears to be more balanced, with most of those attending contributing at least somewhat to the discussion. It appears as though those who were engaged in the prior committees have continued to attend. Members appeared more motivated and balanced following the new joint committee. More than half of the new membership has consistently attended the last two or three meetings. Yet many members do not talk at the meetings; some members contribute a little at each meeting while others almost never talk. The meetings are generally dominated by two or three people.

An "exit routes" brochure providing information on resources and services in Saskatoon had been developed and distributed to at-risk youth sometime in the past, and the Subcommittee decided to revise and re-print it. It is intended for a broad group of individuals, including at-risk youth, youth and adults currently involved in gangs, as well as youth and adults leaving custody facilities. All agencies and facilities on the Subcommittee are interested in stocking the brochures for distribution. Additionally, the Saskatoon Police Service has shown interest in stocking the brochures, so that officers on patrol may carry them and distribute to those they deem in need. Members of Kinsmen Activity Place (KAP) revised the brochure, and there was some discussions about having SCYAP design some artwork. The brochure is in the final development stages, with Subcommittee members reviewing the brochure. Printing has been discussed, and will be funded partially with existing dollars and partially through charging agencies for major orders.

There has been serious discussion around reviving "B-DAWG" (i.e., the play on the negative aspects of gang life developed by the Prevention Subcommittee, produced by SNTC and performed in Saskatoon elementary schools) and having another run through the school system, including more schools and different grades.

There are also some connections between agencies represented on the Prevention/Intervention committee and the STR8-UP program, although one is reminded that the origin of the STR8-UP program precedes the development of the Gang Strategy.

There was discussion regarding continuing the community work (e.g., presentations) that were done by the Community Resource Coordinator before his contract ended. There are currently no resources (e.g., financial or personnel) to continue this work, but the issue will continue to be pursued as the work was deemed important.

A follow-up to the large community forum held in 2008 was planned. The 2010 forum was intended to be more focused, and one could attend by invite only to try and provide opportunities for discussion and networking. A maximum of 100 people were to attend, with no more than two people from each community agency. The plan for the day was somewhat similar to the last forum, in that it is scheduled to be one full day including a keynote speaker, small group breakout sessions, reporting back to larger group, including time for networking and a trade show where agencies can set up tables with information. A facilitator was hired to organize the day, transcribe the results and distribute to attendees.

The Prevention/Intervention Subcommittee has openly maintained an "open door" policy for CBOs and agencies, which are welcome to attend at will. This dynamic component to the Subcommittee was implemented to increase the participation of other organizations with an interest in gang issues in Saskatoon. This differs from the structure of the Steering Committee which is limited to participants who are formally invited.

The difficulty of bringing government and community together has been another struggle that the Committees have had to face. This has been another learning experience for the Strategy. It appears that representatives of some organizations have come to meetings uncertain about their role, the position of their organization and the extent to which they can represent and advocate for the interests of their organization in a proactive way. Instead, it appears that some representatives participate in a very passive manner, taking notes and reporting back to their organization about the activities of the Strategy.

5.1.5. The Suppression Subcommittee

The function of the Suppression Subcommittee is somewhat different than Prevention and Intervention. The main purpose of the Suppression meetings is to share information concerning gang-related crime and gang affiliates among the represented agencies. Typically there is a roundtable discussion in which each representative provides an update from his or her agency concerning gang issues. This information varies and includes facts such as known or suspected gang members who are to be released from custody and specific gang-related crime that is occurring in Saskatoon.

The Chair of the Suppression Subcommittee is a strong leader. All members of the group appear to be motivated to attend the meetings and to share information. Meetings are held on a regular monthly basis. There is a large group of members on this Subcommittee. Attendance at monthly meetings is good. Typically, each agency that is a member of the Subcommittee sends at least one representative to each meeting.

Much of the meeting is spent exchanging information, the primary purpose of the Suppression Subcommittee. All members have an opportunity to provide updates from their organization regarding gang activity in Saskatoon. By sharing information regarding gang-related crime, agencies are able to better distribute their resources. Furthermore, contacts are made for further communication and information-sharing.

The Suppression Subcommittee will occasionally invite guest speakers to the monthly meetings. One month a representative from Saskatoon Police Service was invited to speak about the Saskatoon Police surveillance plane. The chair of the Prevention Subcommittee was also invited in order to update the group on what activities the Prevention Subcommittee has been organizing.

1.17. Saskatoon Gang Strategy Initiatives

The Gang Strategy is not designed as a program; instead it was designed to build on what exists and use innovative thinking around what works with gangs. Initiatives are intended to be undertaken by various community organizations that are bound together by common goals and objectives. This is achieved through the Steering Committee to bring these organizations together. These initiatives include the Saskatoon Street Crimes Unit and Community Connections.

1.17.1. The Saskatoon Street Crimes Unit

One of the initiatives includes the ongoing work that Saskatchewan Ministry of Corrections Public Safety and Policing (CPSP) and the Saskatoon Police Service (SPS) have been doing in the city. In particular, this initiative includes the Break and Enter Comprehensive Action Program (BECAP), the Serious Habitual Offender Comprehensive Action Program (SHOCAP) and the Violent Offender Interdiction Detail Program (VOID). The SPS has two Detective Constables dedicated to each of these programs and one Detective Sergeant for the entire unit. There are also two CPSP workers for the SHOCAP program, and three CPSP workers for the BECAP program. One prosecutor is assigned to both programs. The Street Crimes Unit is overviewed in more detail on page 115.

The Saskatoon Street Crimes Unit best fits under the goals and objectives of the Suppression Committee. Although it is not an initiative of the Gang Strategy, it is related to the committee and therefore may use the Strategy.

1.17.2. Community Connections

Community Connections is intended to enhance community capacity by providing comprehensive supervision and support to Saskatoon youth and young adults involved in, or at risk, of gang activity. The intent is to connect youth, and their families, with Elders and other appropriate community resources. A holistic model is used to facilitate opportunities for young people to make positive changes in their lives thereby reducing recidivism and promoting healthy lifestyle choices.

Support is provided in the following areas:
- Assistance in residency/housing issues
- Connecting youth with positive leisure activities/programming

- Encouragement and support in attending school/employment
- Support in accessing addiction services
- Any other necessary supports as needed or requested

The program employs two workers. Each worker has a caseload of seven to ten clients. Clients are referred to Community Connections by CPSP – Young Offender Programs. Although the program was originally created to serve both youth and adult clients, to date only one adult has attended. The workers attempt to contact each client (either in person or via telephone) at least once a week. Typically the higher-risk clients receive more contact than lower-risk clients.

Community Connections is best aligned with the Intervention Committee's mandate and was a result of the Gang Strategy. This program is funded by the Ministry of Corrections, Public Safety and Policing (CPSP) through the Saskatoon Tribal Council.

1.17.3. Strategic Planning

On March 13, 2008, The Saskatoon Crime and Gang Strategy Committee held a planning session. There were 10 people from a number of different organizations (STC, CPSP, CUMFI, City of Saskatoon, Ministry of Social Services, Public Prosecutions, SPS and Saskatoon Regional Intersectoral Committee [RIC]). The purpose of this meeting was to "be strategic in [their] approach to targeting crime in Saskatoon" so discussion at the meeting centred on both the Crime Reduction Strategy of Saskatoon and the Saskatoon Gang Strategy. Meeting minutes were examined by the Evaluation Team.

It was evident that a great deal of information was discussed during this two and a half hour session. They began with an overview of the Crime Reduction Strategy and its Mission and Goals. At time this session was planned, the steering committee had begun the process to combine the two strategies, with a more global view of an overall crime reduction strategy of which both the Break and Enter initiative and the Gang reduction initiative were components. Although not specific to the Gang Strategy, a number of issues relevant to the Gang Strategy as well as the overall Crime Reduction Strategy were discussed.

The event was considered a successful planning session with numerous ideas put forward. This meeting illustrates an attempt on part of the Steering Committee to set and coordinate future directions and searching for funding sources. However, it is quite apparent that in order to move forward, more resources are needed. Also, more planning activities similar to this one should be conducted with the Committee.

1.18. Committee Member Interviews

1.18.1. Interviews with Steering Committee Members

The Evaluation Team interviewed eight of nine Steering Committee members from Saskatoon Police Service; City of Saskatoon; CPSP - Young Offender Programs; CPSP - Adult Corrections; Central Urban Métis Federation Inc.; Public Prosecutions (Ministry of Justice and Attorney General – two representatives); and Child and Family Services (Ministry of Social Services). Participants were first asked questions about the Strategy in general and then were asked to comment on the role and function of the Steering Committee. It is important to note that all

interviews took place in the spring and summer of 2009, before the amalgamation of the prevention and intervention Subcommittees (November 2009) and when the Steering Committee meetings were operating on a monthly basis (i.e., until January 2010). Thus, it is important to note that some of the comments may no longer apply since the structure was changed.

5.3.1.1. Perceptions of the Gang Strategy

Steering Committee members were asked to comment on why they felt the Gang Strategy was initiated. It was acknowledged that gang-related crime had become a significant problem within the city of Saskatoon. Therefore, it was decided to develop a Strategy to help combat this issue. One Steering Committee member was unaware of why the Gang Strategy was initiated.

Participants were also asked to comment on the goals and objectives of the Strategy. The majority of participants felt that the purpose of the Strategy was to reduce the number of gangs in Saskatoon, as well as to reduce the number of gang members and to prevent individuals from becoming involved with gangs. Reference was made to the literature review conducted by Lafontaine et al. (2005). This literature review specified three pillars to be used when combating gangs: prevention, intervention, and suppression. As such, the Gang Strategy was structured in this manner with three separate Subcommittees. Each of these Subcommittees is concerned with a different aspect of reducing gang activity in Saskatoon. For example, the prevention Subcommittee focuses on providing education regarding alternatives to gang membership, whereas the suppression Subcommittee has more of a focus on issues surrounding law enforcement. Three Steering Committee members felt that the objectives of the Gang Strategy were poorly defined. It was acknowledged that it is difficult to clearly specify exactly what the Strategy is meant to focus on.

Participants were asked if the Strategy had experienced any changes since their involvement with the Steering Committee. For the most part, few changes were reported. One change that was mentioned is that originally the Steering Committees for the Gang Strategy and the Crime Reduction Strategy were separate. However, since many of the committee members were the same, and the overall objectives were compatible, it was decided to amalgamate the two committees into one.

Participants were next asked to comment on successes experienced by the Gang Strategy. The majority felt that a major success of the Strategy was bringing together many different agencies in order to collectively attempt to reduce gang activity in Saskatoon. It was felt that the Strategy was successful in increasing inter-agency communication and collaboration. The following is a quote from one of the participants:

> *I think the biggest success for both the strategies [CRSS and the Gang Strategy] has been sort of pulling those partners together and getting people working together and meeting together on a regular basis and having those problem solving discussions.*

Another success that was mentioned by two Steering Committee members was the Community Forum which was held in January, 2008. The purpose of this Community Forum was to provide some brief information via presentations, allow the attendees to work together to share

information regarding the services available for at-risk and gang involved youth and their families, discuss what is working well, and identify gaps in services, so that strategies to fill those gaps may be developed in the future. One participant also felt that a major success of the Strategy was the public education component, achieved through presentations conducted by the Community Resource Coordinator. Once again, several participants acknowledged the difficulty in operationalizing "success" for the Gang Strategy.

In regards to areas that need to be improved upon, many participants felt that the Strategy should work on clearly defining goals and objectives so that measurable outcomes of success can be developed. It was suggested that the Steering Committee review original planning documents in order to assess what goals have been achieved and which goals still require work.

Participants were next asked to rate their experience with the Gang Strategy on a five-point scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.8 ($SD = 0.5$). This indicates that overall, participants were somewhat satisfied with their experience with the Strategy. Some participants indicated that their satisfaction was decreased by the lack of measurable indicators of success for the Gang Strategy.

5.3.1.2. The Role and Functioning of the Steering Committee

Participants had been involved with the Steering Committee for varying lengths of time. Some participants had been members of the Committee since its inception whereas one participant had only been involved for six months.

All participants described the mandate of the Steering Committee in a similar manner -- to give direction to and coordinate the Gang Strategy, and to oversee the implementation of specific initiatives. Most participants felt that the Steering Committee was meeting its current mandate, but several participants suggested ways in which the Committee could meet its mandate better such as acquiring more resources to target specific issues of significance in Saskatoon (e.g., such as random violent crimes) and to revisit the mandate periodically in order to bring the Committee into focus and to set future goals. Two participants also felt that there should be more of an emphasis on including community-based organizations on the Steering Committee.

Participants felt that they were fully informed regarding Steering Committee activities; however one participant felt that information should be circulated in a timelier manner. All participants felt that members are treated with respect and dignity. Although the majority of participants felt that their organizations are included in decision-making, one participant did not feel that this was not the case. It should be noted that this participant was from a community-based organization who felt that the government agencies had much more influence in decision-making.

In regards to conflict resolution, most participants felt that there have been no significant conflicts. One participant did say that one community-based organization was not originally invited to sit on the Steering Committee. The CBO felt that they should have been involved at the beginning of the Strategy. The participant continued to say that this conflict was resolved through communication and open dialogue.

Participants rated the effectiveness of the Steering Committee in several different domains using a five-point scale where 1 = *very ineffective* and 5 = *very effective*. The mean rating for each question is provided in the table below:

Table 2. Mean ratings of the Steering Committee on its Effectiveness in Developing Collaborations and Partnerships

How effective has the Steering Committee been in terms of…	Mean	SD
1. Developing strong relationships with collaborating partners?	4.4	1.1
2. Developing strong relationships with community-based organizations?	3.8	0.5
3. Developing new alliances with new organizations?	3.2	1.2
4. Brainstorming new ideas for gang prevention, intervention, and suppression?	3.5	1.3

The majority of participants felt that the Committee was effective at developing strong relationships among collaborating partners. However, many participants felt that the Committee was less effective at developing strong relationships with community-based organizations. There is no consensus on whether this is the role of the Steering Committee. Similarly, there was some discrepancy among participants regarding whether or not it was the role of the Steering Committee to develop new alliances with new organizations.

All participants felt that agencies represented on the Steering Committee shared common goals and objectives. It was acknowledged that some organizations may have different views, but that everyone at the table wants a safer community and that all members are committed to working collaboratively. None of the participants felt that they had to set aside their own organizational goals to accomplish the collaborative goals of the Steering Committee. All participants felt that by participating in the Steering Committee, their organization was better able to access and share information.

All participants felt that a strength of the Steering Committee was the collaboration and communication that took place. All participants felt that they had accomplished more by collaborating than if their organization was working alone. However, it was acknowledged that a collaborative approach was resource intensive, particularly in terms of time and energy. In regards to the benefits of a collaborative approach, participants mentioned a better understanding of roles and challenges other organizations are facing and developing working relationships with other agencies. All participants felt that the benefits of a collaborative approach outweighed the costs.

Participants provided some suggestions about areas that could be improved. It was felt that communication should be improved between the Steering Committee and the heads of the organizations that are represented. One member felt that an orientation should be provided for new members. This participant was relatively new to the Steering Committee. When the participant first joined the Committee, the participant was unaware of the background of the

Strategy as well as the agency's roles and duties. It was felt that perhaps a binder of printed information could be provided to new members. The following is a quote from the participant:

> *Nobody took the initiative to really do an orientation with me and tell me what exactly it [the Strategy] is. I just tried to piece together a few things and then talking to some of the other Steering Committee members…that's where I got most of my information from. But there's no such thing as an orientation.*

Participants were asked to rate their experience with the Gang Strategy Steering Committee on a five-point scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.8 (*SD* = 1.3) which indicates that overall the participants were somewhat satisfied. This was the same as the rating given by Steering Committee members to indicate their satisfaction with the Strategy as a whole.

1.18.2. Interviews with Prevention Subcommittee Members

The Evaluation Team interviewed four out of six Prevention Subcommittee members, including representatives from Saskatoon Communities for Children, Saskatoon Community Mediation Services, the City of Saskatoon, and Saskatoon Public Schools. The participants were first asked questions about the Strategy in general and were then asked to comment on the role and function of the Subcommittee. It is important to note that all interviews took place before the amalgamation of the prevention and intervention Subcommittees and when the committee meetings were operating on a monthly basis.

5.3.2.1. Perceptions of the Gang Strategy

In general, all participants were aware of why the Gang Strategy had been initiated. Two interview participants were familiar with the role and functioning of the Prevention Subcommittee, but were unable to comment on the broader overall Gang Strategy. These participants had only been involved with the Prevention Subcommittee for a shorter period of time and were therefore not present when initial goals and objectives were set.

Participants were asked, *overall, how would you rate your experience with the Gang Strategy?* Participants were asked to respond on a five-point rating scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.8 (*SD* = 1.3), indicating participants were somewhat satisfied with their experience with the Strategy. It was felt that the Strategy had been successful in bringing together collaborating partners in order to increase coordination and communication. However, it was also felt that there was still room for improvement. One participant felt that the Prevention and Intervention Subcommittees should have regular, joint meetings:

> *I think it [the Strategy] would be better if we could get everybody together on a semi-regular basis. What is Intervention doing? What is Prevention doing? I think it would be important to see what the other Subcommittees are doing. And I haven't seen that as much as I would have liked to.*

Participants were next asked to rate the effectiveness of the Gang Strategy in several different domains using a five-point scale where 1 = *very ineffective* and 5 = *very effective*. The mean rating for each question is provided in the table below:

Table 3. Mean Ratings by the Prevention Subcommittee on the Gang Strategy and its Effectiveness in Developing Collaborations and Partnerships

How effective has the Gang Strategy been in terms of…	Mean	SD
1. Developing strong relationships between program staff and clients?	3.3	0.5
2. Developing strong relationships with collaborating partners?	3.8	1.3
3. Developing strong relationships with community-based organizations?	4.3	0.5

In regards to developing strong relationships between program staff and clients, there was some disagreement among participants whether or not this was the role of the Gang Strategy. It was felt that though this may be the goal of some agencies, not all involved agencies dealt directly with clients. Three participants felt that the Strategy had been effective at developing strong relationships with collaborating partners. One participant disagreed and felt that not enough agencies were actively involved with initiatives. There was agreement among participants that the Strategy had been effective in terms of developing strong relationships with community-based organizations.

5.3.2.2. The Role and Functioning of the Prevention Subcommittee

In general, all participants were aware of why the Prevention Subcommittee was initiated. Two participants were unable to comment on how needs were identified as the participants were not a member of the Prevention Subcommittee when it was first formed. When asked to comment on the mandate of the Prevention Subcommittee, participants felt that the main objectives of the Subcommittee were to identify needs within the community, to identify gaps in programs and services, and to educate youth about the dangers of gang involvement. In regards to identifying needs and gaps, the Community Forum (discussed elsewhere in this report) was seen as a step toward achieving this objective. Educational objectives are accomplished through various presentations in schools and in the community as well as providing printed material to youth and parents.

When asked to list specific activities of the Prevention Subcommittee, participants mentioned the B-DAWG play performed in schools by the Saskatchewan Native Theatre Company, presentations conducted by the Community Resource Coordinator, printed material developed by the Subcommittee, the Community Forum, and regular monthly meetings with Subcommittee members. It was felt that these activities furthered the Subcommittee's goals. However, one participant did not feel that some of these activities, such as the B-DAWG play, were really planned by the Subcommittee but rather happened "by luck." In regards to the play, one participant felt that there were problems with the play and that it was presented to students who were too young. It was also felt that the Subcommittee's goals were not yet met and more activities could still be undertaken in order to meet the goals of the Subcommittee, particularly in terms of identifying and addressing gaps in existing services.

All participants felt that all organizations represented on the Subcommittee shared the common goal of preventing youth from joining gangs. The participants also felt that all members of the Subcommittee were treated with respect and were able to participate in the decision-making process. Participants were not aware of any conflicts that had arisen within the Subcommittee.

Most of the participant felt that one of the strengths of the Subcommittee was the ability to build relationships with collaborating partners and has been effective in this regard. It was felt that this was accomplished through the monthly meetings. However, one participant felt that Subcommittee was ineffective at building relationships with collaborating partners as he/she did not feel engaged with the group.

The participants felt that overall, the Subcommittee was effective at brainstorming new ideas for gang prevention, although it was acknowledged that further work in this area is needed. When asked to comment on whether the Subcommittee had been successful in terms of developing a long term plan for reducing gang entry in Saskatoon, there was some disagreement concerning whether or not this was a goal of the Subcommittee.

All participants felt that the involved agencies were able to accomplish more through collaboration than if each of the agencies had been working alone. When asked to comment on the strengths of a collaborative approach, participants mentioned being able to share information with one another in order to provide a more complete picture of gang prevention in Saskatoon. It was felt that many activities of the Subcommittee would not have been accomplished without collaboration. When asked about the costs of participating in the Subcommittee, it was felt that finding time to contribute could be difficult. All members of the Subcommittee are employed in other positions and have other duties and responsibilities.

Participants were also asked to comment on what should be done to improve the functioning of the Subcommittee. Two participants felt that funding should be secured in order to reinstate the Community Resource Coordinator. It was also felt that turnover in Subcommittee members posed a challenge to the group due to a loss of institutional knowledge. It was also felt that communication should be improved as one participant felt that if he or she missed a meeting, he or she was not informed of what happened and what decisions were made. One participant felt that other relevant agencies should be invited to sit on the Subcommittee.

Finally, participants were asked to rate their overall experience with the Prevention Subcommittee using a five-point rating scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.8 (*SD* = 1.3), which indicates that overall, participants were somewhat satisfied. A main source of satisfaction was networking with representatives from other agencies. One participant was dissatisfied as he or she felt that the Subcommittee should make more of an effort to connect with members of the community.

1.18.3. Interviews with Intervention Subcommittee Members

The Evaluation Team interviewed seven (out of 12) members of the Intervention Subcommittee. Agencies represented include CPSP – Young Offender Programs, CPSP – Adult Corrections, the Saskatoon Correctional Centre, Saskatoon Tribal Council, Saskatchewan Abilities Council, John Howard Society, and Kilburn Hall. Participants were first asked questions about the Strategy in general and then were asked to comment on the role and function of the Subcommittee. It is important to note that all interviews took place before the amalgamation of the prevention and intervention Subcommittees and when the committee meetings were operating on a monthly basis.

5.3.3.1. Perceptions of the Gang Strategy

When asked why the Strategy was originally initiated, all participants felt that this was due to an increase in gang-related crime within Saskatoon that was profiled by the media. When asked to comment on the successes of the Gang Strategy, inter-agency communication and information-sharing were most often mentioned. Participants were also asked to comment on areas that could be improved upon. In response to this question, one participant felt that more tangible programs should be created.

Participants were asked, '*Overall, how would you rate your experience with the Gang Strategy?*' Participants were asked to respond on a five-point rating scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.3 (*SD* = 1.2). The majority of participants felt that although the Strategy was off to a strong start, there was still much work left to be done, particularly with creating more tangible programs. One participant was dissatisfied as he/she found it difficult to obtain information about the Gang Strategy upon joining the Intervention Subcommittee.

Participants were next asked to rate the effectiveness of the Gang Strategy in several different domains using a five-point scale where 1 = *very ineffective* and 5 = *very effective*. The mean rating for each question is provided in the table below:

Table 4. Mean Ratings by the Intervention Subcommittee on the Gang Strategy and its Effectiveness in Developing Collaborations and Partnerships

How effective has the Gang Strategy been in terms of…	Mean	SD
1. Developing strong relationships between program staff and clients?	3.3	0.5
2. Developing strong relationships with collaborating partners?	4.8	0.5
3. Developing strong relationships with community-based organizations?	4.8	0.5

In terms of developing strong relationships between program staff and clients, there was some disagreement among participants about whether or not this was the role of the Gang Strategy. All participants felt that the Strategy was at least somewhat effective at developing strong relationships with collaborating partners. The majority of participants felt that the Strategy was effective at developing strong relationships with community-based organizations, such as the Saskatoon Tribal Council (STC).

5.3.3.2. The Role and Functioning of the Intervention Subcommittee

The length of time participants had been involved with the Intervention Subcommittee ranged from eight months to one and a half years. The role of Subcommittee members is to attend the monthly meetings in order to provide an update from their organization concerning gang-related activity. Each organization presents the type of programming they are able to offer (if applicable). This helps facilitate referrals. When asked why they felt the Intervention

Subcommittee was initiated, participants felt that it was to discuss programming options for gang members as well as to address gaps in existing services.

When asked to describe the Subcommittee's mandate, one participant was unsure. The remaining participants felt that the mandate was to discuss intervention strategies with relevant stakeholders. It was felt that the Subcommittee was successful in meeting this mandate to the extent that members talk about what is available for referrals for gang members and brainstorm ideas about what could be implemented in the future. When asked what the Subcommittee should do in order to better meet its mandate, one participant felt that other agencies should be invited to participate. It was also suggested that the Subcommittee acquire financial resources in order to be able to implement some of the programming ideas that are discussed. It was also felt that the Subcommittee should clarify and discuss specific goals that it hopes to achieve.

Most participants felt that the organizations represented on the Intervention Subcommittee shared common goals and objectives. However, one participant felt that although all members had the common goal of aiding in gang exit, some members have different perspectives on how to best accomplish this task. None of the participants felt that their organizations had fully set aside organizational goals in order to accomplish the group goals of the Subcommittee.

When asked about the specific activities of the Intervention Subcommittee, participants said that the group meets monthly. Furthermore, recently there has been significant time devoted to providing a concrete definition of what constitutes a 'gang.' One participant felt that these meetings were too repetitive and that too much time had been devoted to these definition issues.

Decisions are made by consensus at Subcommittee meetings. All participants felt that Subcommittee members are treated with respect and that their organization has had the opportunity to participate in decisions that are made. Information is communicated to members via email and all participants felt that they were fully informed regarding information disseminated via the monthly meetings. However, one newer member to the Subcommittee did not feel he/she had been provided with sufficient background information concerning the Subcommittee and the Gang Strategy as a whole upon joining the group. No past problems with conflict were reported.

The majority of participants felt that the Intervention Subcommittee has been effective in terms of developing strong relationships with collaborating partners. However, one participant felt that not all members share information at meetings. Participants felt that strong relationships had been developed with community-based organizations. However, one participant felt that more CBO's should be invited to participate. When asked to comment on the effectiveness of the Subcommittee in regards to brainstorming new ideas for intervention with gang members, participants felt that this was discussed in the meetings, but currently the Subcommittee was unable to implement any plans.

Participants felt that the overall strengths of the Intervention Subcommittee were increasing inter-agency communication, information sharing, and bringing stakeholders together. All participants felt that collaborating had accomplished more than if each of the organizations was working alone. It was felt that the benefits of being involved with the Subcommittee included

hearing others' ideas, receiving support, and obtaining new knowledge. The only cost of involvement that was cited was members' time. All participants felt that the benefits of being involved with the Subcommittee outweighed the costs.

When asked about areas that should be improved upon, it was acknowledged that the Intervention Subcommittee is fairly "young" and is still growing. It was suggested that the Subcommittee should spend some time clarifying goals and objectives as these are not always clear. Furthermore, one participant felt that funding should be obtained in order to actually implement intervention programs. When asked about specific challenges and barriers the Subcommittee has had to overcome, one participant mentioned there had been a high turnover rate for the role of Subcommittee chairperson. This resulted in some confusion in the group.

Finally, participants were asked to rate their overall experience with the Intervention Subcommittee using a five-point rating scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 3.5 (*SD* = 1.3), indicating that participants were somewhat satisfied with their overall experience.

1.18.4. Interviews with Suppression Subcommittee Members

The Evaluation Team interviewed ten (out of 12) members of the Suppression Subcommittee. . Agencies represented include Saskatoon Police Service (two representatives), CPSP – Young Offender Programs, CPSP – Adult Corrections (two representatives), Public Prosecution Service of Canada (two representatives), North Central Saskatchewan Parole, and the Saskatoon Correctional Centre (two representatives). Participants were first asked questions about the Strategy in general and then were asked to comment on the role and function of the Subcommittee.

5.3.4.1. Perceptions of the Gang Strategy

All participants felt that the Gang Strategy was initiated due to a rising concern surrounding gang-related crime within the city of Saskatoon. The specific needs to be addressed included increasing information-sharing among relevant agencies as well as to address gaps in existing services.

When asked to comment on the successes of the Gang Strategy, all participants mentioned improved communication and information-sharing among agencies. When asked to comment on areas that could be improved upon, one participant felt that the purpose of the Strategy should be clarified. This participant felt that the specific goals and objectives of the Strategy were unclear:

> *I think actually laying out what the purpose is [would be helpful]…maybe this is out there, but I don't have it, and anyone that I've talked to can't present me with anything.*

One participant felt that there should be more involvement from other relevant agencies that are not currently represented on the Strategy, such as the RCMP. Three participants felt that the Strategy should do more in terms of the intervention component, such as offering skills training or offering a safe house for individuals attempting to leave a gang. Furthermore, it was suggested that the Strategy offer more intervention programming for adults, as most of the programming to

date has been focused on youth. It was also suggested by one participant that the three Subcommittees should meet on a regular basis in order to share information and to inform one another of the various initiatives each of the Subcommittees is undertaking.

Participants were asked, '*Overall, how would you rate your experience with the Gang Strategy?*' Participants were asked to respond on a five-point rating scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 4.1 (*SD* = 1.1) which indicates that overall, participants were satisfied with their experience with the Strategy. Specific reasons given by participants reflected the increased information-sharing and collaboration between agencies:

> *What am I satisfied? Because I don't feel like an island...I feel part of a team...I'm very satisfied because I feel with the interviews that I do with the inmates and some of the information that I collect – I really think it is valuable for passing it on to the partnership to help crime within our city. You're not sitting on information saying 'oh I wonder what to do with this.' You know exactly what to do with it. I'm very satisfied – It's good direction, good support, it's great.*

Participants were next asked to rate the effectiveness of the Gang Strategy in several different domains using a five-point scale where 1 = *very ineffective* and 5 = *very effective*. The mean rating for each question is provided in the table below:

Table 5. Mean Ratings by the Suppression Subcommittee on the Gang Strategy and its Effectiveness in Developing Collaborations and Partnerships

How effective has the Gang Strategy been in terms of…	Mean	SD
1. Developing strong relationships between program staff and clients?	3.7	0.7
2. Developing strong relationships with collaborating partners?	4.9	0.3
3. Developing strong relationships with community-based organizations?	3.8	0.9

With regards to developing strong relationships between program staff and clients, there was some disagreement among participants about whether or not this was the proper role of the Gang Strategy. All participants felt that the Strategy was effective at developing strong relationships with collaborating partners due to the monthly meetings and information-sharing. The majority of participants felt that the Strategy was moderately effective at developing strong relationships with community-based organizations, such as with the Saskatoon Tribal Council (STC) and the Central Urban Métis Federation, Inc. (CUMFI). However, some participants felt that this was not the role of the Strategy and others felt that not all relevant community-based organizations were represented.

5.3.4.2. The Role and Functioning of the Suppression Subcommittee
The length of time participants had been involved with the Suppression Subcommittee ranged from eight months to over two years. The role of Subcommittee members is to attend the

monthly meetings and provide an update from their organization concerning gang-related activity. Participants felt that the goals and objectives of the Subcommittee were to stop the proliferation of gangs, share information, and to reduce gang-related crime. It was felt that all Subcommittee members shared common goals and objectives. None of the participants felt that they had to set aside their own organizational goals in order to accomplish the collaborative goals of the Subcommittee. All participants felt that they are treated with respect and that their respective organizations were able to participate in decisions made by the Subcommittee.

Information is disseminated to Subcommittee members via meeting minutes. Additionally, members may contact each other in order to obtain further information. All participants felt fully informed about information that was shared during the meeting. However, one participant felt that new members should be provided with information concerning the goals and objectives of the broader Strategy. None of the participants reported any previous issues with conflict during the Subcommittee meetings. Although the majority of participants felt that the Subcommittee used their organizations' resources effectively, one member felt that perhaps the Subcommittee should have fewer meetings (i.e., one meeting every few months as opposed to monthly meetings).

All participants felt that the Suppression Subcommittee was effective in terms of developing strong relationships with collaborating partners. It was felt that holding regular meetings facilitated this process. However, there was some discrepancy in terms of developing strong relationships with community-based organizations. Some participants felt that the Subcommittee was very effective, whereas one participant felt that this was not the role of the Subcommittee and one participant felt that although this should be happening, it is not currently. Similarly, when asked about developing new alliances with new organizations, some participants felt the Subcommittee was effective in this regard and other participants felt that this was not happening.

Participants were also asked to comment on the effectiveness of the Subcommittee regarding brainstorming new ideas for gang suppression. Most of the participants felt that the Subcommittee was effective in this regard. It was felt that good ideas had come out of the Subcommittee and that members could share new information, such as information that is presented at various conferences. However, two of the participants felt that no new ideas had been generated by the Subcommittee.

All of the participants felt that participating in the Suppression Subcommittee influenced their organization's efforts to access and share information as well as fostering communication and partnerships between Suppression Subcommittee organizations. When asked to comment on the overall strengths of the Subcommittee, all participants mentioned the inter-agency communication and information-sharing. However, two participants felt that there should be more involvement from the RCMP. All participants felt that collaborating had accomplished more than if each of the organizations was working alone. Few participants could comment on weaknesses of the collaborative approach, with the exception of one participant who commented that sometimes information shared at the Subcommittee meetings could not be shared with the individual's organization due to security issues. In regards to costs of participating in the Subcommittee, time was the most common factor mentioned. When asked what could be done to

improve the functioning of the Subcommittee, two participants felt that there should be more consistency in regards to which agency representatives attend the monthly meetings.

Finally, participants were asked to rate their overall experience with the Suppression Subcommittee using a five-point scale where 1 = *very dissatisfied* and 5 = *very satisfied*. The mean rating was 4.6 (*SD* = 0.7) which indicates that overall participants were quite satisfied with their experience. When asked to explain their rating, many participants cited their pleasure with the increase in interagency communication and collaboration.

1.19.   Community Forum Evaluation

1.19.1. Community Forum Description

As mentioned previously, the Community Forum was an initiative by the Prevention Subcommittee of the Saskatoon Gang Strategy. A working group was formed to organize the Forum. It was headed by the Executive Director of Communities for Children, and had representatives from the City of Saskatoon, Girls Action Information Network (GAIN), John Howard Society, and occasionally representatives from other agencies (e.g., PAVED Arts). The working group met several times between November and January (generally weekly or bi-weekly) to plan and organize the forum. The group wanted to make the forum different and interesting, rather than the usual conference style (i.e., presentations with little audience participation). The forum was designed to provide some brief information in the presentation format, allow the attendees to work together to share information regarding the services available for at-risk and gang involved youth and their families, discuss what is working well, and identify gaps in services, so that strategies to fill those gaps may be developed in the future. The forum was also designed to provide ample opportunities for networking, and included a resource fair in which the CBOs and government departments attending could set up an information booth about their organization and the services they provide.

The Community Forum was held at the Western Development Museum in Saskatoon. Although approximately 175 people sent an RSVP for the event, there were 251 names collected from the sign-in sheets. There were likely additional individuals who did not sign the sheets, indicating many more people attended the forum than had sent an RSVP. The unexpected number of attendees created some challenges for the organizers, who had to request more tables and chairs be set up by the Western Development Museum staff. It created further organizational problems throughout the day, which will be discussed in more detail in the Non-participatory Observation Results section.

1.19.2. Evaluation Methodology

Several evaluation activities were undertaken to assess how well the Community Forum was implemented, and to what extent it addressed each of the objectives and activities of the Strategy. First, several Evaluation Team members attended the Community Forum to conduct non-participatory observation. Six graduate students from the University of Saskatchewan were instructed to take notes throughout the day regarding the events of the day, document the question and answer session, make note of audience input, and record any observations regarding forum organization, attendee interest and participation in the forum. Each member also observed one group during the afternoon group work session.

A questionnaire was also developed by the Evaluation Team through consultation with the Community Forum working group. The questionnaire included questions of interest from the Evaluation Team as well as the working group. It included a mix of closed-ended rating scales and open-ended questions. For the rated items, respondents were asked to indicate their level of agreement with each statement on a seven-point rating scale, from strongly disagree to strongly agree. Respondents were provided with the opportunity to provide comments for each of the rating items. A thematic analysis examined the content of each comment and grouped them according to recurring themes. A frequency count was then conducted on each thematic category to determine the number of times respondents referred to each theme. The most frequently mentioned themes indicate the most salient and important areas. Please note that often comments discussed more than one theme; in these cases, the comment was included in each of the thematic categories it touched on and was consequently counted multiple times.

Finally, the poster depicting the service gaps identified by each group at the Community Forum was analyzed. The two most important service groups were identified through group work. Each group then wrote its responses on a large poster. The audience then placed stickers next to each service gap on the poster to show their endorsement. The number of endorsements for each service gap was counted, as an indication of the perceived importance of each area.

A summary of the results is provided below. For a full discussion of the results, please see Simon and Wormith (2008).

1.19.3. Non-participatory Observation

Six evaluators attended the community forum and took notes throughout the day regarding the events of the day and the organization of the forum, as well as audience participation. There were several organizational difficulties that may have hindered the forum from more fully engaging the audience. However, the attendees generally appeared to be interested in the forum content and many participated well. Therefore, the Community Forum may be considered successful in actively engaging community organizations/agencies in discussion and consultation about gang issues and concerns.

Attendees also appeared to take advantage of the networking opportunity, which partially helped to establish a network of organizations/agencies that address gang-related risk factors amongst children and families to coordinate their respective initiatives (Activity 1.9). However, Activity 1.9 cannot be considered fully addressed at this point in time, as there is no data to show that the organizations/agencies have begun coordinating their respective initiatives since the forum. Follow-up interviews may be able to provide some evidence for this.

Finally, program and service area gaps and insufficiencies were identified at the Community Forum (Activity 2.3). Unfortunately, there was not time to discuss strategies to fill those gaps, or identify potential supports. An attempt was made to identify potential supports by the organizers. Along with the invitation to place stickers on the service gaps poster identifying the perceived most important service gaps, attendees were invited to provide the contact information of their agency or individuals who would be willing to provide help regarding any of the service gaps on post-it notes. However, only three agencies offered help on the poster with post-it notes.

1.19.4. Community Forum Questionnaire

A total of 110 attendees completed the questionnaire at the Community Forum, which had been developed through consultation between the Evaluation Team and the Community Forum working group. Through a combination of closed-ended rating questions and open-ended follow-up questions, attendees generally indicated that the content presented was useful, they had been aware of gang-related issues but not of all approaches being used to address gang-related issues prior to the Community Forum. The attendees indicated that they were more aware of both gang-related issues and approaches after the Community Forum, and had a better understanding of services available for at-risk and gang-involved youth and their families. Attendees generally agreed that gaps in services had been identified at the Forum, and agreed somewhat that strategies to fill those service gaps had also been identified. Attendees indicated that they intended to share the information they had gathered at the community forum with their respective organizations, were satisfied with the Forum overall, and believed more events like this are needed.

The results provide more evidence that the Community Forum addressed Activities 1.7 (actively engage community organizations/agencies in discussion and consultation about gang issues and concerns) and 2.3 (identify program and service area gaps and insufficiencies and potential supports to address these gaps). Attendees generally agreed they were more aware of gang-related issues and approaches being used to address those issues after the community forum, and were able to identify some gang-related issues and approaches they were now aware of in the follow-up questions. This provides some evidence the attendees were actively engaged in the forum. Attendees were also able to name some gaps in services in the follow-up questions. In addition, the questionnaire results provide more support for Activity 2.3, in that respondents agreed somewhat that strategies had been identified to fill the gaps in service, and even identified strategies in the follow-up question. Though strategies to fill the service gaps were not discussed by the audience overall, some strategies may have been discussed in the afternoon group work session.

1.19.5. Service Gaps Poster

The afternoon group work resulted in each group identifying their two most important service gaps, and these were written on a large poster, followed by sticker endorsements being placed next to each gap on the poster to indicate the gaps the audience overall believe to be the most pertinent. The four service gaps that received the most endorsements included a lack of early intervention, housing, communication/coordination among agencies, and personal relationships with family/community. As these gaps were identified at the community forum, again provides evidence that the community forum partially addressed Activity 2.3. As before, however, potential supports to address these gaps were not identified.

1.19.6. Overall Conclusions

The Community Forum may be an important first step in achieving the goals of the Prevention Subcommittee. In particular, the Community Forum may have contributed to Goal A – to increase community engagement in gang prevention strategy. Though more research is needed to determine whether this goal was achieved, the Community Forum contributed to Objective 1.1 (identify gang issues and formulate responses to gang-related concerns that are identified by

community organizations/agencies) by inviting members of community organizations/agencies to the event to discuss gang-related issues. Though responses were not formulated at the forum, they may be in the future as a result of the Community Forum. The Forum also contributed to Objective 1.2 (produce a more coordinated approach to gang-related concerns among community agencies), again by bringing service providers together to network, share information regarding the services they provide, and identify service gaps. Though a plan for coordination among agencies was not developed at the forum, one may be developed in the future as a result of the Forum discussions. Finally, the community forum also contributed to Objective 1.3 (increase public knowledge about gangs and their prevention in our community) through the presentations in the morning of the forum (e.g. Saskatoon Gang Strategy Overview, Father Andre and ex-gang members). The results contained in this report will form a part of the evaluation of the Gang Strategy overall, and will help guide further evaluation activities.

1.20. Community Forum Follow-up Interviews

1.20.1. Follow-up Interviews with Community Forum Attendees

After completing the survey of the 2008 Community Forum, participants were asked if they would consent to be contacted for a follow-up interview. Out of 110 attendees who completed the survey, 33 consented to be contacted for follow-up interviews. The goal of the interview was to obtain more feedback on the Forum and to assess what, if any, changes had been made due to the Forum (e.g., increased networking, change in services, etc.). Originally, the interviews were planned for completion six months following the Forum. However, this process was delayed and interviews were not completed until 2010.

The Evaluation Team was able to interview representatives from 14 different agencies, including the Calder Centre, the Canadian Red Cross, the Sierra Youth Coalition, the FASD Support Network, the University of Saskatchewan, the Core Neighbourhood Youth Co-op, the City Centre Community Renewal Initiative (two representatives), SaskNative Rentals, PAVED Arts, Saskatoon Police Services, Saskatchewan Public Health, Saskatoon Public Schools, and a Member of the Legislative Assembly (Saskatoon Centre Constituency). Two participants did not attend the Forum personally, but rather consented to be interviewed in lieu of the original attendee (in instances where the original attendee was no longer available for an interview). Although the elapsed time between the Forum and the follow-up interviews posed some challenges in contacting participants, the lengthy time period allowed the interviewee to comment on any real and lasting changes that had been made due to the Forum.

Participants were first asked to provide feedback on the Community Forum and then to comment on the Saskatoon Gang Strategy in general.

5.5.1.2. *Perceptions of the Community Form*

Participants were asked to rate the usefulness of the Forum, ranging from 1 = *not at all useful* to 5 = *very useful*. The mean rating was 3.8 ($SD = 1.0$). The majority of participants felt that the networking opportunities were the most useful. Several participants also found learning about the different services available in Saskatoon informative. When asked what aspect was the least useful, the most common answer was the round table discussions that took place in the afternoon.

Most participants shared the information obtained at the Forum with other members of their agencies. The most common type of information shared was the services and resources available for youth. This sharing of information was typically informal through word-of-mouth rather than formal presentations.

One important issue identified and discussed at the Community Forum was the lack of communication and coordination among agencies serving gang-involved youth, or youth at risk for gang involvement, and their families. Participants were asked to rate the level of improvement in communication and coordination among agencies since the Forum, from 1 = *not at all* and 5 = *a lot*. The mean rating was 2.1 (*SD* = 1.1), indicating that overall, participants did not feel there had been much improvement. Some participants were unable to comment on the situation in Saskatoon. Others felt that, although the Forum provided a chance for attendees to learn about available services, they did not perceive a sizeable improvement following the Forum. It was thought that lack of communication between agencies was still a major barrier in Saskatoon:

> *The problem is that with most organizations…[is] that everybody wants to be an angel. Rather than trying to help, everybody says 'no, we're going to do it ourselves.' So they close the walls to other organizations when all of us should be working together. And we all work with the same youth. Some of our youth…go from one place to another place. And that's the hardest thing, is that nobody is working together.*

Although some participants said they had been in contact with at least one person they had met at the Forum regarding gangs, most had not. Despite meeting representatives from other agencies at the Forum, this networking did not lead to increased contact after the Forum for the majority of the interview participants. It was suggested that perhaps having inter-agency gatherings such as the Forum (although on a smaller scale) would be beneficial in increasing communication and coordination. Several participants felt that a directory of gang-related services would be helpful. This directory would be for the City of Saskatoon and would list all of the appropriate services. This directory could then be utilized by community agencies.

Several gaps in service for gang-involved youth or youth at-risk for gang involvement and their families were identified at the Forum. One such gap was housing. Lack of affordable housing was seen as being a major issue in Saskatoon at the time of the Forum and most participants felt it was still an issue in 2010. However, this was not seen as a gang-specific issue but rather a city-wide problem that affected many other people as well. One participant felt that some progress had been made in this area.

A second gap was early intervention services. One participant felt that programs were available, but getting youth to participate was the challenge:

> *I think the programs are out there…But once again, it's up to the youth to take that step. It's not up to us. We shouldn't be here to try and change them or fix them…We can put 400 programs out there, and spend tons of money making gyms*

and sporting events and everything, but that's not going to do anything if the kids don't come.

Personal relationships and mentors for youth was a third gap identified at the Forum. Three participants felt that this had improved and that more services and programs now include a mentoring component.

A fourth gap identified was transportation. Generally, it was felt that this had remained the same since the Forum. Barriers to transportation mentioned included the cost of gas and vehicle maintenance.

Participants were asked if they were aware of any new services or programs that had been created since the Forum. Most participants were not. It was thought that the majority of available services were present before the Forum.

Participants were next asked to comment on whether the Forum assisted their organization to work with street gangs in Saskatoon. It was thought that the Forum did help 'open people's eyes' to the issue of gangs within the city and increased awareness. One participant felt that more gang-involved individuals should have been included. The importance of including youth in program decision-making was highlighted:

> *We have too many people who are in these organizations...that come from the old school and they still think they have their finger on the pulse of these kids when they don't know anything about what these kids are going through...it really bothers me when I see a bunch of 41 year old men and women sitting around a table saying, 'what do the youth want?' and there's not one youth there.*

Participants were asked how strongly they would like to see another Community Forum on gangs in Saskatoon, where 1 = *not at all* and 5 = *a lot*. The mean rating was 4.5 (*SD* = 0.8), indicating that overall, participants would strongly like to see another Forum. When asked what specific topics or content should be included, participants mentioned housing, a core neighbourhood civic centre, inter-agency collaboration, more focus on tangible future directions and planning, and more involvement from the criminal justice system.

5.5.1.3. Perceptions of the Saskatoon Gang Strategy

Most participants were aware of the Saskatoon Gang Strategy. Participants were aware of the Strategy either because their organization was included in the Strategy or they had collaborated with a different agency that was included or they had heard about it in the media. Typically participants were aware of the Strategy prior to attending the Forum. Some participants had been involved with one of the Subcommittees (typically Prevention), other participants knew of another person from their agency/organization who was involved in a Subcommittee. Four participants were unaware of the Strategy.

Although most were aware of the Strategy, most participants did not feel that the Strategy had an effect on their organization.

1.21. Follow-up Community Forum

A second Community Forum was held at the Western Development Museum on June 11th, 2010. Unlike the first Forum, this forum was designed to be more controlled and operated on an "invite only" basis. A working group was formed to organize this forum, as it was for the first Forum. However, the evaluation component for the second forum was simply a non-participatory observation and was not designed to be as detailed as the first evaluation.

1.21.1. Evaluation Methodology

Three members of the Evaluation Team attending the Community Forum to conduct non-participatory observation. These three evaluators from the University of Saskatchewan were instructed to take notes throughout the day regarding the events of the day, document the different sessions, make note of audience input, gather materials presented at the Forum, and record any observations regarding Forum organization, attendee interest and participation in the Forum. It must be emphasized that this section is based solely on non-participatory observations. The Evaluation Team was not involved in any in-depth planning of the event, nor did it collect any written comments from attendees. As such, there are some limitations to the context in this section and the conclusions that can be drawn. In particular, a comparison to the in-depth analysis that was conducted after the first Forum should not be made.

1.21.2. Non-participatory Observation

The evaluators noted that the first half of the day seemed to be relatively well received. Participants were greeted with coffee, muffins and an assortment of juices while they were encouraged to mingle as everyone arrived. Participants also received a package of information including examples of programs considered promising practises in the area of gang prevention and information on the concept of communities of practise. A consultant and trainer from Winnipeg, greeted the audience and facilitated the event. There was a brief overview of the Gang Strategy of Saskatoon which provided some background of the Strategy and appeared to be a good start to what was to come. Next in the agenda was the "fishbowl" conversation with community members as facilitated by the consultant. Community members included representatives from White Buffalo Youth Lodge, STR8-UP and the John Howard Society, the First Nations University of Canada and the Saskatoon Public School Board. This session also appeared to be very well received. Topics discussed during this session were directly related to gangs in Saskatoon, what these people thought were important, different areas of success in the City, and how the community could come together to alleviate these problems.

Participants were then given the opportunity to wander around to the numerous booths and presentations from community agencies. The discussions were timed so everyone could spend five to six minutes at each station. However, it appeared that not too many people followed the time limit. It appeared as though the presenters were still able to discuss their programs and services with attendees who wished to learn about what they had to offer. The relative weakness of this session was that some presenters were more prepared than others. Well prepared presenters displayed posters, brochures, and other hand out materials, while some presenters had no materials to display. Those who did not display anything indicated that they did not expect the format of the session. They expressed dissatisfaction with miscommunication/organization. To conclude the morning activities, the facilitator gave a presentation on "Introducing Communities of Practice: A Way to Work Together Collaboratively." This was a 45 minute presentation

during which Mayer discussed recommendations for working together as a community, increasing networking opportunities and encouraging the facilitation of building new relationships.

After lunch, approximately one fourth of the audience did not return to the forum. There was a video presentation, "Where were the Mothers." During this time the audience was shown videos of performances that gang and ex gang members who sang about their mothers. This provided a nice transition from lunch to the afternoon activities. These videos provided an emotional component to the day by giving a face to some of the people that this strategy is designed to help and highlighted some of the struggles that these people have gone through. It appeared that the rest of the afternoon was not as well received as the morning session. The facilitator then gave an hour and a half presentation on "Intergenerational differences in Communities of Practice Collaborative Techniques." This was a fairly interactive component where the audience discussed some characteristic differences between different generations of people and how best to facilitate working relationships between people of different generations. One audience member stood up and expressed her opinion that what was being presented was very different from how Aboriginal groups would characterize their generations. This comment was met by applause by the audience. Evaluators noted that the audience did not appreciate these activities as much and would have preferred to learn more about the gang situation in Saskatoon and what could be done to directly address the relevant issues. They did not appreciate the focus on staff collaboration and felt that they would have benefited more by discussing the gang situation and concrete things that were being done, and could be done. These comments are based on a convenience sample of participants who were seated with the evaluators. Therefore, these observations are based on selected interactions with some of the attendees and cannot be generalized to all participants.

There was then a presentation from a local school principal on "the Art of Collaboration: Working together in Saskatoon". This presentation was humorous and had a greater focus on the City. Finally, Mayer did one last activity and wrapped up the event.

1.21.3. Overall Conclusions

The Community Forum provided an excellent opportunity to get a number of people in the same room to discuss the gang situation in Saskatoon. There were a number of benefits to attending a gang forum. Many of the forum attendees provide services and work directly with gang members or people at risk for gang membership. These forums give participants an opportunity to make contacts; participants are given the opportunity to forge a relationship with others. However, the Evaluation Team feels that this opportunity was not taken advantage of to its maximum potential. Although the focus on Community Collaborations was important, participants indicated that they were there to discuss gangs in Saskatoon and expected to bring back more detailed information to their organizations that they could use in their day-to-day work. In discussing the day with a select group of attendees, it became evident that several of them were disappointed with the format of the day. They would have appreciated more networking opportunities, more information on programs and services for their clients in the city and less of a focus on team building activities, such as the activity where each table discussed their most memorable years, biggest influences and favourite locations. It is recommended that future forums provide a greater focus on gangs in Saskatoon, provide information that attendees can

bring back to their organizations (such as what is being done, what can be done, what they can do to help, what resources are available to them and who might be able to access their resources).

1.22. **Client Interviews**

1.22.1. Interviews with Adult Male Clients in Custody

Four adult male offenders were interviewed at the Saskatoon Correctional Centre. The intention was to delve into their perspectives about gangs, as well as to canvass their opinions about ways to improve gang-exit strategies. Three of the four respondents participate in the STR8-UP program; the fourth self-identified as a former gang member, but was not a member of STR8-UP.

5.7.1.1. Programs and Activities

Participants were asked if they were involved in any programs, activities or sports. Three of the four indicated that they were involved in the STR8-UP program. One was involved in addictions counselling as well as the violence prevention program, the Offender Substance Abuse Program (OSAP), Healing the Inner Child, and a cognitive thinking program. A second participant indicated that in addition to STR8-UP, he had a long-standing involvement in such sports as hockey and lacrosse. He had joined STR8-UP after becoming familiar with the program while in the Correctional Centre. The third participant indicated that he was involved with STR8-UP and going to chapel, which began when he first contacted Father Andre about the STR8-UP program. The fourth participant indicated that he was not involved in any programming and did not feel that he needed STR8-UP in order to help him leave his gang. Two of the participants felt that their involvement has helped them to stay out of trouble; since the third participant had not been involved with any program for an extended period of time, he could not answer the question, although he hoped that his involvement would pay off in the end.

Three of the four participants indicated that there were more programs and activities in which they would like to be involved. Two of these participants indicated that they did not know what specific activities they would like, but would welcome the opportunity to learn more about some of the programs that might be available and to improve themselves. The participant who was not currently involved in any activities mentioned that he would like to be involved in the Saskatoon Community Youth Art Program (SCYAP). He explained that this is an art program where participants can go and learn more about art and life skills and are paid to attend. He has been trying to get into the program for the past two years. Some of the problems he has encountered when trying to enrol have included that he was too young when he first applied for the program and, when he was finally of age to be considered, he was in the Correctional Centre. In addition, he mentioned that he would like to go back to school. The other three participants report that they have not had any major difficulties enrolling in any programs or activities.

When asked if they felt that there were enough programs and activities available to help keep them out of trouble, three participants suggested that there are many programs, and anyone who says otherwise is simply making excuses. They also felt that most people do not deliberately seek out programs on their own:

They aren't difficult to find at all... If you're in a school, there is probably programs going on...The Friendship Centre, the White Buffalo Centre ... there are programs all over, man. If you go to CANSASK there is something to do. There is always something to do; it's just if you're going to apply yourself to it or not, if you really want to.

The fourth male did not know if there were enough available programs at the Saskatoon Correctional Centre, and said he has not really tried anything outside of the Centre, so he could not comment further. When asked what activities they would like to see offered, one participant mentioned that more recreation places should be opened for young offenders. A second participant also mentioned sports, and; the other two said they could not think of anything in particular.

5.7.1.2. Gangs

When asked if they felt that many people want to join a gang, all four participants indicated that they thought that quite a few people they know do indeed want to join a gang. One of the interviewees mentioned that he witnessed three people joining a gang in the Correctional Centre over the past month. When asked why someone might want to join a gang, a number of possible reasons were mentioned: The potential for making money, the sense of safety that can accompany gang membership because members have "backup" from others, and; also the protection they can receive from being picked on both in jail and in the community. Sometimes it is simply easier to join a gang than to refuse to join. Three participants emphasized the feeling of being protected and having people behind them, as well as a sense of belonging and the power of intimidation:

Because it gives you a sense of belonging, you feel protected, you feel like you've got people behind you, you know. So they feel like older brothers and stuff, you know... somebody else to help take care of you if you're living a bad street life.

When asked about some of the good things are that come from being in a gang, all four mentioned that, ultimately, nothing good comes from being in a gang. Unfortunately, sometimes it takes a long time to realize this:

The only thing good that came out, you know, for myself, was just to learn, right, what I saw, what I went through, you know. Just make me for who I am today, right, it's just a much better person. So, I'm thankful for that.

When asked what some of the bad things are that can happen from being in a gang, there were numerous consequences mentioned: Getting killed or paralyzed, losing your family or family members getting killed, being disrespected by one's friends and family, and bossed around or ending up in jail.

You've got enemies for no reason just because you're representing a different colour, a different name... you end up in places like the Correctional Centre, youth offender, you just, you grow up in there. I dunno, one thing leads to another, man, you get into something bad, it probably gets badder. You know. You end up stabbing somebody or

hurting somebody bad because they are a Sniff or a Squid or whatever you say they are.

Participants were asked to judge if they thought things would be better or worse for them if they were in a gang. Response options ranged from 1 = *much worse* to 5 = *much better*. All four participants said that their life would be much worse (M= 1.0, SD= 0.0). Participants were subsequently asked what specifically would be better if they were in a gang. One person mentioned a sense of belonging; the others said "nothing." When elaborating on what would be worse, one participant mentioned having to choose the gang over his family as the worst part. Another mentioned that just having the gang mentality and digging a deeper hole for himself would be worse. The third male said the fear that would follow him, having to always watch his back and carry weapons. Finally, the fourth participant thought that his life would be worse because he would be forced to do things that he did not want to do, or he might have to take the blame for someone else's crime.

When asked how often they are asked to join a gang, one participant indicated that he is too old to be asked and that everyone already knows he does not want to join a gang. He did mention that, in the past, he was asked to join a gang anytime he was in a new jail. The other three mentioned that they are not asked to join a gang as much anymore and that when it does happen, it is relatively infrequent and not a problem.

When asked whether or not they believed that gangs are actively recruiting members, two participants said yes, one said no, and one was not sure. One participant expanded on his answer citing the need to increase gang membership because they are always going to war with other gangs, and in need of new members to help fight battles. Participants were then asked what they thought most people would do when asked to join a gang. All mentioned that it depends on the circumstances and where a person is in their life. One remarked that someone who is unstable would be more likely to join a gang.

When asked about their beliefs on whether there were more or less people in gangs than a couple of years ago, all four agreed that there are probably more now. When asked why, one changed his mind and said it was probably the same since people quit gangs as frequently as they join. However, one of the other participants said that it was definitely more because *"it's like you see this new gang sprouts and everybody's down now."*

When asked a simple yes/no question about the likelihood of being arrested for committing a crime, two participants answered yes, and two did not know. One participant mentioned that, in big cities, it is the little guys in a gang who tend to get caught and go to jail. Participants were then asked to rate how likely getting caught would be on a five point scale from 1 = *not at all likely* to 5 = *very likely.* The mean rating was 4.00 (SD= 0.82) indicating that participants thought that it was *somewhat likely* that these people would get caught.

When asked if they thought that police have cracked down on gangs lately, two said they did not know and two said that they have not. One participant said no because he that felt gangs are now a part of our culture and simply cannot be eliminated. A second participant said that any crackdown is only *apparent*, in the sense that the police are likely only arresting gang members

over relatively minor infractions of the law; the big-picture activities of gangs remain relatively unharmed. When further questioned about whether the police are containing gang activity, three participants believe that the police are doing about all that they can to minimize gang activity. The fourth said he did not know and could not answer. One also mentioned that there are a lot of criminal activities that the police need to be concerned about other than gang activity. All four participants indicated that they thought it was pretty easy to do a crime and not get caught. One elaborated on this by saying that it also depends on what type of crime is being committed. For example, he suggests that shoplifting and other similar crimes are easy to commit.

5.7.1.3. Gang Exit

When asked if they thought that somebody could easily leave their gang if they wanted to, all four men said that they could. However, they all also mentioned that there are some consequences or repercussions to leaving the gang, such as "taking a beating."

They were then asked if they knew of any services or programs that might be able to help people leave their gang. All four mentioned the STR8-UP program as the only resource of which they were aware. When probed further about how STR8-UP might help, Father Andre was cited as a major resource. One participant also mentioned that STR8-UP might help people to find housing, provide valuable opportunities as well as support and motivation, and allow the participants to share stories and network with others in the community.

> *It teaches you life skills right, to be a better person, to focus on what's important in life. You know again, just to rehabilitate yourself, you know, mentally, even physically, spiritually too, so... like I said, it's harder to get out of a gang than it is to get into a gang, and it takes a lot out of you, you know, it takes a toll on a person. So with that, there is a group of people you can talk with. Anytime. You know, you can call them up, share your stories, whatever's bothering you, go out for coffee. With that, you know, it just goes to show there are people out there that care, right. Because when you try to get out of a gang, you're with these people like every day, you know, and you think they're the only ones that care and stuff. And when you get out, you know, you feel helpless, you feel alone. And that's the biggest part, if you've got somebody or some people or a group of people that are just like you, trying to do the same thing just like you. It pushes you forward right, you work as a team.*

When asked if they had any personal experience with gangs, all four mentioned that they have. Three of the four males were involved in gangs in the past but now consider themselves to be former gang members. The other participant did not consider himself a gang member *per se*, but he had done some drug running for the gangs. None of the participants are currently involved in gangs.

To gauge their past gang involvement, participants were shown a circle representing the gang they were in, or the gang they with which they were associated. They were then asked to describe what number best represents their place in the gang, with 1 representing the Centre where the leader is, and 5 representing participating in gang activities, but being farthest away from the leaders and the major decision-making processes.

5

4

3

2

1
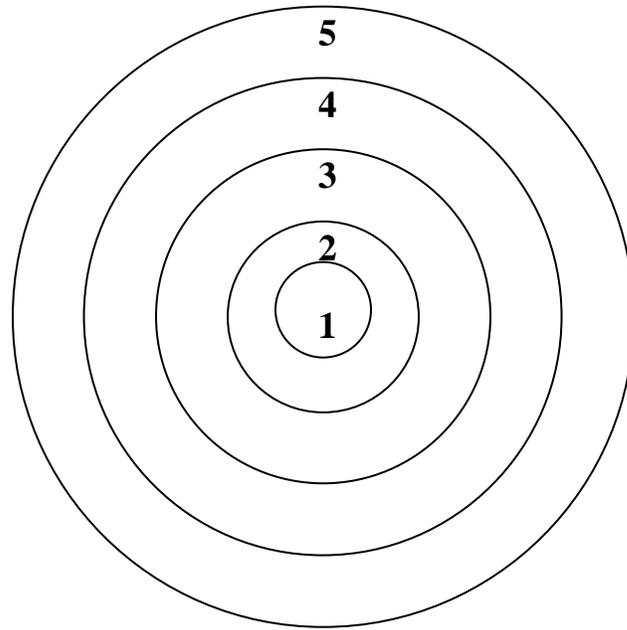
The one male who indicated that he was never a gang member said that his involvement was way off the page somewhere. Two others indicated that they were *"a four"* and the other said he was *"a five."* Of those who said they were involved in a gang, one said he was involved for *"a couple years";* another said 18 months, and; the other said two years. None of the males had any no-contact conditions. All four said that, upon release, they would like to minimize their gang involvement. Of the three admitted gang members, two said it was difficult to leave the gang, the other said he was kicked out.

> *It was difficult, I'll say that, and it still is. You know, it's been a year and a half, almost a couple years and it's still difficult. And I left on my own consent, and lets just say, it got pretty messy. But, other than that, you know, it's not going to bring me down.*

When asked what his difficulties were, one of the interviewees said: *"Because people who I thought were my so called brothers are now my enemies."* This statement was echoed by one of the other males as well. A third male said what made it hard for him was, the intimidation, acceptance and belonging.

5.7.1.4. Closing Remarks

When asked if there was anything else that they would like to say to help researchers to better understand gangs in Saskatoon, all four took the opportunity to state their opinions. One talked about the family life that the most of these gang members come from – poor and abusive. Another spoke about the different nature of some gangs, how some are very organized, and others are not. A third discussed how youth need to be targeted before they enter gangs, they need to see that there is another way of life. The last male talked about how heavily they recruit and how many drug dealers there are on the streets.

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Finally, participants were asked if there was anything else they would like to say about helping current gang members leave their gang. One male, in particular, had some encouraging words for someone who might be thinking about leaving the gang.

> *It's a long road but you've gotta keep your head up. They are not the only people out there trying to do what they do, right?*

1.22.2. Interviews with Adult Female Clients in Custody

Three incarcerated female clients were interviewed at the Pine Grove Correctional Centre for Women to learn more about their experiences with gangs in Saskatoon. The interview canvassed respondents' opinions on a number of gang-related issues including involvement with different programs and sports, as well as gang involvement and challenges in leaving a gang.

5.7.2.1. Programs, Activities, and Sports

Interview participants were first asked if they were involved in any programs, activities or sports. All three participants indicated that they are not currently involved in any programs, activities or sports. One of the interviewees indicated that she would like to be in some sort of drug and alcohol counselling program. This same female also indicated that she would like to begin some grief counselling because she lost her son about seven months before the interview. Neither she, nor the other two women interviewed, have tried to get into any programs or have had trouble getting into programs. This same woman indicated she would like to get involved in some type of job training program because she has never had a job before. A second woman mentioned that she is currently trying to get into the "Bridges Program" that helps people who are on methadone.

All three women felt that programs, activities and sports would probably help to keep them out of trouble. One woman said that such activities might help by *"giving you information about how to stay [and] be more positive, other than being in a gang and you do stuff that's like negative."* Another woman mentioned that she would like to see more services available for younger people to help them to stay away from the gang life in the first place. She mentioned the Margo Fournier Centre in Prince Albert as a good place for youths by providing them with meals, and activities like camping trips and drop-in activities like basketball, volleyball and pool.

The women all indicated that there are probably enough activities to keep them out of trouble; the problem is that they do not access them. The women did not mention any reasons for not accessing the programs; they simply said that there are probably enough programs to keep people out of trouble if they take time to look for them. However, one of the women did mention that she would like to see the library have its movie-night program again. She liked this activity because she said she *"could go and not be judged like just go in a watch a movie without having to pay for it because young people don't have money you know. Like their parents are always drunk you know."* Another woman mentioned that she did not think enough people use the services that are available. Only one woman indicated having troubles getting into a program. She said this was because of her criminal record, her addiction and physical health. However, she believed that now that she is on methadone, she will have more luck accessing programming.

5.7.2.2. Gangs

When asked if a lot of people want to join a gang, all three participants suggested that young people are more likely to be drawn into a gang because the gang-life might seem glamorous to them. Unfortunately, they are often too young to fully appreciate the consequences of their involvement with gangs. When asked for reasons why someone might want to join a gang, all three women mentioned to *"be cool"* or for *"popularity."* Two woman mentioned peer pressure, and to follow in the footsteps of those family members who are involved with gangs. One woman also mentioned that a lot of people are followers and just *"cling on to a person and then they do whatever a person says ... they like to be told what to do"*. This woman also mentioned that some people join to be a part of something larger than themselves.

Participants were then asked about some of the good things that come from being in a gang. One mentioned that a major gain was the reputation you can get from doing certain things within the gang, as well as protection from other gangs, the money, and the drugs. All three women mentioned *"the family"* as a good thing that comes from being in a gang; everyone becomes members of a proxy family where other gang members help take care of you. When asked about the bad things that can happen from being in a gang, one woman said the *"stabbings";* another woman said that there are *"a lot of gruesome things,"* which she did not want to talk about. The third woman said:

> *Your family could get in trouble for you messing up. Saying you have to go and do a hit right and you didn't succeed or wasn't done the right way and you can get in trouble. Say if you just took off and left your family, your family would get them but if it taken care of in other words.*

Participants were asked to rate if they thought things would be better or worse for them if they were in a gang. The response options ranged from 1= *much worse* to 5 = *much better*. One participant indicated her life would be much worse*;* another indicated she would be somewhat better off*,* and; the third woman indicated her life would be somewhat worse (M= 2.33, SD= 1.53). The woman who indicated her life would be somewhat worse also mentioned that although she has not yet dropped her colours, she is no longer hanging around with her old friends, and has gotten away from her *"old ways."* When asked to expand on what might be better if they were still in a gang, one woman said:

> *"Always [having] family no matter where you go. There's always a gang member [somewhere]. You're never out of money; you're never out of food to eat. You always have clothes, anything you know you'll always have clothes on your back. You'll always have somewhere to run to no matter where you are. Like they basically just drop what they're doing and come to the rescue."*

Another woman said the drugs would be the *"better part of it"* because you *"get the good drugs; you don't get ripped off."* The third women mentioned that even though you might not be a formal member of a gang, in a sense, you are always in the gang. So the only thing she could mentioned that could be better would be the backup if anything did happen. When asked what would be worse if they were in a gang, one woman said that you *"fight your own people"* and that the gangs have become very *"rank."* Another woman said that when she is in a gang, she

gets into selling and doing drugs, and then she starts needing to sell more drugs in order to support her growing habit. A third woman mentioned the whole gang lifestyle as being worse.

> *Because when you are in a gang it's basically you don't have time to have a family it's partying, you know, having fun and making money. Doing it not the right way but the easy go way you know selling drugs and doing B and E's basically always going in and out of jail. So, yeah, that's why I would say its worse.*

When asked if people try and get them to join a gang, one woman said that, in the past, they asked her just about every week. A second woman said she was asked once when she was 17 and thought it would be *"cool,"* she took her *"minute"* and was a gang member after that. The third woman said she has not been asked to join a gang.

When questioned about whether they thought that the gangs are trying to get people to join a gang, one said yes; one said she did not think so, and; one said somewhat and that it depends on who you are. Two of these women were asked if they thought that most people joined a gang when asked. One woman said *"probably,"* largely to feel a part of something; she other also said she thought they might join because of *"peer pressure."*

When asked for their beliefs about whether there were more or less people in gangs than a couple of years ago, all three agreed that there are probably more now. When asked why, one woman said that she knows there are a lot more people in the gang she is associated with, and that they are now all over Saskatoon.

The women were asked if they thought that the police would catch someone committing crimes for their gang, or with other people in their gang. One woman said no, another said not right away, and the third said that it would depend on how they committed the crime. If the crime was well planned, she said they will likely get away with it for awhile, but eventually they would probably be busted because people get caught for a lot of things. She also mentioned that it depends a lot on how large the gang is, and how well the gang members stick to their word. If someone *"opens their mouth"* on another gang member, they *"are going to end up dead or [their] tongue is going to get cut out."* Participants were then asked to rate how likely getting caught would be on a five point scale from 1 = *not at all likely* to 5 = *very likely*. The mean rating was 2.67 (SD=1.15) indicating that participants thought that it was not very likely that these people would get caught.

When asked if they thought that police have cracked down on gangs lately, one said yes because she has seen the police being more active on the streets, and cited new gang units; another said no because she never hears about anything on the news or the radio about the police cracking down; another said she did not know because she tries to keep her *"business out of that stuff,"* but then added that they are probably cracking down because of a couple people she knows in the *"Pen."* Participants were then asked if they thought the police were doing anything to keep gangs from doing more crime. One woman said no and two said they did not know. Two of the women were asked if they thought it was pretty easy to do a crime and not get caught. One said she thought it was easy to do a crime and not get caught; the other said she thought it depended on what type of crime a person was committing.

5.7.2.3. Gang Exit

When asked if they thought that somebody could easily leave their gang if they wanted to, all three women said that they could. However, one woman mentioned that it would be hard and another said that they would have to take a beating. One of the women mentioned the Regina Anti-Gang Strategy (RAGS) and STR8-UP as two possible services to help people leave their gangs. Neither of the other two women had heard of any programs or services to help people who wanted to leave the gang life.

When asked if they had any personal experience with gangs, all three mentioned that they have. They were all involved in gangs in the past and still considered themselves gang members to one degree or another. One woman mentioned that she considers herself a *former* gang member; however, she still affiliates with gang members and has not yet dropped her gang colours. She explained that she is *"not in it...I'm just with them"* and likes to keep it quiet because she is affiliated with Native Syndicate and some people in the correctional facility are Terror Squad. Another woman mentioned that she was involved with more than one gang in the past, but no longer considers herself a member. A third woman still considers herself a gang member.

To gauge their gang involvement, participants were shown a circle to represent the gang they were in, or the gang with which they were associated. They were then asked to describe what number best represents their place in the gang, with #1 representing the Centre where the leader is and #5 representing participating in gang activities but being farthest away from the leaders and the decision making.
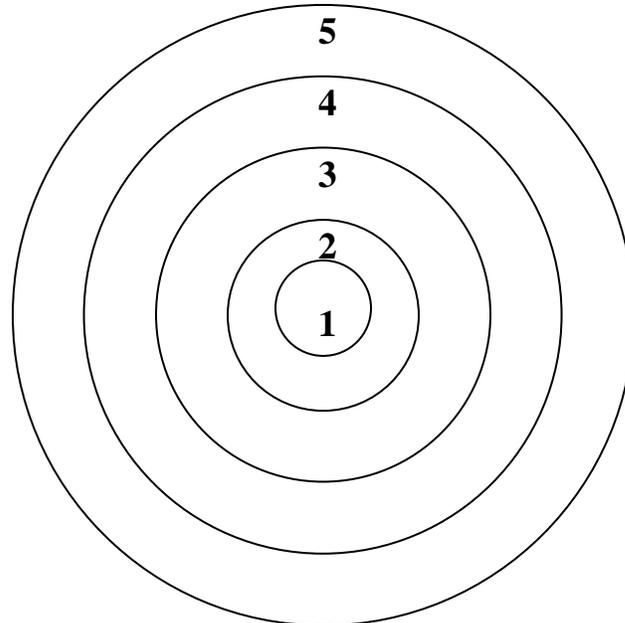
The one woman who has not yet dropped her colours said that she was involved with a gang for *"a couple years"* and would probably have been *"a four."* Another woman said she would be the farthest away from the leader, a *"number five,"* and was also involved in the gang for two years. She said she did not want to make her way up the scale and she felt that it *"was not good."* The third woman mentioned that she was *"going with the head boss"* and that she would

probably be a number four because she was *"his woman"* and he did not want her to get hurt. She then explained that he would always make sure *"his other guys"* were always looking after her no matter where he was. She went on to explain that he is now serving a 15 year sentence, but she was given some numbers of other gang members for her to call in the event that she ever got into any trouble. She considered herself a gang member for about three of four years. None of the women currently have any non-contact conditions. Two of these women mentioned that they had no-contact conditions in the past. One had conditions against her sister who was a member of a rival gang, and the other woman had conditions for people involved in a gang.

Two women said they would like their gang involvement to stay the same; another said she would like to become less involved. The one woman, who currently considers herself a gang member, said that she would like her gang involvement to stay the same, also mentioned that she was somewhat likely to leave her gang in the next six months. This response was selected from a five point scale ranging from 1 = *not at all likely* to 5 = *very likely*. She said that she does not really think it will be hard for her to leave, but she does not want to have *"a bunch of the bros pissed off"* at her. The other two women were asked about the difficulties they encountered in leaving their gang. The one woman mentioned her relationship with *"the girls,"* when she decided she was sick of it, she went and talked to the girls and one of them ended up leaving the gang with her as well. The other woman said she did not find it very difficult at all. She said that she was not *"really in it to begin with,"* and was only really in the gang only because she had a personal relationship with the boss which made her untouchable. She then mentioned that she has recently gotten back with this gang boss and, for that reason, she again considers herself part of the gang.

5.7.2.4. Closing Remarks

When asked if there was anything else that they would like to say to help researchers better understand gangs in Saskatoon, one woman took the opportunity to state her opinion.

> *Like if you had more activities for younger people so they wouldn't grow up in that type of stuff you know what I mean like the activity centre here. It would be helpful. You probably have something up there.*

When asked if there was anything else they would like to say about helping current gang members leave their gang, one woman said that the most important thing is to think about yourself and what you have to do to take care of yourself. Another talked about the need for more programs that are easy to access that can help people exit their gangs.

1.22.3. Interviews with Adult Male Clients in Community

Five adult male clients were interviewed at a STR8-UP meeting. The clients were all participants in the Program. The interview canvassed participant's opinions on a number of gang-related issues including involvement with different programs and sports, as well as gang involvement and challenges in leaving a gang.

5.7.3.1. Programs and Activities

Participants were first asked if they were involved in any programs, activities or sports. All five participants were involved in the STR8-UP program. In addition, two participants indicated they

were involved in Alcoholics Anonymous, and two were involved in Narcotics Anonymous; two more were involved in schooling; one was involved in break dances at the White Buffalo Youth Lodge, and another mentioned that he goes to church and does bible study. One of interviewees mentioned that his schooling was through the Food Bank, which provides life-skills training as well as food and drink. Another male mentioned that he goes to addiction counselling. Some of the activities that these males are involved with during the STR8-UP programming involve working with trouble children, and playing basketball and hockey through both STR8-UP as well as the John Howard Society.

All five participants felt that the programs that they are involved with helps keep them out of trouble. When speaking about STR8-UP, one participant said that it is *"hard to have a negative influence when everyone around you is positive."* Another said that it gives him something to do and look forward to. Two males suggested that their work with the group has replaced *"getting high"* and committing other crimes, and possibly ending up in jail. A third participant spoke about the resources that STR8-UP has provided him with such as job training and employment resources. Three of the males also discussed their relationship with others in the group, and how participation with STR8-UP provides them the opportunity to connect with others facing similar challenges.

When discussing what activities people might like to get involved in, two participants mentioned that they would like to get involved in more activities. One male said that his main focus is to *"finish [his] schooling and get a decent job."* One would like to get his driver's license, and; another participant would like to become even more involved with the work STR8-UP does with young people. He explained to the interviewer how rewarding these activities are to him:

> *A student [from a school I did a presentation at] recognized me in the mall and she approached me. And I felt good her approaching me because she had a problem... and I give her the best advice I could...*

When asked if they have had any troubles getting into the programs and activities they want to, one participant mentioned jobs and housing:

> *Jobs and housing is always a problem, you know. No matter what I do after, you know, I try not to dress like this when I go job hunting and stuff but it's a lot of visual. People see the tattoos and usually I wear earrings and stuff like the hat and stuff like that. It's hard too, people can't believe even now that I'm looking for a house like I've been, in Saskatoon here I've got a good reference, and I've had solid jobs and good references they just don't believe it. They're like, you know, you're still a gang banger, and all that stuff. So I've been trying to get off social assistance for like 2 months, trying to get a job and all that, and get out of this house I'm in and move into a different one. It's always a struggle, that's the hardest part.*

A second participant echoed these sentiments about getting a job because of his criminal record. A third participant said he has been having some problems getting into schooling because there were too many applicants in the current programs. Two others said they cannot recall any problems getting into programming or activities. With regards to the amount of programs and

activities available to them, three participants said there were enough available, one said there was not, and another was not sure.

> *To keep me out of trouble, yeah. But I know a lot of guys that want to get out of their gangs and stuff and we just don't; STR8-UP just doesn't have the resources right now to support us all...I don't know any other groups that work within the city that have done the work that STR8-UP does. They know us on a personal level and we're not just, you know, like a guinea pig or whatever. Lots of people, I know lots of guys that have worked with different organizations and they said they got treated like, like they still get treated like dirt, people just use them. You know, it's like show and tell with them, bring them to conferences and it's like, oh, this is a gang member, and all that, don't know nothing about the guy but they instantly cut them down. And like at least with this, you know Andre calls us, you know 'these are my boys, these are my heroes,' like he gives us the compassion that we need. So as far as I know this is the only one in the city that I'd ever work with.*

When asked what types of activities they would like to see offered, one male mentioned that many of them are lacking parenting skills. He would like to see some sort of parenting class to teach him, and others, how to be good parents. He also mentioned employment assistance programs as well as *"things to help us go on with our lives."*

> *These movie nights and stuff are great; like they do show us the social side but, you know, I'm happy; I know these guys to go watch a movie and all that but, I don't know, I can watch movies all I want but that's not going to pay my rent.*

Another participant mentioned that he would like to see people who are successful graduates of programs such as STR8-UP come out and talk with gang members more often. He also mentioned that he would like to see some more recreation Centres opened such as boy's and girl's clubs. He feels that, since many gang members shy away from such resources, it is important for providers to make youth feel welcome and accepted. Another participant also highlighted the need for programs for youth; he felt that they were not available for him when he was growing up. Another felt that there should be a treatment Centre in the Centre of the *"hood."*

5.7.3.2. Gangs

When asked if a lot of people want to join a gang, all five people felt that a lot of people do want to join a gang. Two of the males mentioned that many people like to join because their family members are in gangs, three mentioned that a lot of people in gangs are lonely and lack positive role models, three discussed the protection and money associated with being in a gang and three mentioned how gang membership is often glamorized in the media.

> *Everybody glamorizes gang life to what they see on music videos, you know, everything's going to be good as soon as I have my bros behind me and I'm making all this money and I'm carrying a gun and all that, and it's not really the way it is. Gang life is not glamorous at all. People who want to join a gang and the ones who really are, or who really get seriously into a gang are the ones who have nothing*

*going on at home... Lots of people do want to join a gang because of what they see
and what they hear. But it's nothing like what you see or what you hear.*

When asked about some of the good things that come from being in a gang, two interviewees
mentioned that the gang becomes one's family; two mentioned that they learned how to fight and
would rather be out fighting than at home where things might be bad. Two participants also
mentioned money, one mentioned companionship, and another commented on how much he
enjoyed partying with other gang members, as well as the influence that comes with being in a
gang. However, although money is a powerful motivator:

> *It's bad money... it's blood money, you know... because to make money, you gotta
> pretty much victimize people you now... you have to step on people and... and you
> gotta do that... They call it missions, eh? You gotta put your work in...*

This interviewee further explained that, when he was in jail, he originally thought his *"bros"*
were his family. But he went on to explain that, when you are in jail, you get letters from your
mom, not your fellow gang members. When the participants were specifically asked what bad
things can happen from being in a gang, all four commented on the potential physical harm such
as being killed or asked to harm someone else. Two interviewees also mentioned the possibility
of going to jail; one commented on the harsh judgments of one's family. Two participants also
mentioned how their gang membership fuels their ongoing struggles with alcohol and drug
abuse.

> *You go to jail; drugs are the same as a currency to us. I've done so many drugs and
> stuff. I've really really destroyed my chance at having a good future from the few
> years I was in a gang it's going to take me double the time to straighten out what I've
> done, to get out of it, so I can hopefully move forward...It's dangerous and it's
> senseless and it's all run off drugs and alcohol and guys who want to be big.*

Participants were asked to rate if they thought things would be better or worse for them if they
were in a gang. The response options ranged from 1 = *much worse* to 5 = *much better*. All five
participants said that their life would be much worse (M= 1.0, SD= 0.0). When asked to expand
on this response, everyone said that nothing would be better about being in a gang. When asked
about what would be worse, safety of self and family was mentioned by all; two talked about
being drawn deeper into their addictions, and; four people mentioned that they would be in jail or
dead. One male reports that the gang he was once in has been fighting a lot more lately, and if he
were still in the gang, he figured that he would be doing jail time today.

> *I wouldn't have my freedom, I'd lose respect from my family, well, the ones that care
> anyway ... I'd have a record, probably, I'd have enemies, I'd have to worry about
> walking down the street or getting stabbed or something. I just, I don't know, I can't,
> and it's not me.*

When asked how often they are asked to join a gang, two said they are asked all the time, one
said about once a month, and two said not anymore.

The first time I joined a gang I didn't know what a gang was. I got beat up in a park. I took a minute[6] in a park when I was drunk with a bunch of guys and I didn't know what a minute was. I thought they kicked the shit out of me and just left me there but the next day they came up to me and they shook my hand and all of a sudden I'm a gang member, and I'm 16 years old and that's cool.

Many of the males interviewed talked about being asked to join a gang because they are good fighters, and gangs are always looking for good fighters and people who can make a lot of money. STR8-UP, Father Andre and Stan have been cited as major influences in helping gang members turn their lives around by giving them the strength to turn from their gang.

Like I have a lot of respect for that Stan and Father André that they have a lot of trust in me. I've never had that... and coming from my perspective that means a lot to me you know... that... they give me that trust. Because a lot of people... they look at me like... I am a criminal, you are a gangster, you no good... you are like... don't be around me (laugh) and that eh? You know... so... but it's... it's been really good.

When interviewers asked participants if they thought that gangs are trying to get more people to join their gangs, all five said yes. One male discussed the importance of recruiting more members because of all of the gang violence that exists right now. With all of the gangs *"at war"* they are trying to recruit as many people as they can to build their membership. A second male talked about the need most gangs feel to begin gang recruitment at a young age.

You have powers in numbers, and the younger you can get them the better, because underage guys don't take such a serious charge. They get a slap on the wrist for stuff that we'll go to jail for 2 years for. So the younger you can get them, and when they're young you can train them for... And you can put the fear in them right there. Even if they grow up to be 6'2, 400 lbs, they're still going to be scared of you because you slapped them around when they were little. So yeah, all the time.

Participants were then asked what they thought that most people do when they are initially asked to join a gang. One of the participants thought that half of those approached, will join. Two said yes and two said *"some of them."* One cited the Pleasant Hill area as a major recruitment zone.

A lot of these little young kids look up these gangs for acceptance... because they might not get that at home... because there might be other things going on... mom and dad... drunks... And gang members... they'll welcome them all with open arms, ... and they don't realize what they are walking into...That's a really growing thing out there with young people being given false hope... it supposed to be the young next generation, you know... and they are looking up to older people and it's just like... kinda like sickens me... I've never ever approached the young kids ... like if he's 18, yeah, sure, I'll check him ... I'll watch him and study him and see if he can handle his own... That's how I [was] when I was recruiting people... and yeah...I know... I've wrecked a lot of young guy's lives...

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[6] Taking a "minute" is generally the method used to initiate new members into the gang where the new member is beaten by another gang member/or gang members for a certain number of "minutes".

When asked if they thought there were more or less people in gangs than a couple of years ago, all five believe that there are more. One person said there is more than there were *"by far,* and another said that the *"gangs are getting crazy in this city."*

When asked for their opinions on whether the police would catch someone committing gang-related crimes, two people said yes; two said it would depend on the circumstances; and one said he did not know. Two of the males also mentioned being caught often depends on one's place in their gang. One interviewee said that when a crime is planned by the experienced "OGs", the Old Gangsters, they are less likely to be caught. Another male talked about the younger and newer members taking the "rap" for the older members.

> *The police will. That's the thing about… when you're in gang, it's like politics. There's a president and everything works its way down. So if you're the president and you do something and you get caught for it, someone lower than you is going to take the fall for you. I've been to jail a couple times for things that I never even knew about. And they came in the room and say 'hey, it was this guy' and then they looked at me and kind of gave me the big eyes like, it will be ok, just go to jail and everything will be solved after. So if you do a crime, more than likely for a gang, it's not going to be the one who did it going to jail.*

Participants were then asked to rate how likely getting arrested would be on a five point scale from 1 = *not at all likely* to 5 = *very likely.* The mean rating was 3.40 (SD=1.1) indicating that participants thought that it was *somewhat likely* that these people would get caught.

When asked if they thought that police have cracked down on gangs lately, one respondent said yes, and three said no. Two of the participants said that they did not think the police knew how to crack down on gangs, and that they can, quite unwittingly, make them better criminals.

> *I don't think that the police know how to…The police don't really crack down on the gangs. The police make the gangs, if anything. In the correctional every units divided into different gangs and there's a thing that's called the fishbowl for people who aren't. And once you're in jail you can, you know, make better acquaintances, better guys you get two years to work with this guy inside, and get fed and all this stuff and you get out two years later with all this new information and guys you can call on the phone. Come on, you know. You can throw us in jail but it's not going to stop. You know, I honestly don't know how to stop the gang problem; all I know is that something's got to be done. But the cops are not slowing it down at all.*

> *The charges ain't going to do nothing man. They're just going to make people more angry, go to jail and come out ten times bigger. Corrections is just like criminal school, you learn more in there, you come out stronger, you come out smarter. It's not a good place for you to get your mind right. The police aint doing nothing by charging them, you know, they should be trying to help them instead of throwing them in the cage.*

Three of the participants commented on whether they thought the police were doing anything to keep gangs from committing more crimes. One person said no; one said somewhat, and; another said he did not know how to answer. They were also asked if they thought that it was pretty easy to commit a crime and not get caught. Two respondents said they thought it was pretty easy. Another said that it depends on what crime you are committing, and if you know what you are doing. He said that *"anybody can do a B&E and go get caught"* by being *"stupid."*

5.7.3.3. Gang Exit

When asked if they thought that somebody could easily leave their gang if they wanted to, three respondents said yes and two said that it would depend on the circumstances. Two talked about the beatings they would have to take to exit the gang. Another talked about how something traumatic would probably have to happen in order for someone to *want* to leave their gang. He said that he often has people come to his home to ask him what they should do about leaving their gang. However, he suggests that giving such explanations to others is often very difficult, and that the person must somehow gather the strength they need. Another interviewee said that leaving depends on the policies of the particular gang.

> *Well, they have a choice and to get out... you gotta take a minute... they call it. That's getting stripped of your colors. You get beat down from... up to five members at one time... they jump on you and... and they time you... depending on your higher up... who your higher up is... and how much time they say that... because you didn't get up to three minutes, and you can kill a person like a minute.... You know... and this is five guys kicking in their shit... they'll beat hell out of you... so... they really think about that, eh? Like I took my minutes out... when I retired, you know? But I ended up knocking them all out... so... and ah... yeah... it's... it's hard... well, a lot of them are scared... of a minute, so they run away, you know... and they're labelled after NG...*

When asked if there are any services or programs that can help someone get out of their gang, one person mentioned the role of teachers and guidance counsellors; another mentioned a program called Flag Bear in Regina. Another participant mentioned that his minister, family, and Father Andre were important resources for him. Three of the participants talked about how a program like STR8-UP can help people get out of gangs. One of the participants talked about the presentations they do at school and how that helps them to pass on the message to younger ones and be a positive inspiration for them.

> *Evidently, look at me. I'm doing a lot better now. I got a job, not gang banging no more, hanging out with people that are exactly like me, wanna leave the gangs. I've good inspiration coming from Father Andre, his resources, Stan. So, this program really works.*

> *Well they just talk to them and be supportive and they give them things to do and show them that, you know, there's more to life. There's a lot more things and you can have fun without getting high or drunk, you can have fun without getting in trouble, like going to jail or whatever, like you can have fun without all that. Like that isn't fun at all. Like there's things you, you know, things you can do.*

All five participants indicated that they have had personal experience with gangs. One participant said that, even though he was never involved in a gang himself, he was stabbed numerous times because he refused to join a gang.

> *Basically, if people ask you to join a gang and you say no, it like, it's either you're with us or you're against us, and they'll consider you like weak or whatever just because you don't want to be a part of it. That's how it works.*

None of the participants indicated that they are currently in a gang; however, four of the five participants were in a gang in the past.

> *I am not involved in a gang right now. I got a full retirement... I had a meeting with all my heads, all the captains, president, and I got an honourable involvement with retirement because I've been in a gang like 15 years... and I've done it all... this... they gave me a right... but I had to take the minute out and beat down... and yeah... I won't [be] flying [the colours any] longer... I won't join another gang... that's my soul and word. I wouldn't... I wouldn't join... you know... that's why they let me go... cause they didn't want me to leave... because I make money.... I make mad money...*

To gauge their past gang involvement, participants were shown a circle that represents the gang they were in or associated with. They were asked to describe what number best represents their place in the gang, with 1 representing the Centre where the leader is and 5 representing participating in gang activities but being farthest away from the leaders and the decision making.
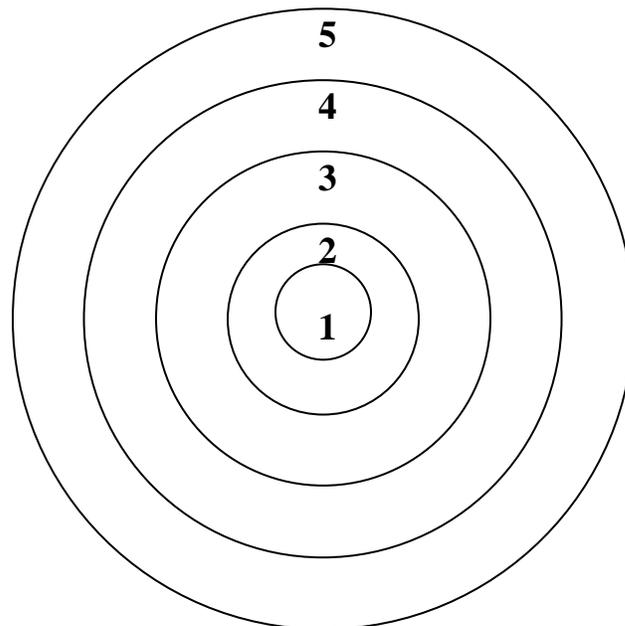
One of the interviewees indicated that he was not in a gang and therefore did not fit anywhere on the circle. Three of the other males indicated that they would probably be a number three in their

gang; one of these people described himself as a *"Sergeant of Arms"* and; another said he was a *"Captain."* The final participant indicated that he was a five. Of those who said they were involved in a gang, one said he considered himself a gang member for a year and a half; another said six years; another, eight years and; another, 14 years.

> *I was involved with that gang from the time I was 16 til the time I was 22 years old. I was involved heavily, living with the gang members right in our safehouse for 2 years, then I moved out on my own and started running my own apartment building when I was 19. From the time I was 19 til the time I was 22 I worked with the gang but I worked more loosely and like I said I moved farther away. I started as a 5 and I was always getting in trouble because of what 3s were saying. When I became a 3 I could start telling people 'oh, you know, that guy did it', but that was as far as I could get.*

When asked about whether or not these interviewees currently held any no-contact conditions, four said that they did not currently have any such conditions, and one said that he thought that he did on someone that he stabbed. One of the males also mentioned that he had a no-contact condition in the past against people that he had hurt. Three participants talked about their current gang involvement and whether they would like that to change in the future. One participant said that he would like to become less involved with his gang, and two said they would like for their involvement to stay the same.

When asked about how they got out of the gang, one former gang member mentioned that he sort of *had* to leave the gang, rather than him leaving on his own free will. He explained to the interviewer that he was selling drugs for his gang when he lost a backpack full of drugs, so his gang had a "hit put out" on him. It was this event that caused him to drop his colours and leave Regina for Saskatoon. Another male said that he had a *"kind of epiphany"* when he was sentenced to seven and a half years in jail. He explained that he began thinking about his life and why he was in jail, which he blamed largely on his drinking problem. When he drank, he liked to fight, and he was not scared to stab someone. He explained that he would "call all the shots" in jail and became the president in there. This is when he decided that when he was released from jail, this was going to change.

> *I went to Regina where all the… that's where the Native Syndicate is mostly in Saskatchewan, so I went and asked …the president ... I said look man … this is what's on my mind … this is what I want… and I ask[ed] for … retirement … and they sat down and they talked about it … and I said... look man... I'll take everything to the grave with me you know … I am not a snitch…I'll never be a snitch, you know … what … what we did … what I know I'll take to the grave… I … I give them soul my word on that…*

He explained that because of his ranking and what he did for the gang he was given an honourable retirement. However, he mentioned that he still has his *"gang patch"* and although he plans to get it covered up, other gangs still *"hustle"* him. A third male said it was not very difficult to leave his gang because he was a captain and had his *"own crew"* beneath him.

All I had to do was put a word in, hook them up, give them a certain amount of cash, you know, or either take a minute out of the gang, get beaten down. So that's what I did, and I'm out now.

A fourth interviewee talked about how he slowly began leaving the gang by dropping his colours and not spending much time with other gang members. Eventually they became frustrated with him and gave him his minute.

When discussing the difficulties some of the men had with leaving their gangs, one male said that his drug addiction did make it hard for him to leave the gang because there was always a steady flow of drugs available to him, and that there were three other males in the gang that he considered family.

I had three bros around me that I called family. You know, these are my bros, we would die for each other and all that stuff, but when it came down to it, these same three bros that I would have taken a bullet for were the ones who were suppose to give a bullet to me.

Two other males also commented on their "bros" no longer being there for him. One talked about how he gave up a lot for these guys and even some family members, most significantly his 18 year old son. Yet he has now been labelled as *"NG"* or *"No Good"* by these same *"bros"* that he chose over his son. The second respondent talked about the loss of respect he experienced from his bros, and the *"beef"* he now has with some of the people who were part of the gang.

5.7.3.4. Closing Remarks

When asked if there was anything else that they would like to say to help researchers to better understand gangs in Saskatoon, all four took the opportunity to state their opinions. Two talked about the stigma that follows someone who is labelled as a gang member or ex gang member. They also mentioned that there are a number of different circumstances that lead people to joining a gang. Another talked about the importance of speaking to past gang members and learning the best way to approach the youth. The fourth male spoke about the lack of guidance and direction in many of these youth.

When asked if there was anything else they would like to say about helping current gang members leave their gang, they all recognized that it is not easy. One male talked about how supportive STR8-UP has been. Another talked about how important it is that someone actually wants to leave the gang and makes this choice on his own. Finally, one male discussed how important it is that you have some supports and mentors as you leave the gang.

1.22.4. Interviews with Adult Female Clients in Community

The Evaluation Team interviewed nine women at the Kinsman Activity Place during a support group meeting for women involved in the sex trade. In addition, one female STR8-UP member was also interviewed. The interview canvassed respondent's opinions on a number of gang-related issues including involvement with different programs and sports, as well as gang involvement and challenges in leaving a gang.

5.7.4.1. Programs and Activities

Participants were first asked if they were involved in any programs, activities or sports. Nine participants were involved in the Kinsman Activity Place (KAP) Women's Support group, and one participant was involved in STR8-UP. The woman involved in STR8-UP said that she enjoys the program because it gives her the opportunity to go and tell her story and pass on her message to others. She also mentioned that she became involved with STR8-UP and other activities through a John Howard outreach worker. Two other women mentioned that they became involved in KAP through a friend's referral.

One of the women mentioned that she is taking a child care program at St. Michaels School that teaches her how to better understand her child instead of getting mad at her. Another woman mentioned that she goes to a traditional parenting class and to the Parker Pierre, as well as a family history group on Wednesday nights. One person mentioned she has become involved in a career training program after finding a flyer entitled "Career Moves" on a bulletin board. Another mentioned she has been playing volleyball for the past four and a half years through school. Another said she is involved with the Saskatoon Downtown Youth Center Inc. (EGADZ), which she learnt about from the *"street people."* She said she has been involved in EGADZ for about 10 to 12 years; she described it as a place to hang out, eat supper and receive some social support. One woman is very involved in the community. Some of the activities she discussed were sports, traditional activities such as Pow Wows and round dances; she also acts as a co-facilitator the KAP women's group as well as a "home nations" group. She said she educated herself and has decided to dedicate herself to helping her community.

Another woman mentioned that, even though she participates in some programs and lives at a safe house, she does not participate in many programs because she feels that many *"programs in this town are just bossy."* She mentioned she was once involved in prenatal classes and cooking classes for a healthy baby, but she only went to a couple of sessions because she does not have much spare time, and enjoys visiting her friends more than attending programs. She also said that there are a lot of other things in her life that add stress that might prevent her from entering programs and activities.

> *I did have a husband and he was a farmer, remember. And he was in the Pen because he slept with my best friend and my best friend charged him for rape. So he is in the Pen right now and my daughter doesn't even know him and I'm just having a hard time with it. And I know a lot of, I know too many people in this city and in this community and they just annoy me. And those Terror Squad are annoying. Well they are not; I don't consider the Terror Squad as a real gang.*

Two women were not involved in anything other than the KAP support group.

When asked if they thought that these activities helped to keep them out of trouble, three women said yes. Two of these women talked about the importance of programming for kids. They said that their little ones cannot even play outside because of the gangs who *"all of a sudden come out of nowhere and start shooting at each other."* They both suggested that more organizations need to be opened up for youth gang members. Two women explained that they did not need these activities to stay out of trouble and that they are able to stay away from it on their own.

One woman thought that the programs she is involved with help to keep her out of trouble – she said that she *"fell off the wagon"* and started to drink again, went to school and could not concentrate. She added that she has learned her lesson and has not consumed alcohol for the past month. Another woman mentioned that the programs help keep her busy and out of trouble. She explained to the interviewer that she lives with HIV/AIDS and these programs have allowed her to keep busy and not spiral into depression and addiction. Two other women agreed that the programs help cope with all the annoyances and frustrations in their lives.

The woman in STR8-UP thought that programs have "somewhat" helped her to keep out of trouble.

> *Like when I'm around my peers in STR8-UP and I'm feeling really positive and stuff like I can carry on my journey and do positive things. But then when I'm like going back to the hood and stuff it's all like a whole different story because people don't understand what I'm trying to do and stuff, so I can't really talk about it with other people.*

When asked if there were more activities they would like to get involved with, two women said there is nothing that they are currently interested in being involved with, and seven said that there were programs with which they would like to be involved. One woman mentioned that she would like to get involved with something to help with job searching and employment; another participant mentioned she would like to play baseball; one would like parenting classes; two said treatment, one discussed Equal Justice for All and QUINT. One other said that she would like to start volunteering with youth. Family appeared to be an important factor in deciding on the types of programs these women would prefer:

> *Anything to do with kids, like... anything actually. Like I got my first aid and CPR and that so um anything that involves kids. But yeah if it was more I have to come and leave the kids at home, that wouldn't interest me. You know it would be more of a family this because I just. Pretty much were ever I go I bring my son it's just he's my suitcase you know what I mean., he comes everywhere so yeah it would have to more of a family course. I don't really know what's out there to offer but anything to do with family so yeah.*

Participants were then asked about any troubles they had getting into any programs or activities. One woman mentioned that she has not had any trouble getting into programs; instead she normally joins a program and quits; she has trouble following through with them to the end. Six participants said they are not having trouble getting into any programs. One woman said she has had some problems with the Saskatoon Tribal Council, particularly because they did not offer anything for people living with HIV/AIDS, or *"two spirited"* people. She said that the STC did not support these programs because they did not fit into the community anywhere. Another said she is having problems getting through all of the steps of treatment. Another woman mentioned that she had a program she wanted to get into but did not meet the enrollment criteria (she did not say what this program was).

Sometimes we're pushed away because you don't have enough money or something. But, for the people that are on the streets, you kind of learn to cope with what you have, and the organizations that don't charge money, that are non-profitable, you learn to get their help more than anyone else. You have to find your resources, you have to live – this is going to sound mean, I know – but you're going to have to live with what you've got. And not very many people, kind of, I don't mean to be mean in any way to anybody that has money or anything, but people that have money … like that's why I feel bad, because people that live in the hood right here, like Pleasant Hill area, we don't get very much money. A lot of us are very, very poor. We don't even have enough money – some even don't have enough money to feed their children, like … and what money they do have they drink it up and beat their children. That's another reason that I believe there is a gang … It's kind of harder on the people who are trying to actually make a difference and not want to turn out like that. But, it's kind of hard once the gangs kind of went from touching only other gang members to everybody in the community.

When asked if there are enough programs and activities out there to keep people out of trouble; three women said yes; two said no, and; one said the question does not apply to her because she can go to the park and stay out of trouble.

There's not really enough there, resources in the city are very limited. Like there's a lot of good programs and stuff and youth Centres out there, but like I said it is limited, like different start dates and I don't know, requirements, and all that stuff.

When further probed on what activities they would like to see offered, one woman said she would like to see more sports offered for people her age. Three participants mentioned that they would like to see more programs for youth. Another woman mentioned the need for more support groups regarding anger management and domestic violence. She mentioned that there are some programs, but they all have long waiting lists. Another woman mentioned that she thinks that, although there are programs available in the general community, sometimes there is not a lot offered in a particular area; such programs are not easily available for those without ready transportation.

I believe there would be more people that would kind of step out and say "hey, like yeah, I'd wanna try that". But it's kinda, the government and people don't realize, is how hard it really is, cuz they got the good life. Put them in our shoes, if your homeless, let them sleep on a park bench at night, or worried about getting jumped, or beaten, robbed. It's kind of, sure, it's a nice neighbourhood at times, but it can turn around just as fast. You never know when something is going to happen or go down, like, it's very, very serious when it comes to gangs in the city.

5.7.4.2. Gangs

When asked if a lot of people want to join a gang, eight said that they thought that many people do want to join a gang, and one said that, although some do not want to join a gang, they are usually pressured into it. One mentioned that she thought it was getting better than in the past; another said that many join because it is an *"easy way out"* and another mentioned that some want to join, but mostly because of the peer pressure.

I don't think anybody says, oh yeah I want to be in a gang when I'm older unless maybe they do because their older brother or sister is in it and they want to be like their brother or sister, but I don't think anybody mentally says I want to be in a gang. I think it just kind of happens unless, like I said, you got a brother or sister and you want to be just like them. You know so I think either you follow or you get pushed into, I don't think it's really their choice to be, it is kind of stupid to be honest with you. I think stupid if you want to be in a gang. I didn't want to be in it, my boyfriend was in it and being with the boyfriend you had to do what he did and it was stupid. But yeah I don't think anybody really says, same with prostitution, like I was doing that while I was, like I know when I was a little girl waking up and be like you now I want to be a hooker you know what I mean. It's just something that happens.

When further asked about why someone might want to join a gang, four women mentioned protection or a sense of belonging; three said family; two mentioned peer pressure; there was one mention of each of the following: money, to look cool, somewhere to sleep and eat, drugs and to put girls on the street.

Further, these women discussed some of the good things that come from being in a gang. Five people said that there was nothing that was good about being in a gang. One of these women mentioned that some people think that protection might be a benefit; however, she said she cannot say that because that is a *"two way street."* Another woman mentioned that there are positives such as feeling safe but, in the long run, this feeling is often illusory. Another woman mentioned the solidarity and respect that comes from being in a gang. Another woman also mentioned the feeling of belonging and togetherness. Another woman ironically said that the whole world is made up of gangs.

We don't call them all gangs but everybody's part of a gang somehow. But yeah, there's a good point of view and there's a bad point of view. We always see the bad point of view. Because you know we are always looking at the bad perspectives.

One woman mentioned the specific issues with being a female in a gang.

It's a family. Its well I should say if you get into the right one, a lot of it could be your girl and you're just a sex toy to the guys, but in the one I was in it was more I guess I was the tough girl. I wasn't one of the little sluts that get tossed around; I was one always fighting with the guys.

When asked about some of the bad things that come from being in a gang, one participant mentioned that anything can go bad at anytime and you can get hurt badly. One person mentioned that you could die; three mentioned jail or "getting in trouble"; one mentioned doing things that you do not want to in order to please others. One talked about the damage it can do to your reputation. Two talked about STDs, and; three talked about drugs.

I guess I never really had a family but I guess people actually being there for you was a good thing but in the return way of what you had to do like the drugs and the

prostitution it really wasn't worth it. If I would have been straight and thinking about it I would have been out of there sooner but the drugs fog it...

One mentioned getting recruited at a young age: *"We have our eight or nine year olds selling and dealing and working on the streets which is really too bad."* One interviewee mentioned the loss of culture, and two mentioned prostitution.

A lot of poverty and prostitution, a lot of young girls put on the street from these older males that claim that they love them. That's a big part of like girls being in gangs, and young girls especially because they fall into being a victim of these guys and stuff.

Participants were asked to rate if they thought things would be better or worse for them if they were in a gang on a rating scale ranging from 1 = *much worse* to 5 = *much better*. Six respondents said that they thought their life would be much worse; two said somewhat worse, and one said the same. The mean score was 1.60 (SD=.84) indicating that most women felt that their lives would be worse if they were in a gang. Some of the women took the opportunity to expand on what would be better if they were in a gang. One of the women mentioned the amount of respect you can get from being in a gang; another woman said *"I'd have more friends."* However, despite such benefits, the participants generally agreed that, at the end of the day, the gang life does not amount to much.

When asked about what would be worse for them if they were in a gang, the women had a lot more to say. One woman said she would be in a lot more trouble and that people would not like her. Two women said they would lose everything and probably get assaulted. Two women talked about being forced to do things they did not want to do; one talked about ending up in jail and getting *"pimped"* or selling drugs.

You have to do things that you don't want to do. And for girls they get pimped out or you know you're selling drugs or you're taking drugs to the correctional here. And you're put in situations that you may not want to be but you have to be because you're in that gang and you took oath to live by those rules or die by those rules.

Three women mentioned that they would lose their children if they were in a gang. Another mentioned that her family's safety would be compromised. Another talked about the initiation process being one of the worst things about joining a gang.

I think the [worst] part is the initiation. The initiation now [involves] hurting a family member. A close family, an immediate family member ... there [are] steps into going into the gang. One would be to hurt a family member, the other one would be to steal something in the community and then getting beat up. Those are most of the initiation they go through... Actually, some of them are so extreme that they actually have to rape one of their family members. Um, but those are the higher up gangs, that are more, the higher you get you have to prove yourself.

When asked if they are often asked to join a gang, six women said no, and two women said yes. Two other women said that they were in a gang in the past, so that is not really an issue for them. One of the women, who said no, said that she has seen her boyfriend frequently asked to join a gang.

> *I see it more in my boyfriend, everybody... like he knows a lot of gang members...I hear him even talking about 'oh, if I was to join them...' and I just tell him if he was to join them that would be the last day he ever saw me (short laugh).*

Of those who were asked to join a gang, the requests were fairly frequent.

> *At the beginning you know because I was hanging out with the people, you know, it was daily but then you know I just got sick of it, I guess. I just didn't want to be bothered with the daily hassle and the daily crying. I just knew life was better and so I went for it and just left the area.*

When asked if they thought that gangs are trying to get more people to join their gangs, all ten participants said yes. One person mentioned that this is because of the rivalry going on over drugs between the gangs. One talked about how the gangs are growing and how they have to recruit more from smaller groups. Another discussed the need to keep the gang a *"tradition"* and keep people in the gang to keep the gang strong. Another female felt that the only gang trying to recruit is the Terror Squad. Although most of the women discussed aggressive recruitment, one woman felt that recruitment efforts are usually methodical and controlled.

> *Usually they get a good group and stay with that group until you know something happens, someone leaves, someone dies, you know someone's dies or something happens, you know. Then they need more people to be numbers, and then they will recruit. You know when I was there we went with the same group for two or three years and we didn't get anybody new, you know. And then when I think when six months we had like ten different new people. It all depends, people come and people go. So, yeah, it's just like any other job I guess; sometimes you're fired and you got to find a new job. Same with them, say if they don't like you ... they'll kick you out and they have to replace you, so it works both ways, you know. If you don't do what you're suppose to, they will kick you out, you know. If you don't want to be there then you leave. So it does work both ways ...*

When people are asked to join a gang, all of the women except for one said that they thought that most people would join a gang. However, there were a number of explanations given for why someone would want to join a gang. One respondent said that most people are not asked to join a gang per se; instead they are simply told that they are joining a gang. Another mentioned that most people are probably too afraid to say no when they are asked. She said that usually people are confronted by a minimum of three other people because they have to take their "minute" (beating) when they join a gang.

Participants were then asked if they thought that there were more or less people in gangs than a couple of years ago. Eight said they thought there were more people in gangs; one person

thought it was about the same, and; another thought it was probably less. Throughout their interviews, many women noted that it seems that recruitment is starting at a younger and younger age.

> *Right now, the youngest person I know of that is in a gang, she is seven years old, and, that's one of my friend's little sisters. I don't know how she managed to join, or what she did, but yeah, that's kind of sad. She's only seven years old and she's already screwed up her life.*

When asked why they thought there were more people in gangs, one women said that she hears more about gang violence and people joining gangs more frequently than she did a couple years ago. Another said that she thought there were fewer adults and more children than before. She also discussed how the social dynamics of gangs have changed over the years.

> *The gangs don't even make sense any more. They use to be about loyalty and that's where all the murders came from because there was a lot of anger and loyalty but now there isn't. Now there's just a bunch of laughs and jokes like people just don't, they don't take things seriously these kids and some of them do and that's where they end up getting hurt. But it's mostly alcohol that affects these kids.*

The one woman who said she thought the gangs were probably less populated now than before also said that she once saw people walking together in groups of five or six, but she only sees them walking in groups of two or three.

The women were then asked if they thought that someone who was committing crimes for their gang, or with people in their gang, would get caught. Three participants said no and six participants said sometimes. One of the participants felt that the police are being paid off by one of the gangs, and this allows the gang to walk around freely and conduct their work in public. Another participant said that the criminals will get away their crimes if they are well-planned, and; even if they get caught, it is usually a junior member who will take the *"rap"* for someone who actually committed the crime. Another talked about how a lot happens right in the prisons.

> *No, and a lot of that actually happens right under our nose in the prisons. That's all gang related and all segregated. They even put gangs together. Gang members together, they don't even interact with each other.*

The one participant talked about how sneaky the gangs are, how they know who the cops are and where they will be. Another talked about how it depends on whether the person committing the crime is intoxicated or high.

Participants were then asked to rate how likely getting caught would be on a five point scale ranging from 1 = *not at all likely* to 5 = *very likely*. The mean rating was 2.78 (SD=1.48) indicating that most people felt that is somewhat likely that a person would be apprehended. One of the women said it would be very likely, if it was someone at the bottom of the gang hierarchy because they would want to prove themselves to others in the gang. Others felt that it depends on the type of crime being committed.

Say you steal a car, well you break the window, you get in, you hot wire it, and then you go. Compared to breaking into someone's house. You have to go into the house or get into the house first off and then you have to pack up everything your taking and then look outside and then go you know. Stealing a car is ten minutes and breaking into houses is an hour. You know the more time doing your crime, better chances to get caught.

Participants were then asked if they thought that the police have cracked down on gangs lately. Two said that they thought that the police were cracking down on gangs; one said she did not know, and; seven said that they did not think the police were cracking down on gangs.

I haven't really noticed anything like that because I know like a lot of my family members and a lot of guys in the correctional, what they do is they just, like if there's Posse, Syndicate or Terror Squad, Posse is in one range, Syndicate is in another, Terror Squad is in another...They're just making more people go to these dorms so they can recruit more gang members and stuff, like other people and so it creating more and most of the gang members that come out of jail, they're higher-ups...

When asked if they thought that the police were doing anything to keep gangs from committing more crimes, two people said somewhat; two said yes; five said no, and; one did not know.

I know that they're doing a lot more time, like the people who are doing crime and stuff, they're definitely, they're getting harsher sentences and stuff and I think, I don't know, it's helpful in a bit, but it depends who it is, but if a person goes in and out of jail they're not going to really care if they get much time or a lot of time, because they're used to that, they're used to institutional living.

You know the guys will dress up literally red from head to toe and a red bandanna hanging out of their back pocket. How would you say they are not a gang member you know? I think the cops really turn a blind eye when it comes to gangs. I think their almost scared of the repercussions of what they're going to do.

 When asked if they thought it was pretty easy to do a crime and not get caught, one said no, two said sometimes and, five said yes.

Depends on what, some things are really easy and some things are very hard. Like you know, robbing a bank. I never knew any of the gangs in Saskatoon robbing a bank. Say if you see someone pulling out five hundred dollars out of an automated teller, well how far is it to follow them to their car and jump in with them? So a lot of people just watch for their opportunity, you know, because cops can't be there all the time...but if you're going to take out five hundred and you know someone's standing there watching you, you are starting something there. But, yeah, if you're careful, yeah, you could stay out of it.

5.7.4.3. Gang Exit

When asked if they thought that somebody could easily leave their gang if they wanted to, nine people said that they could, and one person said, *"no, I don't think so. It all depends on how far into it you are."* One woman mentioned that it would take time to get out of the gang, but it was a definite possibility. Six of these women talked about the repercussions or beatings that can accompany gang exit.

> *It is possible but there would be repercussions. For instance, my nephew lost his eye sight because they beat him up. And if he survives the beating, then he is out but he was also left brain damage and loss of one eye.*

One participant said that some of the gangs will end up killing you if you try to exit the gang. The women were then asked about some of the services that could be available to assist people who wanted to leave their gang. Six participants indicated that they did not know about any programs. One participant said *"you guys"* referring to the Evaluation Team. Another participant said she knew of some programs in Prince Albert, but she mentioned that a program that helped people remove their gang tattoos and clear their criminal records would be more helpful. One female mentioned STR8-UP, and said that it could help by starting the healing journey, allowing people to tell their story.

> *I think STR8-UP does a good job but they don't actually work. I don't see them going right into the gang houses and pulling someone out that needs help or wants help. I work with gang members but I usually work with them individually... I'm allowed into the gang houses...shooting galler[ies]...and do condom distribution, needle exchange.*

When asked if they have any personal experience with gangs, nine participants indicated that they had had experience with gangs. One woman mentioned that she was once dating a top gang member. The relationship was going great until one day he turned on her and told her she needed to go out and make back all the money he had spent on her by selling her body.

> *He threatened me "if you don't come back with the money then I'm going to have to put you six feet underground", and I was like, oh my God eh. What did I get myself into? You know. I had nobody to turn to. That's when EGADZ told me to go to the cops. I turned to EGADZ first, cuz they're the people I turn to when I'm in trouble. And they're the ones who helped me.*

All ten of the women indicated that they are not currently in a gang. When questioned about their past involvement, three of the women indicated that they were never involved in a gang. One of these women mentioned that although she was never in a gang, she "hooked gangs up" and helped them find people that they were looking for. The other two participants mentioned that they dated men in gangs, although neither of them considered themselves gang members. The other women all indicated that they were involved in gangs in the past.

To gauge their past gang involvement, participants were shown a circle to represent the gang they were in, or the gang they associated with. They were then asked to describe what number best represents their place in the gang, with 1 representing the Centre where the leader is and 5

representing participating in gang activities, but being farthest away from the leaders and the decision- making processes.
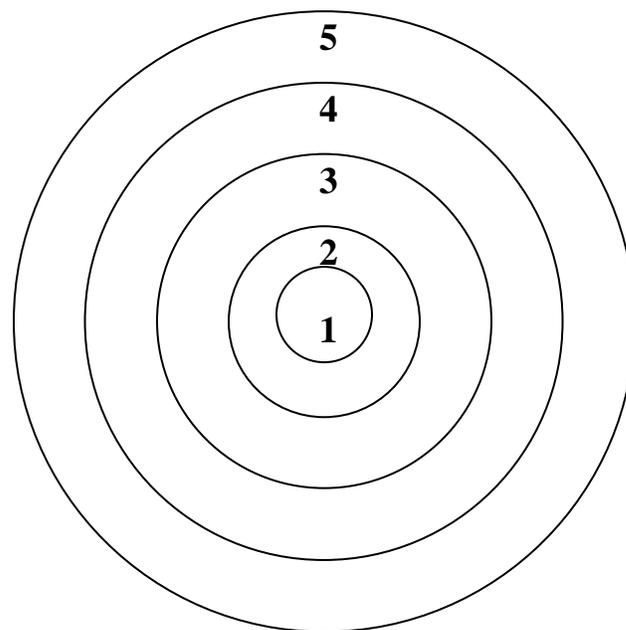
One participant indicated that she would probably be a *"number five,"* and located farthest away from the leader and the decision making; two participants said they would be a *"number four"*; one said she would be somewhere between a *"three"* and a *"four"* ; one said she was a *"three,"* and; one said she was between a *"two"* and *"three."* One other participant did not seem to understand the question and indicated that she would be *"both."*

The women were then asked how long they were involved with a gang. One woman said she was involved with a gang for two to three months, but never considered herself a gang member during this time. Another said she was involved for about five years, and considered herself a full gang member, although she is not proud of herself and does not like to talk about that part of her past. Another said she was involved in a gang for most of her adult life (She is middle-aged.). However, she said she never considered herself a *full* gang member; instead, she considered herself an affiliate, and would not wear their logos. She mentioned that she did date a gang member that was quite high up in the chain of command, and has a child with him. As a result, she will always be an affiliate and will always know what is going on. Another said she was involved for eight years. Another was in for just over four years even though she did not get tattooed and was not a full gang member. Another said she was a proud gang member for over five years.

> *I'd wear my rags proud and I'd have my rags around my hair and I'd have my rags around my ankles and I don't know, even if, I'd stand up to other gangs and stuff and I'd yell my gang or whatever....*

The women were subsequently asked if they had any no-contact conditions. Seven participants indicated that they do not have any no-contact conditions. One mentioned that she does have a no-contact condition, but the order is not for someone who is involved with gangs.

Participants were then asked if they would like their involvement with the gangs to stay the same, or become more or less involved. None of the participants said that they wanted to become more involved; two said they wanted their involvement to stay the same, and; seven said they would like to be less involved. One of the women suggested that she needs to keep a positive relationship with gang members because the work she does with them requires that they trust her.

When asked if it was difficult to leave their gang, one woman said that it was actually quite easy for her because the association just split up on its own and everyone simply went their own way. Another said that she moved out of the city for five years to get away from the gang. Similarly, another woman left and moved to Lawson Heights for a couple months until the gang members forgot about her. When another woman was asked how she left the gang, she took this opportunity to discuss the gang structure.

> *I was affiliated with it and I will always be. That is something that will be for the rest of my life. And I know the mostly the higher ups which are business people and are not the street working people. These are like business men that are controlling most of these smaller gangs. My involvement is at a higher level than most people know. Because many of them are business men in this community.*

Another woman discussed how difficult it was for her to leave the gang, but how it was nevertheless the right decision for her to make.

> *Well I did, like a lot of missions and strikes and a lot of crime to prove that, to get my higher-ups respect for me and stuff and my higher-up was like, he wasn't a brother, but he was like a brother to me, and he always had my back no matter what. He was my higher-up, he was the person that I'd answer to. And other higher-ups they'd ask me certain questions, and I'd say 'no, I can't talk to you about that, I have to tell this guy about what I'm doing and stuff.' So I went and told this guy like I don't know, something happened to me to make me realize I don't know, about life and whatnot, so I went to my higher-up and I said I can't do this no more. And he understood and he was like, you're like my little sister, I won't give you minutes out, and I said 'well which person can?' and he said no one will touch you, he's like you're untouchable now, like you gained enough respect, and you did enough shit for everyone else that you can still, you can walk away from this. But it wasn't, it was easy walking away from it, but the year after was a lot harder because I had a lot of other gangs coming up to me and asking me to be down with them and whatnot and I would never get back into the gang life. So I got beat up for it, and I beat people up for it and I don't know, it was pretty crazy year. Yeah, a really crazy year.*

When discussing some of the things that made it difficult in leaving a gang, one of the women discussed the fear she had for her safety and her two kids. She also said she ran into a lot of

problems from her family, especially her brothers because they were in the gang too. One of the women said she felt responsible for the girls who were underneath her.

> *Because these girls trusted in me, they, like they really trusted in me, they like loved me like I was an older sister to them. And then to see them leave and be some other girl's strikers and stuff and then to see where those other younger girls now. Like right now they're 17, 18 right now, and to see where they are now, like they're all along 20th right now because they got sold. They got pimped and stuff, and that's really hard for me to see because I loved them, I used to love those girls they're like my little sisters and I looked after them and so, that was like hard for me.*

Another woman said that nothing really made it hard for her to leave the gang; she just was not ready to leave; she was a kid and being "stupid."

5.7.4.4. Closing Remarks

When asked if there was anything else that they would like to add to help researchers to better understand gangs in Saskatoon, the respondents expressed a range of opinions. Some talked about the fear that gangs produce in the community and others talked about gang structure.

> *Gangs are pretty basic. They have their president, they have their vice pres and they have, I don't know, their general, their soldiers, their strikers. And every, like, single one of them are layered off like that, like this one is under this one, and that one is under this one and that one is under that one. And they all refer to each other as brothers and sisters and stuff.*

One participant talked about how she felt that the gangs are getting a lot stronger. Another talked about how the city was divided by the gangs:

> *You see a lot of fighting, like 20th Street is kind the centre line. There's this side of the city... this side of the...this side of the like west side and then there's Avenue H and the other side. And those are two completely different groups that do not combine... Like you walk on, you...you're in one group and you walk down that end of the city, I guess you're kind of looking for a fight.*

When asked if there was anything else they would like to say about helping current gang members leave their gang, the participants offered a number of opinions. One said that she did not think that many people wanted to leave their gang. Another talked about the importance of having proper supports. One talked about how good it would be to go back to the reserve and get in touch with the elders and the traditional values. Programs to help them avoid the exit beatings, and housing and tattoo removal assistance were some of the other suggestions.

> *It's worth it. It's totally worth it. It's a better life, you don't need them. You don't need them at all. You can do everything on your own a lot better and a lot safer.*

1.22.5. Interviews with Youth Male Clients in Community Connections

Two male youth who participated in the Community Connections program were interviewed. One is a current gang member; the second reports that he has never belonged to a gang. The interview surveyed respondent's opinions on a number of gang-related issues including involvement with different programs and sports, as well as gang involvement and challenges in leaving a gang.

5.7.5.1. Programs and Activities

Both participants were first asked if they were involved in any programs, activities or sports. The participants said that they were not really involved in anything. However, when probed further, both participants said that activities would keep them out of trouble by keeping them busy and away from those friends who have a bad influence on them. When asked what types of activities they would like to get involved with, both respondents mentioned that they would like to start playing basketball. One youth also mentioned that he would like to get involved in soccer as well. Neither of the youth has experienced any problems getting into programs, although they have not tried. One said he felt that there were enough programs and activities to keep him out of trouble, but the other does not and would like to see some opportunities to play volleyball.

5.7.5.2. Gangs

When asked if they thought that a lot of people want to join a gang, one youth said *"sometimes,"* and the other said *"no, not a lot."* However, they both mentioned protection as a main reason why most people would want to join a gang. When asked what the good things are that come from being in a gang. One youth said he did not know and that the question was hard to answer. The second youth said that the good things were *"family, brothers, bros, friends."* When talking about the bad things, one male said that gang members *"end up probably dead... a lot of enemies, and pretty dangerous,"* while the other said, *"probably get beat up and stabbed."* This second youth then went on to talk about how a friend was shot a few months ago.

Participants were asked to rate if they thought things would be better or worse for them if they were in a gang. The response options ranged from 1 = *much worse* to 5 = *much better.* One youth felt that his life would be much worse, while the other felt that his life would be better (M= 2.50, SD= 2.12). The one youth picked "much worse" because he said that there would have been a lot of people who would want to beat him up. The other respondent picked "better" because of the protection that comes from being in a gang. He also indicated that he was not often asked to join a gang although he has associated with *a* few people who are involved with gangs. He adds that;

> *If you're walking like around the neighbourhood, walking to the group of boys then they might ask you if you want to do that or something.*

He then said that he was asked *"a couple times."* Both youth believe that gangs are currently trying to get more people to join their gangs. One youth felt that when people are asked to join a gang, most people probably do not join because they are scared to *"get beat up or something."* The other youth thought that most people will join when asked. Both males believe that there are more people in gangs than a couple of years ago.

Participants were subsequently asked how likely they thought that people committing crimes for their gang would be caught by the police. One participant said he did not think it was likely. The other said that it;

> *Probably just depends on how much police are after them at a time because they cannot catch them all at once.*

Participants were then asked to rate how likely getting caught would be on a five-point scale from 1 = *not at all likely* to 5 = *very likely*. The mean rating was 2.50 (SD= 0.71) indicating that participants thought that it was somewhat unlikely that these people would get caught. However, both participants thought that the police have cracked down on gangs lately. Some indications given by these participants were that the police have been stopping people who are wearing a bandana or certain colours, and given more conditions and jail time. One participant thought that the police are doing things to keep gangs from committing more crimes, whereas the other participant did not think they were. One participant believes it is pretty easy to commit a crime and not get caught, while the other participant said it is somewhat easy, and depends on the crime and who might be witnessing the crime (such as the police and bystanders).

5.7.5.3. Gang Exit

When asked if they thought that someone could easily leave their gang if they wanted to, one male said *"probably not"* while the other said;

> *They could probably if they knew the… the leader of the gang pretty well, but they would have to like… get beat up or something… probably.*

The one youth said that there were no services or programs that could help someone exit the gang, whereas the other youth mentioned a program at STC where they;

> *Take their clients [to] churches and stuff, so keep them away from streets, and so I think that's helping a little.*

When discussing their personal experience with gangs, one youth said that he did not have much experience and has never been part of a gang. The second youth said he has experience with gangs and considers himself a current gang member. This youth was shown a circle said to represent his gang. He was asked to describe what number best represents his place in the gang, with 1 representing the Centre where the leader is and 5 representing participating in gang activities but being farthest away from the leaders and the decision-making.
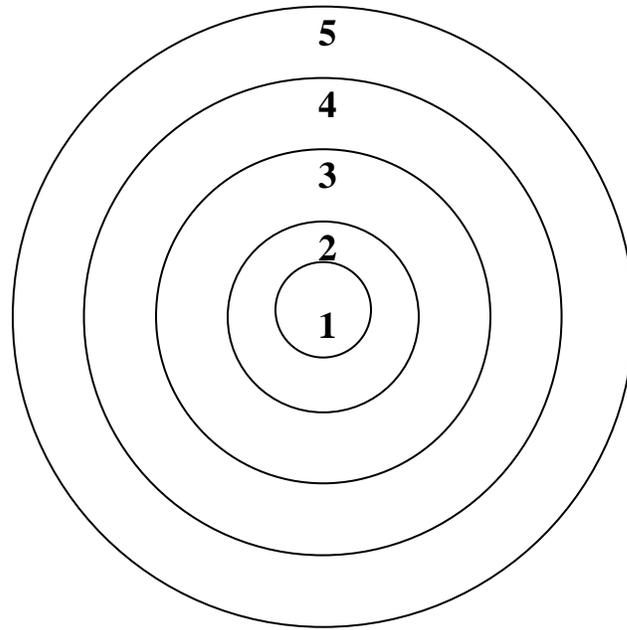
This youth described himself as a *"soldier"* in his gang, which he associated with the number *"4"* on the circle and has been involved in the gang for two or three months and still considered himself a gang member.

These youth both have *"no contact"* conditions. The one had conditions for friends he has been caught committing crime with, while the other said his conditions were for people whom he does not know but who are not involved in gangs. He did not elaborate any further.

When asked if they would like their involvement with gangs to increase or decrease, one youth said *"probably less involved,"* while the other indicated he would like to become *"more involved"*. The current gang member was further probed about the likelihood of leaving his gang. He indicated that he would not like to leave his gang. Further, he was asked to rate his likelihood of leaving his gang in the nex six months from 1 = *not at all likely* to 5 = *very likely*. He said 2 for somewhat unlikely. When asked what makes it hard for him to leave his gang, he said he has too many friends in his gang, and too much *"beef"* with other gangs that would leave him threatened and harassed if he chose to leave his gang.

5.7.5.4. Closing Remarks

When asked if there was anything else that they would like to say to help researchers to better understand gangs in Saskatoon:

> *Ah... I'll be just... trying to stay away from them... If you just see a group of people wearing like ah... a set...like... a color like... decent color... like red or something... example red... if you see a group of boys walking towards you, I just... cross the street or something... trying to get away from them... because if you get too close to the gang, then, stuff will happened...when get faced...*

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When asked if there was anything else they would like to say about helping current gang members leave their gang, the one male said he did not know and could not answer that question; the other said that it is hard and *"probably up to them not me."*

A summary of these interviews and the responses to each of the questions is provided in Appendix M. Briefly, this table provides tabulated yes/no responses to each of the questions provided by all participants who answered the questions, as well as by gender and setting (custody/community).

1.23. Additional Non-Client or Committee Interviews

In addition to the above interviews, two other interviews were conducted; one with the originator of STR8-UP, another with a mother of a former gang member who volunteers at KAP. Brief overviews of the interviews are summarized below. For a full description of these interviews please refer to Appendix N and Appendix O, respectively.

1.23.1. Interview with a Mother who Volunteers at the Kinsman Activity Place

In conducting interviews at the Kinsman Activity Place Women's Group, the Evaluation Team interviewed a volunteer with the group. Although it was quite apparent that this woman did not fit into the same category of analysis as other participants, she was nevertheless able to provide some insights into gang-life in Saskatoon. In particular, she provided some perspective of family members who have been hurt by gang violence. Thus, this interview represents a group in the community who have been touched by gangs.

From her experience she did not believe that most people want to join and gang, but felt that the schools acted as a fertile breeding ground for gangs, where the gangs provide an avenue for some sort of commonality and trust to be built between the members of the gang. This woman took some time to discuss with the Interviewer some of her own personal experiences with gangs, when her son became a gang member, and the subsequent struggle he underwent when exiting the gang some years later.

When her son left the gang, he also left his "*bros*" and that is something she explained that they will never let him live down. She believed that in her son's case, he was very lucky to have a strong family with strong family supports, something many of the others struggling with leaving a gang may not have. In order to be a supportive family, she explains, you have to be sober with no addictions in the family in order to deal with the addictions of the gang member as they leave the gang. As for programs that might help, she did not know of anything offhand, but said she would like to see some sort of life skills program for youth that could help them get their lives back on track.

1.23.2. Interview with the Originator of STR8-UP

The Evaluation Team interviewed the Originator of STR8-UP, a diocesan priest in Saskatoon, who is recognized as a local authority on gangs. He was recently awarded the Order of Canada that recognized his outstanding achievement working with gangs and young people with addictions. The Evaluation Team believes that the present evaluation would not be complete without his wise counsel. The components of the interview that relate directly to his perceptions of gangs in Saskatoon are presented below.

When asked if a lot of people want to join a gang, he says that often, the decision to join a gang is not really a matter of choice, as much as joining is often a matter of necessity. For example, offenders will often join gangs in prison in order to protect themselves from other rival gangs. He adds that parents and society in general are partly to blame for the growing gang problem by letting many children fall through the cracks.

In discussing whether there are enough available services and programs to keep children and youth out of trouble, he explained that this is not the central, all-defining issue. He says that you can have a million programs, but it will not matter if you do not love the kids. However, this is hard when most people work from 9 to 5. As a professional, it is hard to get personally involved in one's work. Although he does feel that programs are important, he also believes that you first must start with a way of life or a relationship, and then you start the program that meets the needs of those people.

1.24. Analysis of the Community Resource Coordinator and the Gang Strategy Coordinator Positions

1.24.1. Community Resource Coordinator

The Strategy obtained funding through the National Crime Prevention Centre (NCPC) to employ a Community Resource Coordinator (CRC). The responsibility of the CRC was to:
- Liaise with community based organizations to identify issues relating to gang activities,
- Work closely with schools, community associations, City of Saskatoon, Saskatoon Tribal Council and CPSP – Young Offender Programs, among others, to formulate responses to gang-related concerns,
- Build the capacity of community associations and other community agencies to respond to gang-related concerns,
- Gather information and advice to present to the Strategy around community programs and initiatives to enable the Strategy to grow and change,
- Assist the partners to solve any problems that may arise,
- Have a knowledge base of contacts within the partners to the Strategy, and
- Connect to facility gang liaisons with the Saskatoon Tribal Council and CPSP.

One of the main responsibilities of the CRC was to conduct presentations. These presentations generally provided information on gangs in general, as well as specific information regarding gangs in Saskatoon and Saskatchewan, showed relevant videos, and shared personal experiences as well as stories of gang-affiliated individuals the CRC has worked with in the past. Presentations were conducted for a variety of audiences such as youth at elementary and high schools, community associations, government departments, cultural groups, parent groups, inmates at the Regional Psychiatric Centre, correctional staff, community-based organizations, and other groups.

Funding for the CRC position ended in March, 2009.

5.9.1.1. Analysis of Community Resource Coordinator Activities and Interview

Although the Community Resource Coordinator did not have a direct supervisor, he reported to Community Services, City of Saskatoon. The CRC would meet with Community Services to develop presentation materials and to set long-range planning and goals. They would also review the number of presentations given and the number of participants for each presentation.

The majority of the CRC's time was devoted to delivering educational presentations The CRC had developed eight separate presentations for use with different audiences (e.g., young children, teenagers, parents). For example, the presentation for young children typically addressed myths about the gang lifestyle, such as supposed benefits to being in a gang. The presentation for teenagers typically included stories from ex-gang members. Parents were typically presented with warning signs that their child may be involved with gangs. Aside from presentations in Saskatoon, the CRC also delivered presentations in rural areas such as Colonsay and Hepburn.

From May 16, 2007 to November 6, 2008, the Community Resource Coordinator (CRC) conducted 109 presentations with a total of 2,758 participants[7]. Presentations were conducted for a variety of audiences, from youth at elementary and high schools, community associations, government departments, cultural groups, parent groups, inmates at the Regional Psychiatric Centre, correctional staff, community-based organization staff, and other groups. During presentations, the CRC generally provided information on gangs in general, as well as specific information regarding gangs in Saskatoon and Saskatchewan, showed relevant videos, and shared personal experiences as well as stories of gang-affiliated individuals the CRC has worked with in the past.

Visual aids, such as posters, were a key component of the presentations. The CRC felt that the visual presentation of information was highly effective in conveying his message. The CRC continuously updated and revised the presentations based on audience feedback. If audience members felt that a particular piece of information was helpful, this would be expanded. The importance of learning from the audience was highlighted in the interview:

> *You listen to the kids and learn lessons from them. Even the adults, the teenagers...they talk about a lot of things. It makes you think, 'don't do this, don't do that.' In hindsight it shows you what is missing, it opens your eyes. So you change your format and how you talk to people. It's education both ways.*

The Evaluation Team reviewed the presentation and evaluation (Appendix L) comments received from 2007 to 2008. A total of 154 forms were completed. The first portion of the evaluation form asks participants to rate the presentation on a variety of dimensions, where 1 = *lowest* and 5 = *highest.* All items were answered positively, with mean ratings from 3.8 to 4.4 (see Table 6).

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[7] Although presentations were also conducted between November, 2008, and March, 2009, data pertaining to these presentations were not provided to the evaluation team.

Table 6. Ratings of CRC Presentations

	Mean
1. Clearly explained objectives	4.1
2. Presentation objectives achieved	4.2
3. Useful information	4.4
4. Useful handouts	3.8
5. Overall grade for presentation	4.4

Ninety-seven per cent of the participants indicated that the presentation had increased their knowledge of gangs and 63% indicated that the presentation had increased their parenting skills.

The CRC liaised with a variety of organizations, such as the public and Catholic school boards, the Regional Psychiatric Centre, Kilburn Hall, Saskatoon Tribal Council, and the John Howard Society. Finances was the main obstacle/barrier encountered by the CRC, in that there was a limited amount of funding and so supplies and materials had to be ordered accordingly.

1.24.2. Strategy Coordinator

When the Gang Strategy got under way in 2006 it benefited from the fact that there was a dedicated Crime Reduction Strategy of Saskatoon Coordinator already in place who then assumed comparable duties for the Gang Strategy. The responsibilities for this position included spearheading the initiative, overseeing the day-to-day functioning of the Gang Strategy and preparing reports. However, this position was not filled when the original coordinator returned to her position in CPSP in 2007. Consequently, a chairperson, filled the role of convening the Steering Committee on a regular basis, crafting its agenda, and assuring that agreed to activities were carried out. Although the impact of the loss of a coordinator was not formally assessed, some interview respondents cited this loss as an issue for the Strategy.

1.25. The Street Crimes Unit in Saskatoon

The Street Crimes Unit in Saskatoon consists of two Detective Constables in the Break and Enter Comprehensive Action Program (BECAP), two in the Serious Habitual Offender Comprehensive Action Program (SHOCAP), two in Violent Offender Interdiction Detail (VOID) and one Detective Sergeant. Each of these programs has a different focus on the target group of offenders. The SHOCAP program focuses on individuals under the age of 18 who have proven themselves to be habitual offenders. There is a partnership between the SHOCAP officers, two CPS workers and a prosecutor dedicated to the mandate from the province. BECAP, on the other hand, focuses on 20 youth and 20 adult offenders with a history of property offences. This program is also performed in partnership with CPS with two youth workers and two adult workers. The same SHOCAP prosecutor looks after the youth function, and another prosecutor is dedicated to the adult mandate with BECAP.

The VOID program was drawn on the SHOCAP model but there are some significant differences. The individual clients on that list are selected on the violent nature of their criminal

activity. The list is more dynamic and there are no CPS workers dedicated to the VOID program. However, there is a Provincial Prosecutor who works with the Street Crimes Unit and they sometimes enlist the services of Probation and Parole in certain conditions.

The selection process for BECAP and SHOCAP are similar: the CPS workers, Officers, and Prosecutors dedicated to the programs meet quarterly. They bring potential client suggestions to the meeting. These individuals are drawn from other Units in the police, CPS, and prosecutions for evaluation and scoring. They are ranked or scored on objective criteria and when there are spaces open new clients are agreed upon and brought into the program. VOID works slightly differently. They follow objective criteria and score individuals as they have spaces available. The prosecutor is notified immediately of any changes.

1.26. Review of CPSP Client Files

1.26.1. Adult Clients

This section provides the demographics of 19 adult offenders who were identified as being gang affiliated or at risk for gang affiliation, their criminogenic factors, offending behaviours before their index offence and access to rehabilitative programming. A sample of gang affiliated clients was identified by the Regional Director of Saskatoon Region, Adult Offender Programs, and these names were provided to the Business Manager from Community Corrections, Saskatoon Region. A member of the Evaluation Team then contacted the Business Manager who randomly selected files from both active and inactive clients for the evaluators to review. The evaluators asked for between 15 and 20 files to review and they coded all of the files given to them by the Business Manager. The file coding sheet was developed by the Evaluation Team and the Evaluation Steering Committee.

5.11.1.1. Demographics

The average age of adult clients at the time of file review was 25 years with a range of 20 to 43 years. All adult clients were male. Ethnicity information was available for 18 clients. Fourteen clients were identified as First Nations, 3 as Métis, and 1 as non-Aboriginal. Education information (highest level of education completed) was available for all 19 clients. One client had completed Grade 6 and one Grade 8, 2 clients had completed Grade 9, 8 had completed Grade 10, 3 had completed Grade 11, and 4 had completed Grade 12.

5.11.1.2. Criminogenic Factors

The Saskatchewan Primary Risk Assessment (SPRA) is a risk assessment tool used by the Ministry to assess the risk level for general recidivism of all adult clients and identify criminogenic intervention targets. The average total score on the SPRA with this sample of clients was 14.05, with a range of 7 to 20. A score of 12 or higher on the SPRA indicates that a client is at high risk to reoffend. A score of 14.05 indicates that 80% of offenders will reoffend over a 3 year period in the community. The average score of 14.05 also corresponds to a percentile rank of 86 to 92, indicating only 8 to 14% of adult offenders in Saskatchewan would score as higher risk (Ministry of Corrections, Public Safety and Policing, 2009). Only five clients were rated as medium risk, while 14 were rated high risk on the SPRA. Table 7 shows the average scored on each of the SPRA variables. As can be seen in the table, the areas that these offenders were particularly high risk include Employment, Family/Marital, Antisocial

Behaviour, Attitude and Self-Management. Data for Antisocial Behaviour and Self-Management were unavailable for 6 of the 19 clients due to an older version of the SPRA being used with these clients. This older version, the Primary Risk Assessment, instead measured Emotional Stability and Mental Ability.

Table 7. Average scores on the SPRA variables (Adult clients)

SPRA Variable	Mean Score	n
Age (0-1)	.95	19
Gender (0-1)	1.00	19
Number of Convictions (0-2)	1.79	19
Convictions for… (0-3)	1.68	19
Residence Stability (0-2)	1.16	19
Academic and Vocational Skills (0-1)	.21	19
Unemployed at the Time of the Offence (0-1)	.74	19
Employment Stability (0-2)	.84	19
Financial (0-1)	.16	19
Family/Marital (0-1)	.58	19
Peers/Companions (0-2)	1.63	19
Drugs/Alcohol (0-2)	1.37	19
Antisocial Behaviour (0-1)	.08	13
Attitude (0-2)	1.42	19
Self Management (0-1)	.62	13
*Emotional Stability (PRA)	.0	6
*Mental Ability (PRA)	.17	6
TOTAL	14.05	19

* Indicates items from the older version of the SPRA, the PRA.

5.11.1.3. Offending Related Variables

The average age at first conviction was 16, with a range of 12 to 22 years. The average total number of prior convictions was 31.37 with a range of 1 to 83 prior convictions. The total number of prior convictions by offence type is presented in Figure 1. "Other convictions" include any offences that did not fit into the four specific categories such as possession of a controlled substance.

Figure 1. Number of prior convictions by type (Adults: N=19).

Number of prior convictions by type (Adults)
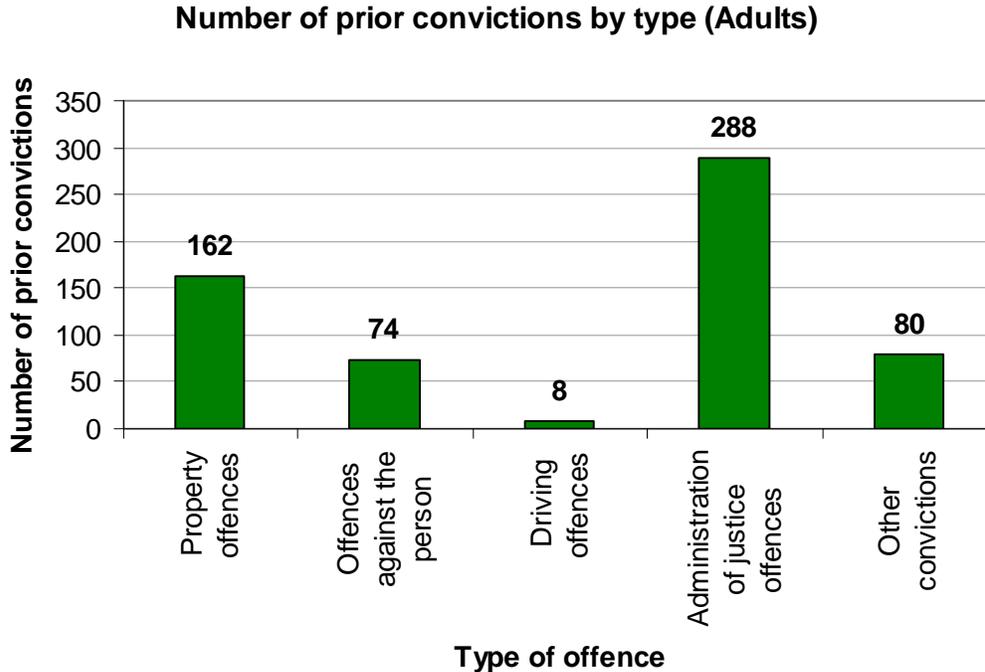
An index offence was defined as the offence that the client was most recently being supervised for in the Saskatoon Office. The average age at index offence was 23 years, with a range of 18 to 41. As offenders may be convicted of more than 1 offence on the same date, data was collected on up to three offences on the index date. In the event an offender was convicted of more than three offences on the index date, the three most serious offences were collected. The average number of prior convictions were calculated by adding data for all 3 possible index offences together (i.e., possible multiple offences per client). Twelve clients had at least 2 offences on their index sentencing date, while 3 had at least 3 offences.

As can be seen in Figure 2, the offences were fairly evenly distributed across the categories. Property offences and offences against the person were the most common index offences, followed closely by administration of justice offences, and then other convictions and driving offences. However, it is important to note that although each offender could have up to three types of index offences, only one offence of each type was recorded. For example, two index property offences from one offender is only represented in Figure 2 as one property offence conviction.

Figure 2. Number of index offences by type (Adults: N=19).

Index offences by type (Adults)
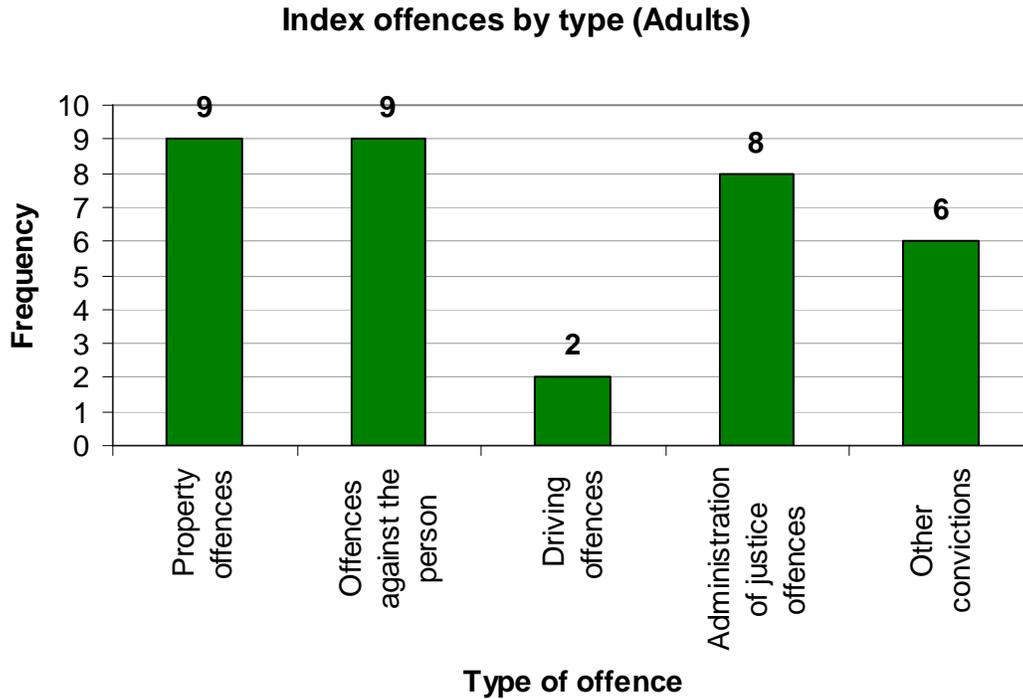
The most common disposition given for adult clients' index offence was custody and probation. The next most common disposition was a conditional sentence (Figure 3). The average length of the supervision period was 10.58 months, with a range of 0 to 24 months.

Figure 3. Disposition given for index offence (Adults: N=19).

Disposition given for the index offence (Adults)
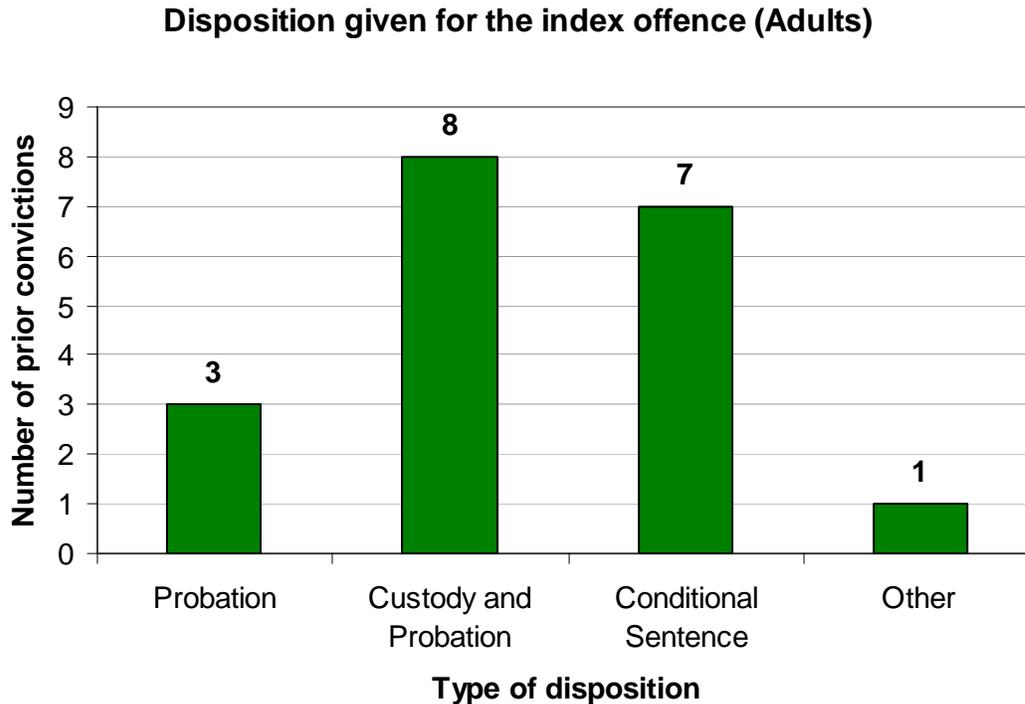
The Ministry of Corrections, Public Safety and Policing Adult Corrections Probation Services uses a balance of rehabilitation and supervision to encourage offenders not to reoffend. Staff members employ a case management process to identify the risk posed by offenders. The process also identifies what offenders need to avoid reoffending, and provides rehabilitation and correctional programming to help reduce risks and to address the offenders needs. At times offenders are referred to specialized services provided by community-based organizations or other ministries such as substance abuse programming and vocational training.

The following table details the types of programs the 19 clients were referred to by their probation officers and their participation in those programs. One client was not included because he reoffended prior to program referrals being made. Note that one client may be referred to any number of programs. The table also indicates where no additional programming was recommended. At the time of data collection, clients:

o Completed 26 programs;
o Did not attend 13 recommended programs;
o Dropped out of 9 programs;
o Did not attend 9 programs because of rearrest;
o Were attending 7 programs; and
o Were waitlisted for 2 programs.

As can be seen in Table 8, clients (15) were most frequently referred to drug and alcohol programming. One client was not recommended to this type of programming and data were not available for two clients.

Table 8. Adult Offenders Referred to Various Programs and the Current Status of those Referrals (N = 18)

Level of Completion	Program Area											Totals
	Residence Stability	Academic	Vocational	Employment	Financial	Family/Marital	Peers/Companions	Drugs/Alcohol	Antisocial Behaviour	Attitude	Self Management	
Completed	0	1	3	4	0	0	3	8	2	3	2	**26**
Currently Attending	0	1	1	0	0	0	3	1	0	1	0	**7**
Dropped Out	0	3	1	1	0	0	0	3	0	1	0	**9**
Wait-listed	0	0	0	1	0	0	0	1	0	0	0	**2**
Arrested	1	0	0	2	0	0	2	0	0	1	1	**9**
Did Not Attend	0	0	0	3	0	2	2	2	0	2	2	**13**
Not Recommended	17	13	13	6	18	16	7	1	15	10	12	**120**
Total Offenders	18	18	18	17	18	18	17	16	17	18	17	

There was correspondence between SPRA criminogenic need areas and the programs clients were referred to by their probation officers. Programs were generally (with a few exceptions) more likely to be recommended for clients who were higher risk in a particular criminogenic need area, which is to be expected if probation officers are following the risk and need principles. Drug and alcohol programs were most likely to be recommended, followed by employment, and then peer and companion related programs. Clients were rarely recommended to programs in other criminogenic need areas, even when offenders scored highly in them. It is possible that these programs/services do not exist in Saskatoon or that the probation officer believed the program would not be a good fit for the client.

5.11.1.4. Gang Specific

Four of the 19 clients were engaged in gang specific programming. However, this information was difficult to locate within the files and it is possible that other clients were also participating in gang programming. Of these clients, one was identified as being a part of the Saskatoon Tribal Council Gang Strategy Program and the three others were said to be working with STR8-UP.

Eighteen of the 19 client files had information regarding their gang affiliation. Most of the clients were labelled as gang affiliated, followed by full gang members (Figure 4). During the supervision period, decreased gang involvement was noted for 9 clients, 2 clients were said to have no change and change was unknown for an additional 8 clients.

Figure 4. Level of gang involvement as noted by probation officers (Adults: N=19).

Level of gang involvement (Adults)

111
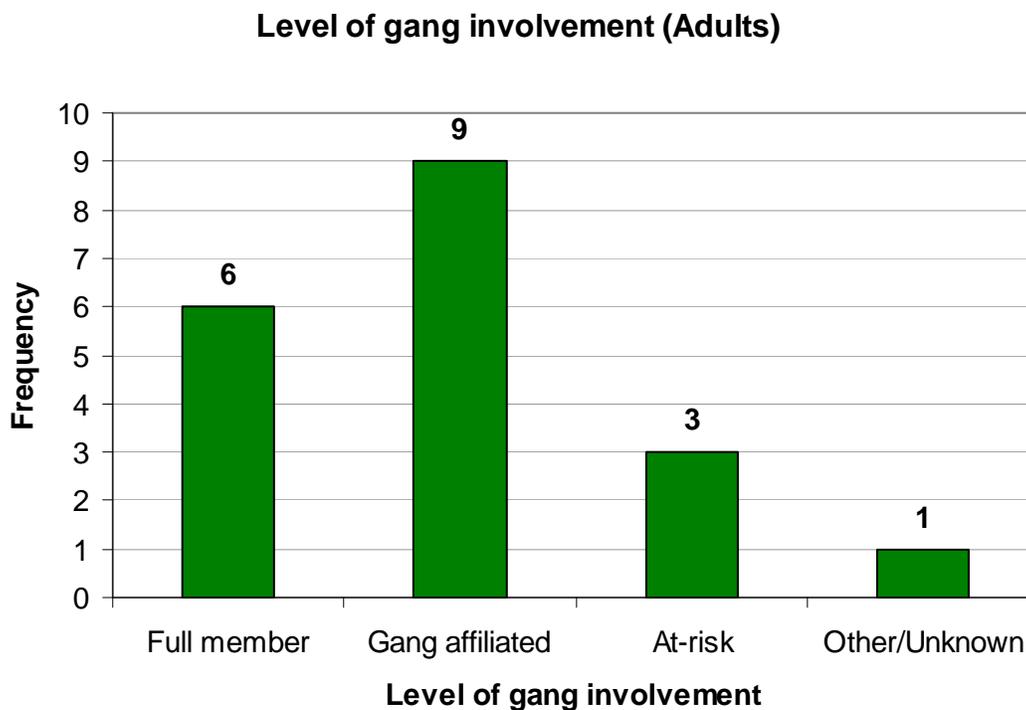
5.11.1.5. Summary

All of the adult clients were male. The sample was 94% Aboriginal with an average age of 25 years. Most had not completed high school, and were rated high risk on the SPRA. Most adults were first convicted as adolescents and had extensive criminal histories (average of 31.37 convictions).

The most common index offences were property offences and offences against the person. Custody followed by probation was the most common disposition given to these clients for their index offence, and clients spent an average of 10.58 months on supervision. While under supervision for their index offence, 26 programs were completed and 7 were currently being attended during data collection. Another 33 programs were not completed for various reasons (e.g., client did not attend, was waitlisted, dropped out, or was rearrested). Clients were referred to drug and alcohol programs more than other type of programs.

Most of the adult clients were labelled as gang affiliated and when information was available, most were said to have decreased gang involvement over the period of supervision.

1.26.2. Young Offender Clients

This section provides the demographics of 15 young offenders who were identified as being gang affiliated or at risk for gang affiliation, their criminogenic factors, and offending behaviours before their index offence as well as their access to rehabilitative programming. A similar process for accessing client files was employed for the youth files that were used for the adult files. A list of gang-affiliated youth was provided to the Evaluation Team who contacted a supervisor for the initiative in CPSP-YO who connected the Team with the files. The file coding sheet was developed by the Evaluation Team and the Evaluation Steering Committee. Unlike the adult files, all cases were from the active current caseload of the Saskatoon office.

5.11.2.1. Demographics

The average age of youth clients at the time of file review was 16 years with a range of 13 to 19 years. Twelve clients were male and 3 female. Ethnicity information was available for all clients. Six clients were identified as First Nations, 6 as Métis, and 3 as non-Aboriginal. Educational information (highest level of education completed) was available for all 15 clients. Three clients had completed Grade 7, 4 clients completed Grade 8, 5 clients Grade 9, and 3 Grade 10.

5.11.2.2. Criminogenic Factors

The Level of Service Inventory - Saskatchewan version (LSI-SK) is a risk assessment tool used by the Ministry to assess the risk of general recidivism of all youthful clients and identify criminogenic treatment targets. The average score on the LSI-SK was 33.20, with a range of 13 to 43. A score of 33.40 corresponds to the very high risk, for which approximately 70% of offenders are predicted to reoffend (Rector, 2006). One youthful client was rated as low risk, 6 were rated as high risk and 8 were rated as very high risk. Table 9 shows the average scores on each of the LSI-SK variables. As evident in the table, young offender clients were most likely to be high or high risk on Criminal History, Leisure and Recreation, Companions, Substance Abuse and Antisocial Pattern.

Table 9. Average scores on LSI-SK variables (Youth)

LSI-SK Variable	Mean Score	*% High or Very High Risk*
Criminal History	6.93	86.7%
Education/Employment	5.33	46.6%
Family Circumstance and Parenting	2.87	66.7%
Leisure/Recreation	2.73	86.7%
Companions	3.27	80%
Procriminal Attitudes/Orientation	2.87	66.7%
Substance Abuse	6.47	80%
Antisocial Pattern	3.40	86.7%
TOTAL	**33.20**	**93.7%**

5.11.2.3. *Offending Related Variables*

The average age at first conviction was 13, with a range of 12 to 15 years. The average total number of prior convictions was 21.27 with a range of 0 to 46 prior convictions. The average number of prior convictions by offence type is presented in Figure 5. "Other convictions" includes any offences that did not fit into the four specific categories.

Figure 5. Number of prior convictions by type (Youth: N=15).

Number of prior convictions by type (Youths)
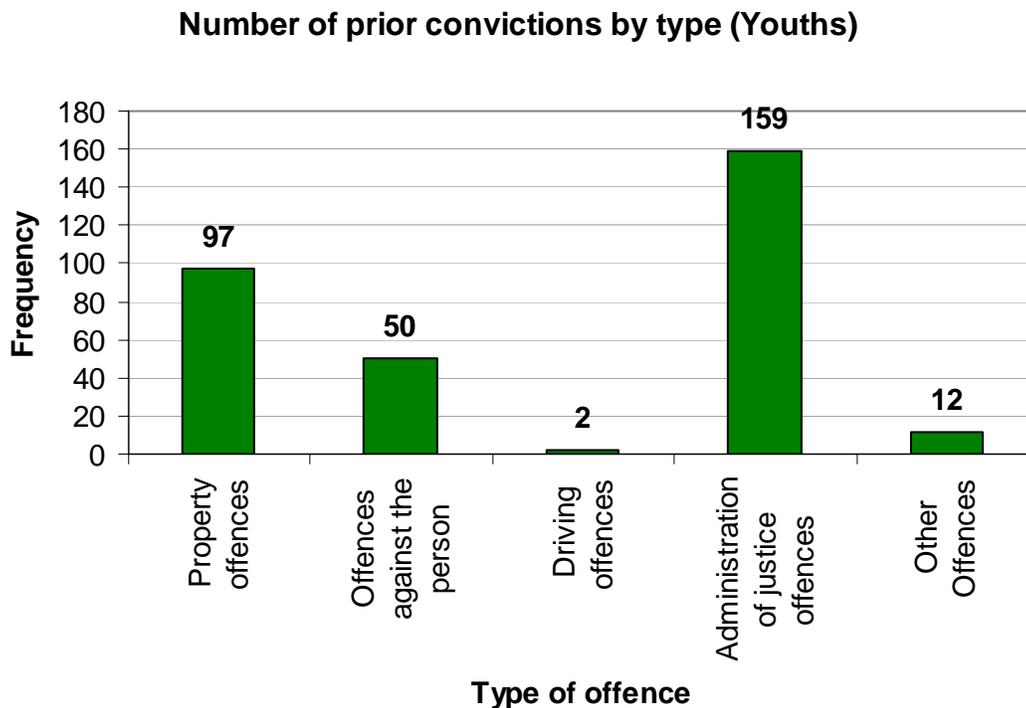
The researchers collected data on the most recent period of supervision by Corrections, Public Safety and Policing Young Offender Programs. As offenders may be convicted of more than one offence on the same date, data were collected on the three most serious offences on the index

date. The average number of prior convictions was calculated by adding data for all three possible index offences together (i.e., possible multiple offences per client).

The average age at index offence was 16 years, with a range of 12 to 17. Fourteen clients had at least two offences, while eight had at least three offences.

As can be seen in Figure 6, offences against the person, administration of justice offences, and property offences were the most common index offences, with other offences occurring infrequently and driving offences not at all.

Figure 6. Number of index offences by type (Youth: N=15).

Index offences by type (Youths)
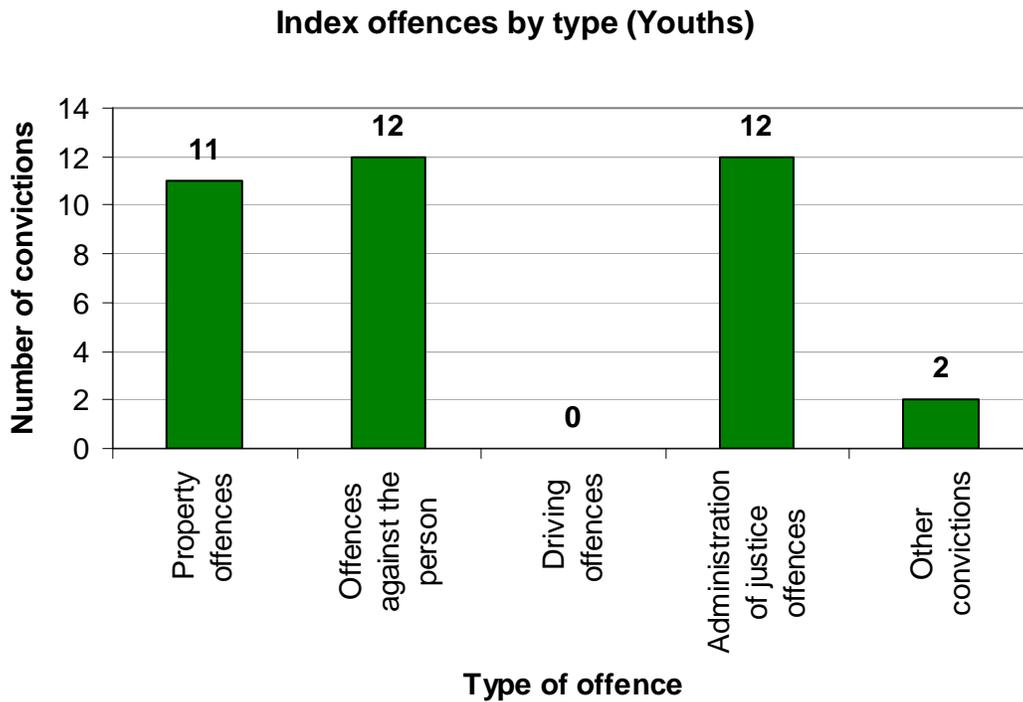
The most common disposition given for youthful clients' index offence was custody, followed by probation (Figure 7). One youth was given deferred custody with supervision and restitution. The average length of the supervision period was 6.60 months, with a range of 3 to 12 months.

Figure 7. Disposition given for index offence (Youth: N=15[8]).

Disposition given for the index offence (Youths)
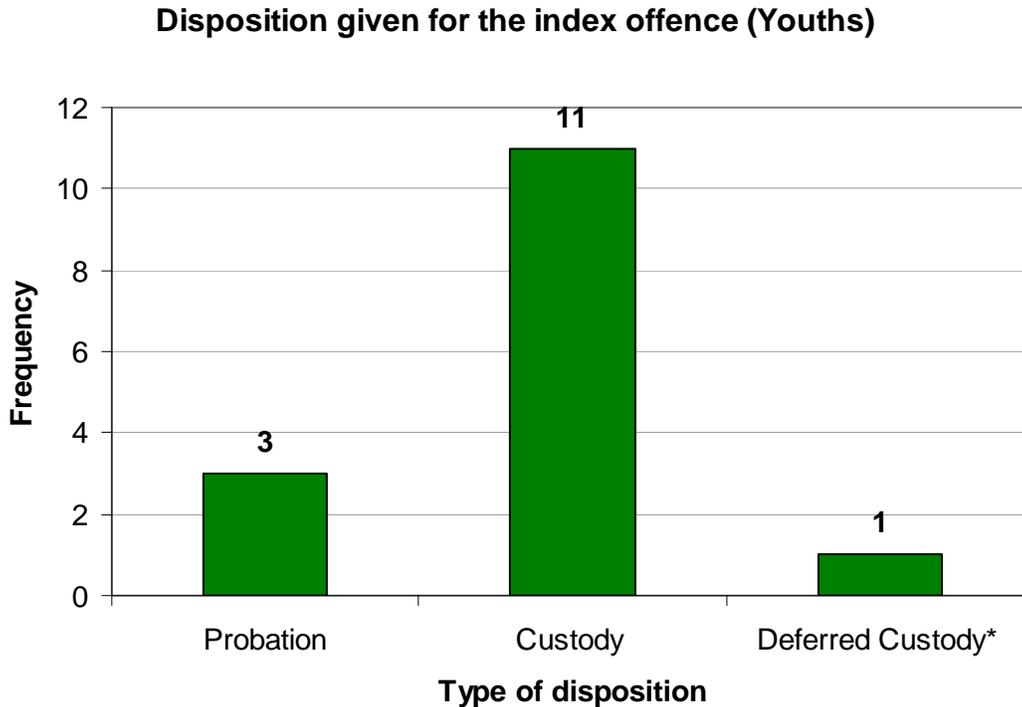
Corrections, Public Safety and Policing Young Offender Programs uses a balance of rehabilitation and supervision to encourage offenders not to reoffend. Staff members employ a case management process to identify the risk posed by offenders. The process also identifies what offenders need to avoid reoffending, and provides rehabilitation and correctional programming to help reduce risks and to address the offenders needs. At times offenders are referred to specialized services provided by community-based organizations or other ministries such as substance abuse programming and vocational training.

The following table details the types of programs clients were either referred to by their probation officers or completed with their probation officers, as well as the number of programs that were completed, the client was attending at the time of data collection, did not attend, was waitlisted for, dropped out of, or could not attend due to rearrest. The table also indicates if the program was not recommended. Six programs had been completed by clients. And the time of data collection, clients were attending 53 programs, 6 programs were dropped out of, 6 clients were waitlisted for programs, and clients dropped out of 6 programs. Clients did not attend 12 programs that were recommended, and were not recommended to 37 programs. Offenders may not be referred to specific programs because it did not meet their needs or build on their strengths. As can be seen in Table 10, Substance Abuse, Procriminal Attitudes/Orientation, Education and Leisure/Recreation programs were the programs most often recommended.

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[8] (*) deferred custody with supervision and restitution.

Table 10. Youth Offenders Referred to Various Programs and the Current Status of those Referrals (N = 15)

Level of Completion	Program Area								Totals
	Education	Employment	Family/Parenting	Leisure/Recreation	Companions	Procriminal Attitudes/ Orientation	Substance Abuse	Antisocial Pattern	
Completed	0	0	1	0	0	0	3	2	**6**
Currently Attending	10	4	3	11	5	9	3	8	**53**
Dropped Out	2	0	0	0	0	2	2	0	**6**
Wait-listed	1	2	0	1	0	1	1	0	**6**
Arrested	0	0	0	0	0	0	0	0	**0**
Did Not Attend	0	1	4	0	0	1	5	1	**12**
Not Recommended	2	8	7	3	10	2	1	4	**37**
Total Offenders	15	15	15	15	15	15	15	15	

There was correspondence between LSI-SK criminogenic need areas and the programs clients were referred to by their youth workers. Programs were generally (with a few exceptions) more likely to be recommended for clients who were higher risk in a particular criminogenic need area, which is to be expected if youth workers are following the risk and need principles. This demonstrates that community youth workers are referring their clients to appropriate programming. Some of these risk areas were dealt with by their youth workers through counselling sessions rather than through external programming.

5.11.2.4. Gang Specific

As far as one could determine from the client fines, none of the youth clients were engaged in gang specific programming. However, it is unclear whether this information was just difficult to locate, or if such programs exist.

Ten of the youth were identified as full gang members. The other five clients were identified as gang affiliated. During the supervision period, decreased gang involvement was noted for 5 clients, 4 clients were said to have no change and change in status was unknown for an additional 6 clients.

Figure 8. Level of gang involvement as noted by youth workers.

Level of gang involvement (Youths)
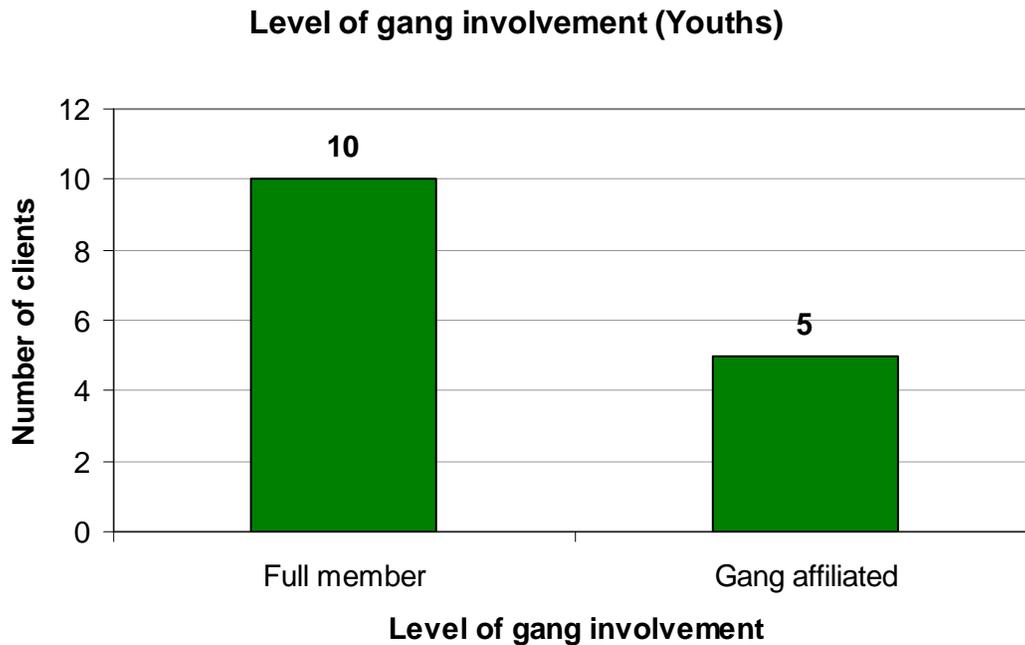
5.11.2.5. Summary

Youth clients were on average 16 years old, mostly male and 80% were Aboriginal. Almost all of the clients were rated as either high or very high risk as per the LSI-SK and had an education of Grade 10 or lower. The average age of first conviction was 13 years, with quite extensive criminal histories for their age (average of 21.27 convictions), including a number of administration of justice offences and property offences.

The most common index offences were offences against the person and administration of justice offences, closely followed by property offences. Custody followed by probation was the most common disposition given to these clients for their index offence, and clients spent an average of 6.60 months on supervision. While under supervision for their index offence, 6 programs were completed by clients and 53 were currently being attended during data collection. Another 24 programs were not completed for various reasons (e.g., client did not attend, was waitlisted, dropped out, or was rearrested. Clients were referred to Substance Abuse, Procriminal Attitudes/Orientation, Education and Leisure/Recreation programs most often.

Most of the youth clients were labelled as full gang members and when information was available, most were said to have decreased gang involvement over the period of supervision.

1.27. Crime Statistics

The Saskatoon Gang Strategy must be considered in the context of the local culture in including the prevalence of crime. One way to assess the amount of crime is to use Crime Severity Index (CSI) developed by Statistics Canada. The CSI is a measure of the number of crimes reported which is then weighted by their severity as measured by their average sentence that each type of

crime generates (Statistics Canada, 2010). Although the CSI in Saskatoon dropped from 2008 to 2009 by 5 percent, it remained second only to Regina, among Canada's 33 major cities with a population of more than 100,000). A similar reduction (4 percent) was found across Canada. Saskatoon's Violent CSI also fell (6 percent), which placed it behind both Winnipeg and Regina and somewhat more than the national average of a 1 percent reduction. No reference is made in the report about how much crime might be gang-related. Nonetheless, this reduction of violent crime, both in the actual CSI and relative to other Canadian cities, is encouraging (Statistics Canada, 2010).

5.13. A Comparison of Gang Affiliated and Non-Gang Affiliated Young Offenders in Saskatoon

The evaluators examined the similarities and differences between gang affiliated youth and a comparison group of non-gang affiliated youth. In order to conduct this analysis, a database was created consisting of all gang affiliated youth in the Saskatoon Young Offender office (N=66) and a validation sample of non-affiliated youth (N=182) from the same office at the same time (May 5, 2010). The database was limited to a few demographic characteristics and results from the Level of Service Inventory – Saskatchewan, Youth Edition (LSI-SK) assessment. Statistical comparisons of gang affiliated and non-gang affiliated youth under the supervision of Corrections, Public Safety and Policing Young Offender Programs are presented in Tables 11 and 12. It should be noted that gang affiliated youth differed from non-gang affiliated youth on a number of demographic characteristics. Although both groups were primarily male, there were more males in the gang affiliated youth (88 percent vs. 77 percent). Gang affiliated youth were on average, more than one year older than non-gang affiliated youth at the time of data collection (16.7 vs. 15.5 years of age). There was a distinct difference between the two groups in terms of the type of sentence received after their conviction Gang affiliated youth were more likely to receive a custody sentence (secure custody 12 percent vs. 3 percent; open custody 8 percent vs. 1 percent), and were less likely to have received probation only (64 percent vs. 86 percent).

Table 11. Descriptive Statistics and Comparisons for Gang Affiliated and Non-Gang Affiliated Young Offenders

	Frequency [N(%)]		
	Gang Affiliated (N=66)	Non-Gang Affiliated (N=182)	Chi Square[9] Significance (p)
Gender			
Male	58 (87.9%)	140 (76.9%)	$\chi^2(1) = 3.612, p = .057$
Female	8 (12.1%)	42 (23.1%)	
Sentence			
Secure Custody	8 (12.1%)	5 (2.7%)	$\chi^2(4) = 20.312, p < .01$
Open Custody	5 (7.6%)	2 (1.1%)	
Deferred Custody	3 (4.5%)	5 (2.7%)	
Probation/ Conditional Discharge	42 (63.6%)	157 (86.3%)	
Other	8 (12.1%)	13 (7.1%)	
LSI-SK Required			
Yes	58 (87.9%)	169 (92.9%)	$\chi^2(1) = 1.549, p = .213$
No	8 (12.1%)	13 (7.1%)	

Table 12. LSI Comparisons for Gang Affiliated and Non-Gang Affiliated Young Offenders

	Average (SD)		
	Gang Affiliated (N=66)	Non-Gang Affiliated (N=182)	T Test Significance (p)
Age on May 5, 2010	16.69 (1.73)	15.49 (2.05)	t(246) = 3.88, p <.01
LSI –SK Total Score	28.44 (10.03)	20.93 (9.33)	t(197) = 5.12, p <.01
Criminal History	5.39 (1.91)	3.16 (1.81)	t(179) = 7.63, p <.01
Education/Employment	5.25 (2.61)	3.83 (2.45)	t(197) = 3.70, p <.01
Family Circumstances	2.16 (1.27)	1.90 (1.20)	t(197) = 1.42, p = .16, ns
Leisure/Recreation	2.43 (.90)	1.88 (1.09)	t(197) = 3.39, p <.01
Companions	2.54 (1.15)	2.24 (1.13)	t(197) = 1.73, p = .09, ns
Procriminal Attitude	1.85 (1.54)	1.25 (1.37)	t(197) = 2.73, p <.01
Substance Abuse	6.30 (2.77)	5.17 (3.22)	t(197) = 2.36, p <.05
Antisocial Pattern	2.70 (1.24)	1.86 (1.25)	t(197) = 4.39, p <.01

5.13.1. LSI-SK Comparison

The LSI-SK is a risk assessment tool that is administered to young offenders to predict their probability of recidivating and to identify salient areas of criminogenic needs for each offender. In terms of the LSI-SK assessments, there was no significant difference in the numbers of gang affiliated and non-gang affiliated youth that required assessment (88 percent vs. 93 percent

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[9] Chi Square analysis examines the relationship between categorical variables, such as gender and gang affiliation, to determine (in this case) whether the proportion of males and females may be considered the same, or if there is a difference of such magnitude that it would not be expected by chance. The difference between the proportion of males (88% vs. 77%) is unlikely to have occurred by chance (i.e., the probability of it occurring by chance is 5.7%).

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respectively). LSI-SKs are required on youth, in accordance with CPSP policy who receives a sentence of: custody and supervision, deferred custody, probation or conditional discharge.

As shown in Table 12, gang affiliated youth had significantly higher LSI-SK total scores than non-gang affiliated youth. Moreover, the gang affiliated members displayed significantly higher scores on all subscales of the LSI-SK than the non-gang affiliated group, except for two. These results suggest that those youth who have been identified as being in or affiliated with a gang have a higher risk of recidivism in general and higher risks and criminogenic needs on six of the eight subscales. Curiously, there were no differences between the two groups on subscale scores for the Family Circumstances and Companions subscales.

5.13.2. Convictions for Gang Affiliated Young Offenders

The offences of each gang affiliated young offender were analyzed to determine the most frequent convictions. A total of 380 offences had been committed by this group of 66 youth for an average of 5.75 current convictions. There were a total of 38 different offences that were classified into 10 offence categories. The number of offences and their corresponding criminal codes are presented in Table 13, and are ordered by severity of the 10 offence categories.

Table 13. Breakdown of Convictions for Gang Affiliated Young Offenders

Offense	Criminal Code Offence	Number Committed
Violent Offenses		
Assault	266	26
Aggravated assault	268 (1)	3
Assault with a weapon causing bodily harm	267 (a)	9
Assaulting a peace officer	270 (1)	5
Uttering threats (to cause bodily harm/death)	264.1	6
	Total	**49**
Robbery		
Robbery	344 (b), 343 (a)	15
Punishment for theft	334 (a), (b)	29
Theft/forgery of a credit card	342 (1)	1
Stopping mail with intent to rob or search	345	1
	Total	**46**
Weapons Offenses		
Carrying a concealed weapon	90	9
Unauthorized possession of prohibited weapon or restricted weapon	91 (2)	4
Possession of weapon for dangerous purposes	88	4
	Total	**17**
Property Offenses		
Breaks and enters a place and commits an indictable offence therein	348 (1) (b)	14
Unlawfully in a dwelling	349 (1)	2
Possession of break in instrument	351 (1)	3
Possession of goods from a crime	355 (a), (b), 354	24
	Total	**43**
Mischief Offenses		
Mischief	430	3
Mischief in relation to property	430 (4)	19
Trespassing at night	177	1
	Total	**23**

Offense	Criminal Code Offence	Number Committed
Motor Vehicle Offenses		
Taking motor vehicle without consent	335 (1)	3
Evade police in motor vehicle	249.1	2
Impaired driving	253	1
Impaired driving causing bodily harm	255 (2)	1
	Total	**7**
Drug related		
Possession of marijuana	4 (1) CDSA	10
Possession of drugs for the purpose of trafficking	5 (2) CDSA	1
	Total	**11**
Obstruction Offenses		
Resists or wilfully obstructs a peace officer	129 (a)	20
Contempt	708	1
Obstructing justice	139	4
	Total	**25**
Compliance Offenses		
Failure to attend court	145 (2)	19
Failure to comply with condition of undertaking or recognizance	145 (3)	55
Failure to comply (YCJA)	137 YCJA	62
Failure to comply with appearance notice or promise to appear	145 (5)	3
Escapes from lawful custody	145 (1) (a), (b)	15
	Total	**154**
Miscellaneous Offenses		
Causing a disturbance	175 (1) (b)	1
Death that might have been prevented	224	1
Indecent act	173 (1) (b)	1
Attempt to commit a crime	463	1
Injury to others is feared	810	1
	Total	**5**
	GRAND TOTAL	**380**

The single most common group of current offences for this group of 66 youth fell in the compliance category with almost half (40.5 percent) of the convictions considered compliance offences. However, these were rarely an offender's only conviction, usually occurring with more

serious offenses. Current offences included 49 violent offences, 46 robbery offences and 17 weapons offences. Consequently, 112 (29.5 percent) of their current offences may be described as being violence- or weapons-related. Property and mischief offenses were also fairly common (43 and 23, respectively), comprising 17 percent of all offenses, followed by obstruction offenses (25 or 6.6 percent). Interestingly, there were relatively few drug offenses (11 or 2.9 percent) and even less motor vehicle (7 or 1.8 percent) and other miscellaneous offenses (5 or 1.3 percent).

5.13.3. Programming for Gang Affiliated Young Offenders

Three specific programs have been established for specific management of high risk young offenders in Saskatoon.

- The Serious Habitual Offender Comprehensive Action Plan (SHOCAP) program focuses on individuals under the age of 18 who have proven to be habitual offenders. There is a partnership between the SHOCAP officers, two CPS workers and a prosecutor dedicated to the mandate from the province.
- The Break and Enter Comprehensive Action Plan (BECAP) focuses on 20 youth and 10 adult offenders with a history of property offences. This program is also performed in partnership with CPS with two youth workers and one adult worker (this was reduced from two officers to one in October of 2007 due to a reduction of offenders on the BECAP caseload). Participants have no choice in whether they are part of either the SHOCAP or BECAP programs.
- The High Risk and Violent Young Offender Initiative (HRVYOI) is a program run through the Saskatoon Health Region Mental Health and Addiction Services. The people in the program are willing participants who want to be involved in the program. The HRVYOI program provides assessment and individualized violence-specific treatment services to adjudicated youth with repeated violent offences. These youth often have gang affiliation/involvement as well as co-morbid substance use problems. They are referred by the youth worker who is represented by the youth workers acting supervisor from the Ministry of Public Safety and Policing. As these are the hardest-to-serve, high risk youth, they have HRVYOI Admissions Committee Meetings every four to six weeks to discuss each referral and youths' specific needs. They are then (if they meet the criteria – repeated violence offences) accepted to the assessment component of the HRVYOI program. Following some psychometric testing and clinical interviews focusing on specific patterns to their violence, they are provided verbal feedback with and in consultation with their youth worker. Then a long-term individualized treatment plan that targets the specific risk factors related to their violence is developed. This plan is implemented with ongoing consultation with all stakeholders involved with the youth (youth agree to this prior to proceeding with the treatment component of the program). Treatment is then provided for as long as the length of their sentence/community portion of their program. The youth, if they wish, are allowed to continue with the program when their adjudication is finished for the purposes of relapse prevention and maintenance of treatment gains.

Of the 66 gang affiliated youth, 12 were enrolled in BECAP only, 12 were in SHOCAP only, and one was involved in HRVYOI only, four were in involved both in SHOCAP and HRVYOI and two were involved in both BECAP and HRVYOI. There were no other combinations of the

programs and the remainder of the YOs did not have any information regarding the programs in which they night have been enrolled. [10]

DISCUSSION

The present project was both a process and outcome evaluation of the Gang Strategy. The evaluation of process included an assessment of the extent to which the Strategy had been implemented as planned (Posavac & Carey, 2003; Rossi, Lipsey, & Freeman, 2004). The outcome evaluation assessed the impact of the Strategy, particularly in the context of the Strategy's stated objectives, as well as unintended outcomes (Posavac & Carey, 2003; Rossi et al., 2004).

1.28.   Process Issues

1.28.1. The Development, Evolution, and Maturation of the Strategy

The first process issue that was examined was the development, evolution, and maturation of the Gang Strategy.

All of the major stakeholders are represented at the Steering Committee meetings. There has been some evolution in the designated representatives from some stakeholder groups. This is an unavoidable complication as turnover and reassignment of personnel in some of the represented agencies is a regular occurrence. It does not appear to be a reflection on the importance of the Steering Committee or the Saskatoon Gang Strategy to the represented stakeholders. Efforts must be made to ensure that new members are briefed on the purpose of the Steering Committee and that its role and significance to the Saskatoon Gang Strategy is fully appreciated by all of its representatives.

It is a concern of the Evaluation Team that Steering Committee meetings have decreased from monthly to quarterly. Although it is recognized that meetings should not be held for the sake of simply having a meeting, committee chairs must ensure that the decrease in meetings does not signify a decreased interest in the Strategy. Extra care must be taken to ensure that the Committee remains focused and committed to the goals and objectives of the Strategy.

It appears that all of the committees are successful in exchanging information between internal committee members in an effective manner although there is some concern about the communication between committees.

The amalgamation of the Prevention and Intervention Subcommittees in November of 2009 might be a positive step in improving communication. Observation showed that the members appeared more motivated and balanced following the establishment of the joint committee. In addition, with the chairs from each Subcommittee attending the Steering Committee meetings, communication among these committees should be better. However, this does not appear to be happening so far. Although there is a good flow of information between the Subcommittees to the Steering Committee, the flow of information from the Steering Committee to the

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[10] Similar information was not available for adult offenders.

Subcommittees has not been very good. Also, the flow between the Subcommittees has been poor. This is a concern of the evaluators as it is important that all of the Committee and Subcommittee members are well informed of the happenings of the other Committees and that a knowledge sharing process is undertaken. In addition, it is suggested that agencies send representatives who are knowledgeable about their organization and what they can offer. Just sending someone to take notes on behalf of the organization does not appear to be beneficial to the Strategy.

Interviewees expressed some concern about the termination of the Community Resource Coordinator (CRC) position. The CRC did a considerable amount of community work in the area of education and awareness before his contract ended. This was a very worthwhile application of Gang Strategy funds.

It appears that a substantial barrier to fully implementing the Saskatoon Gang Strategy as planned to support the integrated, comprehensive approach to the issue of gangs has been the lack of funding for staff support such as the CRC. It was intended that the position would assist in breaking down existing barriers and confronting new challenges as they arose.

Another issue mentioned in both the committee member interviews and the non-participatory observations was the amount of time spent on certain issues. In particular, the amount of time dedicated to coming up with definitions (such as the definition of a gang member) was criticised with respect to the Intervention Subcommittee. It was suggested that the meeting time should be more efficiently used, especially now that meetings have been decreased to quarterly. The Evaluation Team believes that this could be achieved by setting a more concrete agenda and utilizing email communication.

1.28.2. Implementation of Activities and Outputs

The second process issue to be explored was an examination of whether the activities and outputs described in the logic model were implemented as intended as well as what changes, if any, were required and reasons for non-implementation. In constructing the program logic model (Appendix C), the Evaluation Team relied heavily on original planning documents. Comparing current activities with activities listed in the logic model provides a method for assessing whether the Strategy was implemented as intended and the reasons behind any changes to the Strategy as initially designed.

The creation of the logic model was a long process that involved collaboration between the Evaluation Team, the Evaluation Subcommittee, and the Steering Committee. A logic model had not been previously created for the Strategy. In retrospect, creating a logic model at the outset of the Strategy may have been useful as it would have helped clearly outline the inputs, activities, outputs and outcomes of the Strategy and how they relate to the goals and assisted the Steering Committee during implementation.

It should be noted that any formal responsibility or authority related to the activities that are listed in the Strategy rests with the individual organization and not with the Strategy *per se*. However, these organizations, as members and participants of the Strategy, were encouraged to review and align their activities with the goals of the Strategy.

Goal A of the Strategy is to *increase community engagement in a gang prevention strategy*. In order to achieve this goal, a total of nine activities were outlined in the program logic model.

Table 14. Progress on Goal A Activities

Activity	Level of Implementation	Comments from Evaluation Team
Develop media strategy for community awareness.	Not Implemented	Time and resources have not yet been allocated to this activity. This should be revisited.
Provide funding information and sources to community agencies.	Partially Implemented	Upcoming grants and funds available are discussed at committee meetings; however, this should become a higher priority.
Develop education and awareness resource materials for use by community based organizations, governments, schools and the community.	Partially Implemented	The Prevention Subcommittee developed brochures. No other resources to develop materials have been made available or accessed. This should be revisited.
Develop a speaker's bureau for community presentations.	Partially Implemented	Although a speaker's bureau has not been formally developed, there is an informal list of people available to provide community presentations, Moreover this list is not widely publicised.
Review programs and services that provide supports to family.	Partially Implemented	The Prevention Subcommittee has allocated some time and resources to reviewing programs and services. This should be continued.
Improve the coordination of organizations/agencies that address gang-related risk factors relating to children and families.	Partially Implemented	Two Community Forums were held to improve the coordination and communication of community based agencies working in gang-related areas. They were successful in bringing people together, but may not have had long-term impact. This should be revisited.
Actively engage community organizations /agencies in discussion and consultation about gang issues and concerns.	Partially Implemented	The two Community Forums have helped to engage community organizations and agencies. Also, CBO's are on Subcommittees and engaged in that way. However, it should be revisited what agencies are engaged to ensure that all relevant CBOs are involved.
Make presentations to CBO's and other agencies about the proliferation of gangs in our community and how they might be prevented.	Partially Implemented	The Community Resource Coordinator was the only dedicated resource delivering this activity. This position was terminated in March 2009. This activity should be made a priority.
Establish a network of organizations/agencies that address gang-related risk factors amongst children and families to coordinate their respective initiatives.	Not Implemented.	Although the two community forums brought agencies, some of which have mandates to serve children and families, together, they do not yet appear to be functioning as an integrated network. This should be revisited.

Many of these activities refer to making presentations in the community. Up until March 31, 2009, the Community Resource Coordinator was very active in this regard. However, this position is no longer funded and it is not apparent that these presentations are continuing. Other activities include developing print materials for distribution. The Evaluation Team is aware of several pamphlets and brochures that have been distributed. Furthermore, the Prevention Subcommittee has arranged two community forums to bring together service providers in the community in order to engage individuals in the topic of gangs and gang prevention. The Evaluation Team believes that the Strategy could do more to engage and inform the community, but the resources (both financial and human) are not currently available to achieve these goals.

Goal B of the Strategy is to *decrease gang entry by addressing personal and community factors*. In order to achieve this goal, a total of seven activities were outlined in the program logic model. Many of the activities refer to a coordination and identification of available services, as well as addressing any gaps in the services. A major activity of the Prevention and Intervention Subcommittees has been to identify existing services and to coordinate efforts to decrease gang entry. Events such as the Community Forums provide opportunities to assess gaps in services as well as to identify ways to address these gaps.

Table 15. Progress on Goal B Activities

Activity	Level of Implementation	Comments from Evaluation Team
Develop a communication strategy to deter gang entrance.	Not Implemented	Time and resources have not been allocated to this activity. This should become a priority.
Develop an inventory of the existing community programs and services available to at-risk children, youth and families.	Partially Implemented	This has partially been implemented through the promotion of the 211 phone service. Also, the exit route procedure (page 45) addresses this goal. This should be revisited.
Identify program and service area gaps and insufficiencies and potential supports to address these gaps.	Partially Implemented	The first Community Forum identified gaps. No plan was developed to address the gaps. This should be revisited.
Ensure that at-risk children, youth, and families new to the city are aware of and accessing supports to assist them to connect positively with the community.	Not Implemented	Time and resources have not been allocated to this activity. This should be revisited.
Develop a Community Connections Model to provide enhanced risk-management support to 10-15 high risk youth.	Implemented	STC offers a Community Connections Program to youth referred by CPSP.
Ensure the role of substance treatment in gang prevention and intervention is considered in program development.	Not Implemented	Since neither the Steering Committee nor the Prevention/Intervention Subcommittee have the authority to dictate to independent service providers in the community, they are left to encourage these agencies to consider substance abuse as they develop their own programs.
SPS Peacekeeper Leadership Cadet program to build leadership in the Aboriginal community.	Implemented	The SPS Peacekeeper Leadership Program has been implemented successfully.

Goal C of the Strategy is to *increase gang exit by addressing personal and community factors*. In order to achieve this goal, eight activities were outlined in the program logic model. Several activities are the responsibility of the Prevention/Intervention Subcommittee, such as developing and identifying intervention services. The Suppression Subcommittee addresses this goal by identifying gang members and sharing information among the represented agencies and ensuring gang affiliates or associates in the community on court orders have relevant conditions that are updated and monitored regularly.

Table 16. Progress on Goal C Activities

Activity	Level of Implementation	Comments from Evaluation Team
Identify gang members and the different perceptions of profitability of gang membership.	Partially Implemented	This has been partially implemented, as evident in the committee member interviews. This should continue.
Develop/access and identify intervention services and supports for gang members (i.e., SPS Adopt an Offender Program).	Partially Implemented	As evident in the file review, this is the work that the CPSP workers perform as a part of case management. Is does not appear as though the SPS Adopt an Offender Program has been developed. This should be revisited.
Represent the Gang Strategy on relevant treatment and program initiatives.	Not Implemented	Aside from the contribution of some Steering Committee members, time and resources have not been allocated to this activity. This should be revisited.
Improve communications between Corrections and Public Safety, Saskatoon Police Service, and Crown Prosecutors when new gang-related information is identified or when an identified gang affiliated youth or adult is non-compliant with court orders.	Fully Implemented	This activity has been fully implemented as they talk regularly, both in formal Subcommittee meetings as well as informally. This should continue.
Kilburn Hall will develop a facility strategy that utilizes the case management process to identify gang members who want to end their involvement and provide support through existing resources, including Cultural and Criminogenic Lifeskills Program.	Partially Implemented	This has been partially implemented as Kilburn Hall is now represented on the Prevention/ Intervention Subcommittee, discussing some of these changes. This should be revisited to ensure the activity is being fully implemented.
CPSP-A will hire a Saskatoon regional employment coordinator to develop and coordinate an employment strategy for ex-gang members.	Not Implemented	Time and resources have not been allocated to this activity. This should be revisited, if not already under review.
Develop an increased awareness of cultural and spiritual programming for gang members in Correctional Centres, youth facilities and community training residences through utilization of elders, cultural coordinators and service providers.	Not Implemented	It does not appear that this has happened as a result of the Gang Strategy; however, it is believed that this is being implemented in the facilities without Gang Strategy involvement. Therefore, it does exist and it is probably best not to duplicate services. As long as this exists in the facilities, these efforts can be focused elsewhere.
Ensure gang affiliates or associates in the community on court order have relevant no-contact and residential conditions that are updated and monitored regularly.	Fully Implemented	This is being carried out by the Suppression Subcommittee. Members of the Suppression Subcommittee monitor known gang affiliates/associates and discuss relevant details at the monthly meetings. This should continue.

Goal D of the Strategy is to *decrease gang-related crime.* A total of eight activities were outlined in the program logic model in order to achieve this goal. For the most part, all of these activities are addressed by the Suppression Subcommittee. The majority of the activities refer to sharing information and intelligence among relevant agencies as well as monitoring known gang members.

Table 17. Progress on Goal D Activities

Activity	Level of Implementation	Comments from Evaluation Team
Engage in long term interagency communication designed to keep partnership agencies aware of gang activity and trends occurring in and around the City of Saskatoon.	Fully Implemented	As evident in the non-participatory observations, the Suppression Subcommittee meets regularly to discuss this activity. This should continue.
Gather and analyze information on gang activity to provide an accurate picture of chronic and emerging gang trends.	Fully Implemented	As evident in the non-participatory observations, the Suppression Subcommittee shares information on gang activity and trends on a regular basis. This should continue.
Develop a comprehensive approach to track, monitor and supervise the activities of known gang members while incarcerated, released on conditions or living within the community when suspected of participating in continued gang activity.	Fully Implemented	As evident in the non-participatory observations, the Suppression Subcommittee meets regularly to discuss this activity. This should continue.
Ensure all relevant stakeholders are represented on Suppression Subcommittee.	Fully Implemented	As evident in the non-participatory observations, all relevant stakeholders attend meetings regularly. This should continue.
Develop strategies to effectively deal with the most prolific offenders who pose an ongoing threat to public safety.	Fully Implemented	These strategies are there (i.e., SHOCAP), but they are not due to the Gang Strategy.
Maintain and enhance protocols on standardized updated information on gangs, gang members and gang incidents which can be accessed on a need-to-know basis for gang recognition and appropriate suppression procedures.	Partially Implemented	It appears as though CPSP keeps records on gang members and gang activity. The state of this activity should be implemented.
Review SHOCAP & BECAP for possibility of addressing gang-related crime.	Partially Implemented	Operating despite Gang Strategy involvement, there are many gang members in both the SHOCAP and the BECAP programs.
Conduct literature review to identify best practices.	Fully Implemented	A literature review was completed by Lafontaine, Ferguson and Wormith (2005) and updated in this report.

In reviewing the interviews it was evident that many participants felt that there was not enough funding to achieve the goals of the Strategy. It was commented that funds should be secured to reinstate the position of the Community Resource Coordinator. It was also suggested that more funding is required to develop more programs.

The apparent abundance of adult males involved in gang activities in Saskatoon raised concern as to why there is more of a focus on youth programs than on adult programs. For example, the Community Connections program was initially developed for both youth and adults, yet it was never implemented for adults. This issue warrants further deliberation by both the Steering Committee and the Prevention/Intervention Committee. The Evaluation Team speculates that the reason there were not enough adult referrals to warrant the development of the Community Connections program for this population could be due to the proportion of gang members found in the Provincial and Federal systems. It is quite possible that the majority of adult gang members are found in the Federal system, rather than the Provincial system, thus, are unavailable for referral to the Community Connections program.

In addition, the loss of the Strategy Coordinator should also be re-considered. Although this position was eliminated some time ago (2007) and it does not appear that the Strategy suffered to any significant degree from the loss of the fulltime Coordinator, the workload on the subsequently appointed Chair person and then co-chairpersons appears to have added pressure to their already full workload and leads one to ponder what might have been accomplished with a dedicated position. Although the Evaluation Team was not advised that this change presented any particular problem, it was apparent that the fact that the Steering Committee (and Subcommittee) chairpersons were all 'voluntary,' put some degree of strain on the Strategy. One example was ensuring that meeting minutes were distributed in a timely fashion.

The Community Resource Coordinator position ended in March 2009. The loss of both these positions is a concern to the Evaluation Team since having some sort of coordination is critical to maintaining an effective Strategy. It appears as though human resources are what the Strategy needs. There needs to be a greater emphasis on the coordination of the Strategy in order to ensure that everyone is on the same page, and that the goals are being achieved. As well, there needs to be support for communication and coordination at the community based organization level to ensure services are available.

1.28.3. The Nature and Extent of Stakeholder Collaboration

The third process issue to be considered was the nature (e.g., roles and responsibilities) and extent of the collaboration between the key stakeholders in the Strategy. When asked to comment on the strengths of the initiative, most interview participants felt that the collaboration, information-sharing, and networking were most important. In order to effectively work together, it is essential that all agencies involved have a clear understanding of the social mission of the collaboration (Bronstein, 2003; Cramer et al., 2006). Even though it was acknowledged that different agencies achieved this in different ways, all interview participants felt that all partners shared the common goal of reducing gang-related crime.

Over recent years, it has become increasingly accepted that no single agency alone can control crime (Walsh, 2001). As a result, more crime prevention initiatives have become multi-agency partnerships. *Collaboration* is more than interaction between different agencies. It involves active input of inter-agency resources and expertise as well as a production of measurable collaborated outcomes (Walsh, 2001). Networking between different agencies is an important element. In this respect, the Strategy has many of the qualities that have been found to contribute to the success of multi-agency collaborations.

Perhaps the most important quality of effective collaborations is that all agencies involved enter the collaboration with a common goal or vision. Interview results indicated that agencies represented on the Steering Committee shared common goals and objectives. This result was echoed in the interviews with Prevention, Intervention, and Suppression Subcommittee members. It was acknowledged that some organizations may have different views, but that everyone is committed to working collaboratively. In regards to benefits of a collaborative approach, participants mentioned a better understanding of the roles and challenges other organizations are facing.

Another characteristic of effective collaborations is *synergy* (i.e., the members of the coalition are able to accomplish more by working together than they could working individually). This was also found to be important in interviews with members of the Steering Committee and Subcommittees. It was felt that by cooperating, the combined effort of the multiple agencies accomplished much more than one agency ever could on its own. It is also essential that members of collaboration feel that the benefits of membership outweigh the costs (e.g., time commitment; Cramer et al., 2006). While it was acknowledged that a collaborative approach was resource-intensive, participants felt benefits obtained from this approach far outweighed the costs.

A common barrier to success in regards to multi-agency collaborations involves conflict avoidance. Conflicts are often deliberately left unaddressed in order to avoid tension between members (Crawford, 1994). According to interview participants, the Strategy has had few conflicts. One conflict that was mentioned referred to a community-based organization not being invited to join the Strategy when it was first created. However, this organization was later included and any conflict that was created was solved through an open dialogue with the organization and other agencies. Other than this one event, none of the participants felt that there had been significant conflict.

1.28.4. Key Stakeholder Satisfaction

The fourth process issue to be examined was key stakeholder satisfaction with the Strategy as implemented.

The non-participatory observations revealed that all of the committees (Steering, Prevention/Intervention, and Suppression) have provided an excellent opportunity for key organizations in the City to come together and share information. Overall, it appears that the leaders of these committees are all well respected, strong leaders. Committee members also appear to be motivated and dedicated, although some members contributed more than others. Not all members of the committees are able to attend all of the meetings. It has been noted that attendance is generally good and typically each agency that is a member of the committee will send at least one representative to each meeting. Although the Intervention Subcommittee appeared to have some issues with attendance and participation in January 2009, since the amalgamation with the Prevention Subcommittee attendance has improved.

There is also some concern about the committee members' knowledge about the goals of the Strategy. It appears as though many members (of all committees) were confused about the

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specifics of the Gang Strategy, and members who were not part of the committee at its inception were left in the dark and not properly informed about the role of the committees and the overall Strategy. There was a general consensus that the Strategy should work on clearly defining goals and objectives so that measurable outcomes of success can be developed. It was suggested by numerous members that the Steering Committee review original planning documents in order to assess what goals have been achieved and which goals still require work. The Evaluation Team echoes these concerns, and recommends that these goals be more clearly identified and communicated to all members of each committee.

All participants felt that the involved agencies were able to accomplish more through collaboration than if each of the agencies had been working alone. It is evident that participants felt that the benefits gained from their involvement in the committees outweighed the costs of their involvement. In addition it was believed that the strength of the collaborative approach allowed participants to paint a more complete picture of gang prevention, intervention and suppression in Saskatoon.

1.28.5. Barriers to Implementation

The fifth process issue concerned the identification of barriers to implementation and descriptions of how they were addressed or overcome. Overall, interview participants did not comment on significant barriers to implementation. However, several participants felt that sometimes the different agencies had different perspectives on a given issue, such as a rehabilitation focus versus a law enforcement focus. To the credit of committee members, these differences were usually overcome through communication and open dialogue. It was also noted, sometimes with frustration, that the Strategy and its committees did not really have any power to ensure the implementation of recommended activities because the Strategy was founded on the voluntary participation of its member organizations. A related issue that the Gang Strategy has not been able to overcome is funding for further developing the goals set out by the strategy. The Evaluation Team suggests that a concerted effort, with open dialogue among agencies, be undertaken to address new sources of possible funding and priority areas for use of that funding.

1.28.6. Analysis of Governance Structure

The sixth process issue that was evaluated was an analysis of the initiative's governance structure, including a description of its decision-making and collaboration process as well as strengths and any areas which required improvement. As described elsewhere in the report, the Strategy is overseen by the Gang Strategy Steering Committee which consists of representatives from the Ministry of Justice and Attorney General; Ministry of Corrections, Public Safety and Policing; Saskatoon Police Service; City of Saskatoon; Saskatoon Tribal Council; Central Urban Métis Federation Inc; and the Regional Intersectoral Committee. Two members of the Steering Committee serve as co-chairs. The co-chairs are responsible for overseeing the monthly Steering Committee meetings. No formal voting procedure is used in the Steering Committee; decisions are made by consensus reached through group discussion. Committee members interviewed felt that this decision-making process was effective. Furthermore, all interview participants felt that the collaboration process was effective and was one of the most valuable components of the Steering Committee.

During the development process, the Steering Committee for the Saskatoon Gang Strategy operated independently from the Crime Reduction Strategy of Saskatoon (CRSS). However, it was quickly decided that one Steering Committee for both strategies would be more efficient because they involved the same agencies and most of the agencies' representatives. This has lead to easier scheduling, but some agency representatives may be more knowledgeable and interested in one or the other of these two strategies. These agencies and their representatives may feel that their time would be better spent if they only attended the portion of these joint meetings that specifically applied to them. This could possibly be arranged, as the agenda of the joint meetings are circulated in advance. However, anticipating precisely when the meeting moves from one initiative to another would require some guess work, unless a specific 'cut-off' time was announced.

1.29. Outcome Issues

The evaluation project examined the intended outcomes to assess the extent to which the goals and objectives of the Gang Strategy have been met.

1.29.1. Increase in Community Engagement

The first outcome to be assessed was the extent to which there has been an increase in community engagement concerning the gang prevention strategy. This was evaluated by examining whether:
   (a) gang issues have been identified and responses to said issues have been identified by community organizations and agencies,
   (b) a more coordinated approach to gang-related concerns has been produced among community agencies, and
   (c) there has been an increase in public knowledge about gangs and gang prevention in Saskatoon.

It is believed that the Steering Committee and Subcommittees have been moderately successful at increasing community engagement. The number of agencies on the committees alone demonstrates a coordinated approach to gang-related concerns in the City of Saskatoon. However, there is some concern about whether or not the Strategy has had an impact on other organizations that are not directly involved with any of the committees. A guide highlighting the organizations/agencies in the community that acts as a "Yellow Pages" might be a good way to present and organize these resources.

The majority of Committee members (Steering and Subcommittees) felt that the Strategy was moderately effective at developing strong relationships with community-based organizations (with ratings ranging from 3.8 to 4.8 out of 5.0). However, some participants (on all committees) felt that this was not the role of the Strategy. Others commented that they felt that not all relevant community-based organizations were represented. It is evident that the goals and objectives of the Strategy must be clarified with all members.

The Community Forums held in January 2008 and June 2010 are examples of activities conducted by the Steering Committee to increase community involvement. However, the usefulness and applicability of these events was met with mixed reviews from attendees.

Although networking opportunities were provided at both fora. It would appear that very few participants made any connections that lasted longer than the day of the Forum. It is too soon to comment on relationships developed from the second Forum.

In addition, one of the important issues that was identified and discussed at the first Community Forum was the lack of communication and coordination among agencies serving gang-involved youth, or youth at risk for gang involvement, and their families. Overall, participants did not feel there had been much improvement. When discussing their reasons for this rating, some participants were unable to comment on the situation in Saskatoon. Others felt that, although the Forum provided a chance for attendees to learn about available services, they did not perceive a sizeable improvement following the Forum. The lack of communication between agencies still appears to be a significant barrier in Saskatoon. However, there may be other sources of knowledge that came out of the Community Forum, such as the structure of the Forum, the content presented, and the Community Based Organization environment, that may also have an impact on the amount of communication in Saskatoon. Thus, this issue is more complex than what might be concluded from this analysis.

The STR8-UP program, in itself, has many connections with community organizations, as it connects individuals with services. Members of the program are encouraged to seek out community organizations and agencies which offer desirable resources and services. In addition to the programs accessed by the STR8-UP participants, these members also reach out to the community themselves in order to share their stories in an attempt to help others who may be following a similar lifestyle. They have given a number of presentations at various events over the years developing strong relationships with a number of community organizations. Some of these, as cited by the originator of STR8-UP, include the School Board and the Calder Centre.

It was also believed that the Community Resource Coordinator had been a contributor to increasing public education and networking with the community. This position was often cited by Committee members as being a positive component of the Strategy; however, many of these interviews were conducted before the termination of this position. Unfortunately, due to funding this position no longer exists, which severely limits the amount of community engagement and education coming out of the Strategy.

1.29.2. Decrease in Gang Entry

The second outcome to be assessed was the extent to which there has been a decrease in gang entry by addressing personal and community factors. This was evaluated by examining whether there has been a(n):
    (a) increase in access to pro-social activities and environments in the community,
    (b) increased support to youth and adults at risk for gang membership to abide by the law, and
    (c) decrease in gang recruitment.

Many of the gang exposed participants were involved in programs, activities or sports, indicating that there are a number of programs available for people who are interested. The majority of those interviewed felt that there were enough activities to keep them out of trouble. Some even commented that people who say that there are not enough programs are not trying hard enough to

find them. However, one participant mentioned that although there are a lot of programs available, they are not always accessible. Another mentioned that he is a member of STR8-UP and he knows that there are a lot more people who would like to become involved in the program, but there are not enough resources available for everyone. Thus, more efforts should be made to address the issues of accessibility and availability. Also, a complete listing of the programs available in the city would be beneficial to both the individuals who may want to access them as well as organizations for networking and referral opportunities.

The majority of gang exposed interview participants indicated that they are never asked to join a gang anymore. However, almost all of them felt that the gangs in Saskatoon are trying to get more people to join their gangs and they felt that there were more people in gangs now than there were a couple years ago. Numerous reasons were given for why someone might want to join a gang; however, the most popular response was the sense of belonging that a gang can provide. Other popular responses were for protection and safety as well as a lack of positive role models. These responses highlight the importance of targeting these needs when designing prevention and intervention campaigns. If these basic needs are met, gang entry would be expected to decrease.

The originator of STR8-UP provided a similar view of gang entry in Saskatoon. When discussing gang recruitment, He feels that gangs are actively trying to recruit members. He also believes that there are more people in gangs than a few years ago. He believes that the decision to join a gang is not usually a matter of choice; instead it is often a matter of necessity. Parents and society in general are to blame for many children falling through the cracks. He says that you can have a million programs, but it will not matter if you do not love the kids. However, he acknowledges that it is hard for most people who work from 9 to 5 to develop this type of relationship with their clients.

Participants from the first Community Forum were also asked to comment on the changes in programs and services in the two years following the first Forum. Lack of affordable housing was seen as being a major issue in Saskatoon at the time of the Forum and most participants felt it was still an issue in 2010. However, this was not seen as a gang-specific issue per se but rather a city-wide problem that affected many other people as well. A second gap was early intervention services. One participant felt that early intervention services were available; however, getting youth to participate was the challenge. Personal relationships and mentors for youth was a third gap identified at the Forum. Three participants felt that this had improved and that more services and programs now include a mentoring component. The fourth gap, transportation, was believed to be the same. Finally, most participants mentioned that they were not aware of any new services or programs that had been created since the Forum.

1.29.3. Increase in Gang Exit

The third outcome to be assessed was the extent to which there has been an increase in gang exit by addressing personal and community factors. This was evaluated by examining whether there has been a(n):
    (a) increase in the number of gang members involved in pro-social activities
    (b) increase in pressure on gang members to abide by the law,
    (c) decrease in the profitability of gang membership,

(d) increase in the number of gang members participating in interventions, and
(e) decrease in the risk of gang exit.

As mentioned previously, many of the gang affiliated individuals interviewed were involved in pro-social activities. Some of these activities included; STR8-UP, baseball, volleyball, work skills programming, education, and various support groups. It appeared as though there were a good variety of programs available to suit a wide range of interests; however, many participants indicated that they would like to see more programs for youth. Others mentioned that they would like to see more programs to help them become better people, such as a life skills program or a parenting program. One male mentioned that although he enjoys activities such as "movie nights," these programs do not "pay the bills." This is particularly important to note since one of the benefits of gang membership that was mentioned in a number of interviews was the potential for making money. Many participants indicated that when they were in a gang, their basic needs for food and shelter were being met. Others said that they were able to make large sums of money dealing drugs and committing other crimes with their gangs. Therefore, although programs and activities might be helpful in keeping them out of trouble, that is not enough. Employment assistance and training would be very beneficial for these individuals.

When asked if they thought that most people could leave their gang if they wanted to, the majority of interview participants felt that they probably could. However, this often came with a price; such as taking a "beating." STR8-UP was the most frequently mentioned resource for helping people who wanted to leave a gang. It is important to recall that many of the interview candidates were recruited from STR8-UP. Therefore, it is quite reasonable to find that many participants mentioned STR8-UP as a valuable resource. However, STR8-UP was also cited frequently by non-members, Community Forum attendees and Committee members. Other services or programs mentioned were counsellors, a program called Flag Bear, Ministers, the Regina Anti Gang Strategy, and the Saskatoon Tribal Counsel. However, not one participant indicated that any of these services would help to decrease the risk of gang exit. Instead, the majority of participants indicated that there clearly were several risks associated with leaving the gang. The originator of STR8-UP echoed a number of these statements. He believes that leaving a gang is often difficult, but is it not impossible. He explained that STR8-UP walks beside them and assists them when they decide to leave the gang life.

1.29.4. Decrease in Gang-Related Crime

The fourth outcome to be assessed was the extent to which there has been a decrease in gang-related crime. This was evaluated by examining whether:
(a) there has been an increase in gang member and emerging gang member supervision and surveillance, and
(b) gang communication and relationships have been dismantled and disrupted.

Gang affiliated individuals were asked about their perceptions regarding gang related crime. When asked if they thought that someone who was committing crimes for their gang, or with other people in their gang would be caught by the police, there were a number of different responses. Only four participants felt that they would get caught and six said that they would not. The other participants felt that it would depend on a lot of other factors, such as who they were with. Also, a few participants commented that the people who are higher up in the gang often

will not go to jail, instead, one of the more junior gang members would likely take the fall for them. One of the women interviewed also believed that some of the junior members may want to get caught in order to prove themselves. When asked to rate how likely it would be that they would get caught, the average response was "somewhat likely."

The majority of participants felt that the police have not "cracked down" on gangs lately and the group was split whether or not the police have been doing anything in particular to keep gangs from committing more crimes. Most participants also felt that it is pretty easy to commit a crime and not get caught. In reviewing these interviews, it is evident that this sample did not feel that there had been any changes put in place to decrease gang related crime.

The one mother who was interviewed felt that most people would get away with committing crimes for their gang because most law-abiding citizens live in fear and do not report the crimes. She also said she was unsure if the police have been cracking down on gangs lately. The Originator of STR8-UP felt that the police have been doing the best they can to crack down on gangs, yet, he reports that their efforts are often hindered by the fact that many gang-related crimes are not reported because either the gang members do not go to the police, or because citizens are afraid to go to the police. He also believes that it is easy to get away with a crime as long as one is not reckless.

The Evaluation Team was unable to obtain any empirical data from the Saskatoon Police Service and therefore, is unable to comment on the impact of policing strategies as they related to gang activity.

RECOMMENDATIONS

Based on the findings of the evaluation the Evaluation Team has several recommendations to improve the functioning of the Gang Strategy:

Organization and Planning

1. There was some confusion among Steering Committee members regarding the specific objectives of the Gang strategy. It is believed that further refining the objectives of the Strategy and developing measurable outcomes would help to re-focus the Committee.

   It is recommended that the Steering Committee spend time to further clarify specific objectives and develop clear, measurable outcomes. This should be a group exercise in which all Steering Committee members are able to participate.

2. Some activities outlined in the logic model had taken place whereas others had not. Some of these initiatives would be highly beneficial, such as developing a communication strategy to deter gang entrance.

   It is recommended that the logic model and original planning documents be reviewed in order to assess what initiatives should be undertaken by the various Subcommittees.

3. The Evaluation Team was encouraged by developments within government to develop an institutionally based program to assist gang affiliated inmates to exit their gangs - recognizing that prisons are also breeding grounds for gang involvement.

   It is recommended that the Gang Strategy work with institutional staff to ensure that this initiative becomes a reality, is integrated with the Saskatoon Gang Strategy, and is subsequently evaluated. It should also discuss with related corrections personnel the possibility of introducing a similar program for incarcerated young offenders, one that is also integrated into the broader Saskatoon Gang Strategy and is evaluated.

4. The one issue that the Gang Strategy has not been able to overcome is funding for further developing the goals set out by the strategy.

   It is recommended that a concerted effort, with open dialogue among agencies, be undertaken to address new sources of possible funding and priority areas for use of that funding.

5. The apparent abundance of adult males involved in gang activities in Saskatoon raised concern as to why there is more of a focus on youth programs than on adult programs (i.e., Community Connections).

It is recommended that this issue is investigated further by the Steering Committee and the Prevention/Intervention Subcommittee.

Communications

6. Several Subcommittee members felt that they were ill-informed regarding the activities of the other Subcommittee(s) and the Steering committee. Before the interim report the Steering Committee decided that a delegate from each Subcommittee should attend the monthly meetings of the other Subcommittee - it does not appear that this action has been routinely taken.

It is recommended that this Steering Committee decision be maintained and a delegate continues to attend other Subcommittee meetings in an attempt to improve communication between the various committees.

7. Although they were knowledgeable about their specific Subcommittee, several Subcommittee members felt they did not have a good understand of the Gang Strategy as a whole.

It is recommended that Subcommittee members be provided with information concerning the Strategy, such as the program logic model. This same information should be given to new members when they join a Subcommittee.

Role of Committees and their Participants

8. Although Community Based Organizations (CBOs) are generally well-represented on the Prevention and Intervention Subcommittees, there was some discrepancy concerning their role with Suppression and the Steering Committee.

It is recommended that these two committees address this issue as a group in order to arrive at a consensus about the role of CBOs.

9. There appears to be some disagreement over whether it is the responsibility of the Subcommittees to implement and administer specific programs. Some participants felt that more effort should be put into developing and initiating programs, whereas other participants felt that this was not their role.

It is recommended that the Steering Committee further clarifies issues regarding the responsibilities of the Subcommittees. These results should be communicated to the Subcommittee members.

10. Some frustration has been expressed about the roles and activities of some Subcommittees, specifically what kinds of challenges should they assume. It also appears that Subcommittees have been rather inward looking in terms of what they might take on as next steps.

    It is recommended that Subcommittees look more broadly to other jurisdictions and published material about local initiatives that address gangs for ideas and activities that they might assume and that they liaise with the Steering Committee about such possibilities.

    Capacity Building

11. There have been some barriers to human resources due to funding. First, the Steering Committee Coordinator position was eliminated in 2007, and the funding from the National Crime Prevention Centre (NCPC) for the Community Resource Coordinator (CRC) was terminated in March, 2009. The Steering Committee Coordinator position was essentially a half-time position as duties covered both the Gang Strategy and the Crime Reduction Strategy of Saskatoon. The CRC position was solely dedicated to the Gang Strategy of Saskatoon and, as such, it contributed greatly to the profile of the Strategy throughout the city. The Evaluation Team has concerns about the sustainability of the Gang Strategy without these positions in place because the Strategy must now rely on 'volunteers' from stakeholder agencies, who are already burdened with full workloads in their own settings. Without these two roles being addressed, the strategy could lose the momentum that it has built over the last five years. Although the duties of the two coordinator positions are different, one option would be to consider a single dedicated person to consolidate the overall strategy and its operational component in the field.

    It is recommended that additional human resources for the strategy be sought out to address the issues of communications, education and awareness, and supports to the Subcommittees.

    Services to Community

12. Several participants felt that a directory of gang-related services would be helpful. This directory would be for the agencies within Saskatoon and would list all of the appropriate services such as housing and social programs. This directory could then be used by community agencies.

    It is recommended that a directory of community services be created.

13. There appears to be a need for a Community Coordinator to assist organizations in working together and providing information to organizations when requested. This appears to be one of the main goals of the Gang Strategy that needs some attention.

   It is recommended that the need for a Community Coordinator position is revisited.

14. Despite meeting representatives from other agencies at the first Community Forum, this networking did not lead to increased contact after the Forum for the majority of the interview participants. The second, smaller forum (June, 2010) may have been more effective but was not evaluated because of its timing.

   It is recommended that future inter-agency gatherings such as the Forum (on a smaller scale) would be beneficial in increasing coordination and communication by focussing, in a more intimate setting, directly on methods to connect organizations and to provide ongoing support for their coordination and communications.

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Appendix A: Acronyms Used Throughout the Report

BECAP - Break and Enter Comprehensive Action Plan
BTC - Breaking the Cycle
CBO - Community Based Organization
CUMFI - Central Urban Métis Federation, Inc
CRC - Community Resource Coordinator
CSC - Correctional Service of Canada
CSI - Crime Severity Index
ENA - Edmonton Native Alliance
FASD - Fetal Alcohol Spectrum Disorder
FSIN - Federation of Saskatchewan Indian Nations
GAP - Gang Alternatives Program
GAIN - Girls Action Information Network
GITTO - Gang Intervention through Targeted Outreach
GPTTO - Gang Prevention through Targeted Outreach
GREAT - Gang Resistance Education and Training
GRIP - Gang Resistance is Paramount
GVRP - Gang Violence Reduction Project
HRVYOI - High Risk and Violent Young Offender Initiative
JHS - John Howard Society
KAP - Kinsman Activity Place
LSI-SK - Level of Service Inventory – Saskatchewan Edition
MGIP - Mesa Gang Intervention Project
CPSP - Ministry of Corrections, Public Safety, and Policing
MST - Multisystemic Therapy
NCPC - National Crime Prevention Centre
OSAP - Offender Substance Abuse Program
OH - Operation Hardcore
PAVED Arts - Photography, Audio, Video, Electronic and Digital Arts
RAGS - Regina Anti-Gang Strategy
RIC - Regional Intersectoral Committee
RCMP - Royal Canadian Mounted Police
SPRA - Saskatchewan Primary Risk Assessment
SCYAP - Saskatoon Community Youth Art Program
SCC - Saskatoon Correctional Centre
EGADZ - Saskatoon Downtown Youth Center Inc.
SPS - Saskatoon Police Services
STC - Saskatoon Tribal Council Urban Inc.
SHOCAP - Serious Habitual Offender Comprehensive Action Plan
SIAST - Saskatchewan Institute of Applied Science and Technology
SNTC - Saskatchewan Native Theatre Company
TARGET - Tri-Agency Resource Gang Enforcement Team
FSIN - The Federation of Saskatchewan Indian Nations
UMP -The Upward Movement Program
VOID - Violent Offender Interdiction Detail

WM - Wraparound Milwaukee
YO - Young Offender
YGPF - Youth Gang Prevention Fund
YVRP- Philadelphia Youth Violence Reduction Partnership

Appendix B: Programs and Organizations Mentioned In This Report

Alcoholics Anonymous (AA): This program consists of men and women who share experience, strength and hope in order to solve common problems and help others recover from alcoholism using its well known 12 Step approach.

Break and Enter Comprehensive Action Plan (BECAP): This is a multi-agency and multi-disciplinary initiative, involving representatives from Corrections and Public Safety, Saskatchewan Justice (Public Prosecutions), Saskatoon Police Service, and the Saskatoon Tribal Council. It was designed to identify break and enter offenders who met established criteria related to their offending behaviour, provide intensive supervision and support to these high risk offenders, and engage them in interventions.

Calder Centre: The Centre assists individuals and families with recovery from chemical dependency by offering a holistic, cross-cultural recovery program, and providing a healthy environment conducive to meeting clients' recovery needs, delivering services in partnership with health districts, agencies, communities and consumers.

Canadian Red Cross: The Canadian Red Cross offers a number of programs and services all guided by their fundamental principles of humanity, impartiality, neutrality, independence, voluntary service, unity and universality.

Central Urban Métis Federation: CUMFI is a resourceful collection of associations to give all Métis or first nation individuals that are looking for any kind of assistance they require, for need to make phone call to getting into a course for just about anything that will be useful. It is mandated to ensure equal economic, social and educational opportunities for Métis people.

Child and Family Services (Ministry of Social Services): The Ministry of Social Services is given the authority by The Child and Family Services Act, to provide child protection services to children abused physically, sexually, emotionally and neglect.

City Centre Community Renewal Initiative (CCCRI): Programs offered City Center Church make up the CCCRI and include a kindergarten to Grade 12 School and an adult education program.

Communities for Children: A government/community collaborative that is dedicated to improving the lives of children and families by encouraging partnerships, promoting the use of data, developing resources and tools, and emphasizing the importance of outcomes and results.

Community Connections: The Community Connections Programs in Saskatoon provides support services to adjudicated youth and young adults between the age of 15-24 who are gang-affiliated or at risk of gang recruitment. The program in Saskatoon is being delivered by the Saskatoon Tribal Council. It provides services to 15 high-risk youth/young adults at any given time.

Core Neighbourhood Youth Co-op: The Core Neighbourhood Youth Co-op is a skills building and alternative education program for youth in Saskatoon. Youth are able to earn academic credits and learn life and employment skills in a compassionate and supportive environment.

Equal Justice for All: Provides information, support, advocacy and training to those people suffering from unjust or unequal treatment in the administration of social programs. It provides advocacy services free of charge in Saskatoon and surrounding area along with all parts of the province to disadvantaged and low income people.

FASD Support Network: A parent-led organization for individuals with Fetal Alcohol Spectrum Disorder (FASD) and their families to recognize themselves as safe, supported, valued and contributing members of the community.

Federation of Saskatchewan Indian Nations (FSIN): The Federation of Saskatchewan Indian Nations represents 74 First Nations in Saskatchewan. The Federation is committed to honouring the spirit and intent of Treaty, as well as the promotion, protection and implementation of the Treaty promises that were made more than a century ago.

First Nations University of Canada: First Nations University of Canada was established in 1976 as the Saskatchewan Indian Federated College (SIFC) through a federated partnership with the University of Regina. The University is independently administered offering post-secondary education in a culturally supportive First Nations environment.

Food Bank: The Saskatoon Food Bank and Learning Centre vision is a food-secure community where all people have access to safe, affordable, and nutritious food. They operate various learning, self-help and life skills programs in our Learning Centre. The Learning Centre mission is to directly address and be supportive to learning needs and aspirations within a family oriented, empowering and self-directed environment.

Girls Action Information Network (GAIN): They empower girls and women who are in high risk environments, especially in risk of sexual exploitation. Their mission is to provide women and girls the skills and resources they need to achieve full and equal participation in society.

Greater Saskatoon Catholic School Division: is Saskatchewan's largest Catholic school division. They serve approximately 15,000 students in six high schools, 37 elementary schools and two associate schools. They pride themselves on being a welcoming community where they nurture faith, encourage excellence in learning and inspire students to serve others, making the world a better place.

Healing the Iner Child: A generic treatment intervention for victims of abuse that is based on the book by Robert Burney (1995) Codependence: The Dance of Wounded Souls.

High Risk and Violent Young Offender Initiative (HRVYOI): A program ran through the Saskatoon Health Region Mental Health and Addiction Services. It is an individualized treatment, case management, and supervision service targeted towards "hard-to-serve" high risk

young offenders with a history of violent offences. Many of the clients are gang affiliated and have co-morbid mental health and/or substance use disorders.

John Howard Society (JHS): An independent voluntary organization composed of citizens who accept responsibility for understanding and dealing with the problems of crime and the criminal justice system in a creative, humane and progressive manner. The Society fulfils this responsibility through reform advocacy, direct service and public education.

Kilburn Hall: A 45 bed young offender facility for male/female youth 12 to 17 held on remand or sentenced under the provisions of the *Youth Criminal Justice Act*. It is operated by Saskatchewan's Ministry of Corrections, Public Safety and Policing.

Kinsmen Activity Place: KAP began as a consortium between the Saskatoon Tribal Council, Communities for Children Saskatoon, The Core Neighborhood Youth Coop, (CNYC), The Kinsmen Club of Saskatoon, plus support from Habitat for Humanity, The Saskatoon City Police, and other stakeholders in the Community. Together this original consortium and newer members are attempting to provide a range of creative programming and direct linkages for children/youth and their families in Saskatoon between this location (226 Ave V S), and off site locations such as CNYC workshop on 20th Street and other opportunities in the community. Their current tenant include the Youth Gang prevention group called STR8-UP, the Boys and Girls Club of Saskatoon, CRU (Teen Community Resources for You), International Women of Saskatoon, and Child and Youth Friendly Saskatoon.

Larson House: A safe environment for anyone coming off of alcohol and/or drugs. They are a detoxification service where clients can stay from 5 to 7 days. Following their stay, clients receive an outpatient referral to Addictions Services in their home health district

Margo Fournier Centre: A multi-purpose recreation facility that is home to some of the Community Services offices, the Prince Albert Winter Festival office, the Youth Activity Center and the Kinsmen Community Heritage Senior Centre. The Margo Fournier Center has a full sized gymnasium, two aerobics rooms and two activity/meeting areas.

Métis Family Community Justice Programs: Addresses legal issues that impact the community and provides Aboriginal court worker program and other justice workers. It is operated by the Métis Nation of Saskatchewan.

Narcotics Anonymous: A non-profit Fellowship or society of men and women for who drugs had become a major problem. They are recovering addicts who meet regularly to help each other stay clean. This program is based on the 12 Step model and its aim is complete abstinence from all drugs.

National Crime Prevention Centre: NCPC is responsible for implementing the National Crime Prevention Strategy (NCPS). Their work provides national leadership on effective and cost-effective ways to prevent and reduce crime by intervening on the risk factors before crime happens. Our approach is to promote the implementation of effective crime prevention practices.

Offender Substance Abuse Program: OSAP is a multi-faceted, cognitive-behavioural substance abuse intervention program that was developed by Correctional Service of Canada specifically to address the substance abuse needs of offenders with intermediate-to-substantial problems.

Partners in Employment: This program is funded by the Saskatchewan Abilities Council and offers an extensive range of professional employment services to both individuals and employers.

PAVED Arts: A new media art Artist run centre located in Saskatoon that focuses on what it calls the 'PAVED Arts' arts: photography, audio, video, electronic and digital. PAVED operates an access centre for media production and post-production and an exhibition space for works falling within their mandate.

QUINT: QUINT Development Corporation exists to strengthen the economic and social well being of Saskatoon's five core neighbourhoods through a community based economic development approach. QUINT, meaning five in Latin, represents the communities of Caswell Hill**,** King George**,** Pleasant Hill**,** Riversdale and Westmount**.**

Radius Community Centre: Helps people to enhance their sense of personal worth and responsibility through education, community participation and employment training. Their fundamental belief is that we are responsible to ourselves, each other and to the community.

Regina Anti-Gang Strategy: The RAGS project works with gang-involved Aboriginal youth and young adults living in the North Central neighbourhood of Regina, Saskatchewan. The primary goal of RAGS is to reduce criminal activities committed by young Aboriginal gang members. The program provides intensive support services to reduce involvement in gang life and to facilitate leaving gangs. The RAGS program is supported by Public Safety Canada, National Crime Prevention Centre's Youth Gang Prevention Fund (YGPF) and is delivered by the North Central Community Association, a not-for-profit, grass-roots agency dedicated to enhancing the quality of life of residents.

Regional Intersectoral Committee (RIC): Facilitates and supports community-based approaches in responding to the needs of children, youth, families and communities.

Regional Psychiatric Centre: A custodial forensic psychiatry facility with multiple security levels, located in Saskatoon, Saskatchewan. It opened in 1978 and can accommodate up to 194 inmates. It is operated by the Correctional Service of Canada.

Saskatchewan Abilities Council: works with people of varying abilities to enhance their independence and participation in the community through vocational, rehabilitation and recreational services.

Saskatchewan Native Theatre Company: An award winning cultural performing arts organization and professional training centre located in Saskatoon, Saskatchewan. With the

guidance of our Elders and using theatre as a community development tool, SNTC is proud to put faces, voices and action to the hopes and dreams of our youth.

Saskatchewan Public Health: is responsible for ensuring there is a combination of legislation, regulations, programs, services, education and awareness about impediments to good health. In this way, we help maintain healthy people in healthy communities.

Saskatoon and Combined Forces Special Enforcement Unit: comprised of personnel from partner police services from Prince Albert, Saskatoon, Regina and the Royal Canadian Mounted Police who receive funding for resources and operations from the Government of Saskatchewan through the Ministry of Corrections, Public Safety and Policing. The primary mandate is to expose, investigate, prosecute, dismantle and disrupt organized crime enterprises.

Saskatoon Community Mediation Services: was founded by the John Howard Society of Saskatoon and the Mennonite Central Committee of Saskatchewan. SCMS was incorporated in 1989 as a not for profit organization.

Saskatoon Community Youth Art Program: SCYAP is a not-for-profit charitable organization established in order to address the social, educational, and economic needs of youth who face multiple barriers to employment.

Saskatoon Downtown Youth Center Inc. (EGADZ): The mission at EGADZ is to encourage youth "at risk" in the city of Saskatoon to make choices that improve their quality of life through the provision of direct services and an inter-agency approach.

Saskatoon Street Crimes Unit: The Unit functions to monitor the activities of individuals associated with street gangs and to take proactive enforcement action as well as intelligence gathering. The Street Crime Unit is responsible for educating SPS members and other policing partners regarding street gang trends and possible solutions.

Saskatoon Tribal Council Urban Inc: The STC is dedicated to creating a respectful environment that inspires and encourages innovation and leadership while building and strengthening partnerships with communities, individuals and organizations. They do this by providing exceptional programs and service delivery, sustainable economic development, strong political support and a representative voice for "Our Nations" while respecting the sovereignty of each First Nation.

SaskNative Rentals: A Métis managed non profit corporation committed to providing, maintaining, and sustaining affordable, safe, and respectable housing for families; with particular emphasis and priority upon individuals and families of Aboriginal ancestry.

Serious Habitual Offender Comprehensive Action Plan: SHOCAP is a comprehensive and cooperative information sharing and case management program. It is designed to enable juvenile-related agencies to share information about serious or habitual juvenile offenders in order that comprehensive, coordinated services can be provided for the juveniles, and the community can be protected from serious juvenile crime.

Sierra Youth Coalition: An organization ran by youth for youth, serving as the youth arm of the Sierra Club of Canada. Their mission is to empower young people to become active community leaders who contribute to making Canada a better society.

St. Michael Parenting Program: This program "Parent Talk" involves weekly afternoon meetings at St. Michael's school. It is part of the Parent and Community Involvement initiative from the "Building Communities of Hope" by Saskatchewan Education.

STR8-UP: A non-profit intervention group of young men and women (both in the community and in custody) who, in cooperation with the John Howard Society, Saskatoon Communities for Children, and other youth groups, provide support during their healing journey. They contribute to the education, information, and prevention regarding addictions, criminal lifestyles, gangs, and prostitution to the community at large.

The Saskatoon Indian and Métis Friendship Centre: SIMFC is a non-profit organization that was incorporated in 1968. The main vision of the SIMFC is to improve the quality of life of Aboriginal people in Saskatoon. Since its inception, the centre has developed and delivered numerous social, recreational, cultural and educational programs.

Violent Offender Interdiction Detail Program: The VOID program was drawn on the SHOCAP model but there are some significant differences. The individual clients on that list are selected on the violent nature of their criminal activity. The list is more dynamic and there are no CPS workers dedicated to the VOID program. However, there is a Provincial Prosecutor who works with the Street Crimes Unit and they sometimes enlist the services of Probation and Parole in certain conditions.

White Buffalo Youth Lodge: They believe children and youth need special support to overcome disadvantages, where they exist. Earning their trust and friendship first, gives them a chance to then offer encouragement, direction and counselling. They encourage and foster cross-cultural understanding and appreciation. Their programs and services are open to anyone, regardless of race, status, and socioeconomics.

Appendix C: Program Logic Model

Pillars	Prevention	Intervention		Suppression

Goals	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
Objectives	OB-1.1 Identify gang issues and formulate responses to gang-related concerns that are identified by community organizations/ agencies. OB-1.2 Produce a more coordinated approach to gang-related concerns among community agencies. OB-1.3 Increase public knowledge about gangs and their prevention in our community.	OB-2.1 Increase access to prosocial activities and environments in the community OB-2.2 Increase support to youth and adults at risk for gang membership to abide by the law OB-2.3 Decrease perception of gang profitability OB-2.4 Decrease gang recruitment	OB-3.1 Increase number of gang members involved in prosocial activities OB-3.2 Increase pressure on gang members to abide by the law OB-3.3 Decrease and interrupt profitability of gang membership OB-3.4 Increase number of gang members in intervention programs OB-3.5 Decrease risk of gang exit	OB-4.1 Increase gang member and emerging gang member supervision and surveillance OB-4.2 Dismantle and disrupt gang communication and relationships
Activities	AC-1.1 Develop media strategy for community awareness (OB-1.3) AC-1.2 Provide funding information and sources to community agencies (OB-1.2) AC-1.3 Develop education and awareness resource materials for use by community based organizations, governments, schools and the community (OB-1.2) -continued	AC-2.1 Develop communication strategy to deter gang entrance (OB-2.3) AC-2.2 Develop an inventory of the existing community programs and services available to at-risk children, youth and families (OB-2.1) -continued	AC-3.1 Identify gang members and the different perceptions of profitability of gang membership (OB-3.4)(OB-3.3) AC-3.2 Develop/access and identify intervention services and supports for gang members (i.e., SPS Adopt an Offender Program)(OB-3.4) AC-3.3 Represent the Gang Strategy on relevant treatment and program initiatives (OB-3.4) -continued	AC-4.1 Engage in long term interagency communication designed to keep partnership agencies aware of gang activity and trends occurring in and around the City of Saskatoon (OB-4.1) AC-4.2 Gather and analyze information on gang activity to provide an accurate picture of chronic and emerging gang trends (OB-4.1) -continued

Goals	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
Activities	AC-1.4 Develop a speaker's bureau for community presentations (OB-1.3) AC-1.5 Review programs and services that provide supports to family (OB-1.1) AC-1.6 Improve the coordination of organizations/agencies that address gang-related risk factors relating to children and families. (OB-1.2) AC-1.7 Actively engage community organizations /agencies in discussion and consultation about gang issues and concerns (OB-1.1)(OB-1.3) AC-1.8 Make presentations to CBO's and other agencies about the proliferation of gangs in our community and how they might be prevented. (OB-1.3) AC-1.9 Establish a network of organizations/agencies that address gang-related risk factors amongst children and families to coordinate their respective initiatives. (OB-1.2) Numbers in brackets represent objectives which activities are likely to address	AC-2.3 Identify program and service area gaps and insufficiencies and potential supports to address these gaps (OB-2.1) AC-2.4 Ensure that at-risk children, youth, and families new to the city are aware of and accessing supports to assist them to connect positively with the community (OB-2.1) AC-2.5 Develop a Community Connections Model to provide enhanced risk-management support to 10-15 high risk youth (OB-2.2) AC-2.6 Ensure the role of substance treatment in gang prevention and intervention is considered in program development (OB-2.1) AC-2.7 SPS Peacekeeper Leadership Cadet program to build leadership in Aboriginal community (OB-2.1) Numbers in brackets represent objectives which activities are likely to address.	AC-3.4 Improve communications between Corrections and Public Safety, Saskatoon Police Service, and Crown Prosecutors when new gang-related information is identified or when an identified gang affiliated youth or adult is non-compliant with court orders (OB-3.2)(OB-3.3) AC-3.5 Kilburn Hall will develop a facility strategy that utilizes the case management process to identify gang members who want to end their involvement and provide support through existing resources, including Cultural and Criminogenic Lifeskills Program (OB-3.1)(OB-3.4) AC-3.6 CPSP-A will hire a Saskatoon regional employment coordinator to develop and coordinate an employment strategy for ex-gang members (OB-3.1)(OB-3.3) -continued	AC-4.3 Develop a comprehensive approach to track, monitor and supervise the activities of known gang members while incarcerated, released on conditions or living within the community when suspected of participating in continued gang activity (OB-4.1)(OB-4.2) AC-4.4 Ensure all relevant stakeholders are represented on Suppression Subcommittee (OB-4.1) AC-4.5 Develop strategies to effectively deal with the most prolific offenders who pose an ongoing threat to public safety (OB-4.1)(OB-4.2) AC-4.6 Maintain and enhance protocols on standardized updated information on gangs, gang members and gang incidents which can be accessed on a need-to-know basis for gang recognition and appropriate suppression procedures (OB-4.1) AC-4.7 Review SHOCAP & BECAP for possibility of addressing gang-related crime (OB-4.1)(OB.4.2) -continued

Goals	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
Activities			AC-3.7 Develop an increased awareness of cultural and spiritual programming for gang members in Correctional Centres, youth facilities and community training residences through utilization of elders, cultural coordinators and service providers. (OB-3.1) AC-3.8 Ensure gang affiliates or associates in the community on court order have relevant no-contact and residential conditions that are updated and monitored regularly (OB-3.2)(OB-3.3) Numbers in brackets represent objectives which activities are likely to address.	AC-4.8 Conduct literature review to identify best practices (OB-4.1) Numbers in brackets represent objectives which activities are likely to address.
Outputs	OP-1.1 Community awareness media strategy (AC-1.1) OP-1.2 Awareness and resource materials (AC-1.3) OP-1.3 Speaker's bureau (AC-1.4) OP-1.4 Presentations to CBO's (AC-1.8) OP-1.5 Network of organizations/agencies (AC-1.9) Numbers in brackets represent activities from which outputs will likely result.	OP-2.1 Communication strategy (AC-2.1) OP-2.2 Inventory of programs and services (AC-2.2) OP-2.3 Supports to address gaps in programming (e.g., increased police presence in schools) (AC-2.3) OP-2.4 Pamphlets and lists of services provided (AC-2.4) OP-2.5 Community Connections Model (AC-2.5) -continued	OP-3.1 List of intervention programs available (AC-3.2) OP-3.2 Number of gang members in intervention programs (AC-3.2) OP-3.3 Improved communication between SPS, CPS, and Crown Prosecutors (AC-3.4) OP-3.4 Updated and monitored no-contact and residential conditions for gang affiliates in community (AC-3.9) Numbers in brackets represent activities from which outputs will likely result	OP-4.1 Understanding of gang trends (AC-4.2) OP-4.2 Strategies and programs to deal with prolific offenders (e.g., SHOCAP)(AC-4.5) OP-4.3 Protocols on gang information (AC-4.6) OP-4.4 List of best practices (AC-4.8) Numbers in brackets represent activities from which outputs will likely result

	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
Goals	A. Increase community engagement in gang prevention strategy	B. Decrease gang entry by addressing personal & community factors	C. Increase gang exit by addressing personal & community factors	D. Decrease gang-related crime
Outputs		OP-2.6 Number of leaders trained (AC-2.7) Numbers in brackets represent activities from which outputs will likely result		
Short-Term Outcomes	• Community organizations, parents, schools, community members access resources and increase knowledge of how to prevent gangs • Accessible and effective programs and services to address gang-related issues • Fewer gaps and unnecessary overlaps in programs and services to address gang-related issues	• At-risk youth and adults access, support and fully participate in prosocial activities to help them resist gangs • Increase in supports for at-risk youth and adults • At-risk children, youth, and families matched to programs and services based on their level of risk and individual needs • At-risk youth increase awareness of consequences of gang involvement, adopt a less positive attitude towards gangs, and become motivated to change behaviour	• Youths and adults in gangs access, support and fully participate in prosocial activities to help them disengage from gangs • Youth and adults in gangs increase awareness of other opportunities and supports, become motivated to leave and feel supported in disengaging from the gangs • Increased number of intervention programs and services offered	• Youths and adults in gangs access, support and fully participate in services to help them disengage from gangs • Coordinated interagency approach to monitor gang activity and gang members in Saskatoon
Intermediate	• A more coordinated and comprehensive community approach to gang-related issues • At-risk youth connected to community and participating in prosocial activities	• Fewer new gang members	• Fewer opportunities for gang members to commit gang-related crime • Increased gang exit	
Ultimate	• Decrease in gang-related crime in Saskatoon resulting in a safer community			

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Appendix D: Interview Schedule for Steering Committee Members

As you know, we are conducting these interviews as part of an evaluation of the Crime Reduction Strategy as well as the Gang Strategy of Saskatoon. The results will tell us how well the strategies are working. We will also be asking you about the Steering Committee's process and possible areas for improvement. Some of the questions are more general and refer to both of the Strategies. Other questions will ask specifically about the Crime Reduction Strategy or the Gang Strategy. Because of the limits to confidentiality outlined in the consent form, it may be possible that you might be identifiable through some of your comments, even though we will do our best to remove all identifying information in our report. Despite this limitation, please be as honest as possible in your answers because these interviews are important for helping us determine out how well the two strategies are working.

I will begin by asking you questions about the two strategies and then we will move to the role and function of the Steering Committee.

Strategy-Specific Questions:

1. What is your current position?

2. Which agency do you currently represent?

3. In your view, why was the Crime Reduction Strategy initiated?
    a. How were needs identified?
    b. Please describe what some of these needs were/are.

4. In your view, why was the Gang Strategy initiated?
    a. How were needs identified?
    b. Please describe what some of these needs were/are.

5. In your view, what are some of the intended goals or objectives of the Crime Reduction Strategy?
    a. What does the strategy attempt to achieve?
    b. What are some specific activities of the Crime Reduction Strategy?

6. In your view, what are some of the intended goals or objectives of the Gang Strategy?
    a. What does the strategy attempt to achieve?
    b. What are some specific activities of the Gang Strategy?

7. Has the Crime Reduction Strategy experienced any changes during your involvement? Please describe what has changed and what prompted the change. When did the change occur?

8. Has the Gang Strategy experienced any changes during your involvement? Please describe what has changed and what prompted the change. When did the change occur?

9. Overall, what are some of the successes of the Crime Reduction Strategy?

10. Overall, what are some of the successes of the Gang Strategy?

11. Overall, what are some areas in the Crime Reduction Strategy that need to be improved upon?

12. Overall, what are some areas in the Gang Strategy that need to be improved upon?

13. Overall, how would you rate your experience with the Crime Reduction Strategy (*give client rating scale card*)?

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

   a. Why are you satisfied/dissatisfied?

14. Overall, how would you rate your experience with the Gang Strategy?

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

   a. Why are you satisfied/dissatisfied?

Steering Committee Specific Questions:

I am now going to ask you some questions about the Steering Committee. This section of the interview pertains ONLY to the process and functioning of the Steering Committee, not the Crime Reduction Strategy nor the Gang Strategy themselves.

15. How long have you been involved with the Steering Committee?

16. How did you become involved with the Steering Committee?
   a. Did your organization choose to join the Crime Reduction Strategy or the Gang Strategy? Why? Was your organization invited?
   b. Why were you selected to represent your organization on the Steering Committee?

17. In your view, why was the Steering Committee initiated?
   a. How were needs identified?
   b. Please describe what some of these needs were/are.

18. What is the Steering Committee's structure?

a. Please describe the nature of your role with the Steering Committee (Duties? Responsibilities?)
b. In your view, how clearly are the roles and responsibilities of your organization defined?
c. To what extent do your roles and responsibilities further your organization's interests and strengths?

19. Please describe the Steering Committee's mandate.
    a. To what extent do you believe that the Steering Committee is meeting its mandate?
        i. In what ways/areas do you think the Steering Committee is meeting its mandate?
    b. What do you think the Steering Committee needs to do to meet its mandate better?

20. a. How are decisions made by the Committee?
        i. Are all Steering Committee members treated with respect and dignity?
        ii. To what extent do you feel your organization has had the opportunity to participate in decisions that are made?
        iii. In your view, are your views respected? Why or why not?
    c. How is information communicated?
        i. Do you feel that you are fully informed?
    d. To what extent does the Steering Committee use your organization's resources effectively (e.g., time, financial resources, in-kind resources)?
        i. How could your organization's resources be used more effectively?
    e. Please describe the Committee's accountability structure.
        i. How have conflicts been resolved in the past?
        ii. What do you think could be done to improve conflict resolution?

21. In your view, how effective has the Steering Committee been in terms of (*give participant rating scale*):
    a. Developing strong relationships with the collaborating partners?

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

        i. Why do you feel the strategy has been effective/ineffective?

    b. Developing strong relationships with community-based organizations?

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

        ii. Why do you feel the strategy has been effective/ineffective?

c. Developing new alliances with new organizations?

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

    iii. Why do you feel the strategy has been effective/ineffective?

d. Brainstorming new ideas for gang prevention, intervention, and suppression?

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

    iv. Why do you feel the strategy has been effective/ineffective?

e. Developing a long-term plan for crime reduction in Saskatoon?

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

    v. Why do you feel the strategy has been effective/ineffective?

22. In your view, what are some of the intended goals or objectives of the Steering Committee in regards to the Crime Reduction Strategy?
    a. What does the Steering Committee attempt to achieve?
    b. To what extent do the organizations represented on the Steering Committee share common goals and objectives?
    c. To what extent has your organization set aside organizational goals to accomplish the collaborative goals of the Steering Committee?

23. In your view, what are some of the intended goals or objectives of the Steering Committee in regards to the Gang Strategy?
    a. What does the Steering Committee attempt to achieve?
    b. To what extent do the organizations represented on the Steering Committee share common goals and objectives?
    c. To what extent has your organization set aside organizational goals to accomplish the collaborative goals of the Steering Committee?

24. What are some of the specific activities of the Steering Committee in regards to the Crime Reduction Strategy?
    a. What actions have been taken to achieve the Committee's goals and objectives?
        i. What activities worked to further the Committee's goals?
        ii. What activities did not work?

25. What are some of the specific activities of the Steering Committee in regards to the Gang Strategy?

    a.   What actions have been taken to achieve the Committee's goals and objectives?
        i.   What activities worked to further the Committee's goals?
       ii.   What activities did not work?

26. To what extent has participating in the Crime Reduction Strategy influenced your organization's efforts to decrease crime with regards to:
    a. Strategic planning?
    b. Developing or modifying activities?
    c. Accessing and sharing information?
    d. Communication between Steering Committee organizations?
    e. Partnerships between Steering Committee organizations?

27. To what extent has participating in the Gang Strategy influenced your organization's efforts to decrease gang-related crime with regards to:
    a. Strategic planning?
    b. Developing or modifying activities?
    c. Accessing and sharing information?
    d. Communication between Steering Committee organizations?
    e. Partnerships between Steering Committee organizations?

28. Overall, what are some of the strengths of the Steering Committee?
    a. Do you feel that collaborating has accomplished more than if each of the organizations was working alone?
       iii.   Why or why not?
    b. What are the strengths of a collaborative approach?
    c. What are the weaknesses of a collaborative approach?
    d. What do you feel the benefits of being involved with the Steering Committee are?
    e. What do you feel the costs of being involved with the Steering Committee are?
    f. In your view, do the benefits of being involved with the Steering Committee outweigh the costs?

29. Overall, what are some areas that need to be improved upon?
    a. What challenges and barriers has the committee had to overcome?
    b. What can be done to improve the committee's functioning in the future?

30. Overall, how would you rate your experience with the Steering Committee in regards to the Crime Reduction Strategy?

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

    a. Why are you satisfied/dissatisfied?

31. Overall, how would you rate your experience with the Steering Committee in regards to the Gang Strategy?

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

   a. Why are you satisfied/dissatisfied?

32. Do you have any other comments that you want to make? Please feel free to discuss any issues that you feel are important to address.

Appendix E: Interview Schedule for Subcommittee Members

As you know, we are conducting these interviews as part of an evaluation of the Gang Strategy of Saskatoon. The results will tell us how well the strategy is working. We will also be asking you about the Prevention/Intervention/Suppression Subcommittee's process and possible areas for improvement. Because you are in a unique position to comment on the Gang Strategy, it may be possible that you might be identifiable through some of your comments, even though we will do our best to remove all identifying information in our report. Despite this limitation, please be as honest as possible in your answers because these interviews are important for helping us determine out how well the Gang Strategy is working.

I will begin by asking you questions about the Gang Strategy and then we will move to the role and function of the Prevention/Intervention/Suppression Subcommittee.

Gang Strategy Questions:

1. What is your current position?

2. Which agency do you currently represent?

3. In your view, why was the Gang Strategy initiated?
   a. How were needs identified?
   b. Please describe what some of these needs were/are.

4. In your view, what are some of the intended goals or objectives of the Gang Strategy?
   a. What does the strategy attempt to achieve?
   b. What are some specific activities of the Gang Strategy?

5. Has the Strategy experienced any changes during your involvement? Please describe what has changed and what prompted the change. When did the change occur?

6. Overall, what are some of the successes of the Gang Strategy?

7. Overall, what are some areas that need to be improved upon?

8. Overall, how would you rate your experience with the Gang Strategy? *(hand them card)*

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

   a. Why are you satisfied/dissatisfied?

Next, I am going to ask you your opinions about how effective the Strategy has been in accomplishing its goals. First, I would like you to rate the effectiveness on this 5-point scale *(provide card with rating scale)* and then I will ask you to explain your rating.

9. In your view, how effective has the strategy been in terms of:
   a. Developing strong relationships between the program staff and the clients

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

      i. Why do you feel the strategy has been effective/ineffective?

   b. Developing strong relationships with collaborating partners

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

      i. Why do you feel the strategy has been effective/ineffective?

   c. Developing strong relationships with community-based organizations

1	2	3	4	5
Very ineffective	Somewhat ineffective	Neutral, in the middle, neither effective nor ineffective	Somewhat effective	Very effective

      i. Why do you feel the strategy has been effective/ineffective?

10. Do you have any other comments about the Gang Strategy that you want to make? Please feel free to discuss any issues that you feel are important to address.

Prevention/Intervention/Suppression Subcommittee Specific Questions:

I am now going to ask you some questions about the Prevention/Intervention/Suppression Subcommittee. This section of the interview pertains ONLY to the process and functioning of the Prevention/Intervention/Suppression Subcommittee, not the Gang Strategy itself.

11. How long have you been involved with the Prevention Subcommittee?

12. How did you become involved with the Prevention/Intervention/Suppression Subcommittee?
   a. Why did your organization choose to join the Prevention/Intervention/Suppression Subcommittee? Was your organization invited?

b. Why were you selected to represent your organization on the Prevention/Intervention/Suppression Subcommittee?

13. In your view, why was the Prevention/Intervention/Suppression Subcommittee initiated?
    a. How were needs identified?
    b. Please describe what some of these needs were/are.

14. What is the Prevention/Intervention/Suppression Subcommittee's structure?
    a. Please describe the nature of your role with the Prevention/Intervention/Suppression Subcommittee (Duties? Responsibilities?)
    b. In your view, how clearly are the roles and responsibilities of your organization defined?
    c. To what extent do your roles and responsibilities further your organization's interests and strengths?

15. Please describe the Prevention/Intervention/Suppression Subcommittee's mandate.
    a. To what extent do you believe that the Prevention/Intervention/Suppression Subcommittee is meeting its mandate?
        ii. In what ways/areas do you think the Prevention/Intervention/Suppression Subcommittee is meeting its mandate?
    b. What do you think the Prevention/Intervention/Suppression Subcommittee needs to do to meet its mandate better?

16. In your view, what are some of the intended goals or objectives of the Prevention Subcommittee?
    a. What does the Prevention/Intervention/Suppression Subcommittee attempt to achieve?
    b. To what extent do the organizations represented on the Prevention/Intervention/Suppression Subcommittee share common goals and objectives?
    c. To what extent has your organization set aside organizational goals to accomplish the collaborative goals of the Prevention/Intervention/Suppression Subcommittee?

17. What are some of the specific activities of the Prevention/Intervention/Suppression Subcommittee?
    a. What actions have been taken to achieve the Prevention/Intervention/Suppression Subcommittee's goals and objectives?
        i. What activities worked to further the Committee's goals?
        ii. What activities did not work?
    b. How are decisions made by the Prevention/Intervention/Suppression Subcommittee?
        i.   Are all Committee members treated with respect and dignity?
        ii. To what extent do you feel your organization has had the opportunity to participate in decisions that are made?
        iii. In your view, are your views respected? Why or why not?
    c. How is information communicated?

i. Do you feel that you are fully informed?
d. To what extent does the Prevention/Intervention/Suppression Subcommittee use your organization's resources effectively (e.g., time, financial resources, in-kind resources)?
   i. How could your organization's resources be used more effectively?
e. Please describe the Prevention/Intervention/Suppression Subcommittee's accountability structure.
   i. How have conflicts been resolved in the past?
   ii. What do you think could be done to improve conflict resolution?

18. In your view, how effective has the Prevention/Intervention/Suppression Subcommittee been in terms of:
a. Developing strong relationships with the collaborating partners?
b. Developing strong relationships with community-based organizations?
c. Developing new alliances with new organizations?
d. Brainstorming new ideas for gang prevention/intervention/suppression?
e. Developing a long-term plan for reducing gang entry/exit in Saskatoon?
   i. What components of a long-term plan have been developed by the Prevention/Intervention/Suppression Subcommittee?

19. To what extent has participating in the Prevention/Intervention/Suppression Subcommittee influenced your organization's efforts to decrease gang-related crime with regards to:
a. Strategic planning?
b. Developing or modifying activities?
c. Accessing and sharing information?
d. Communication between Prevention Subcommittee organizations?
e. Partnerships between Prevention Subcommittee organizations?

20. Are you aware of any new services that have been created or revised to serve youths and/or adults at-risk for gang membership?
a. Please describe the services. Which agencies are these services offered through?
b. To your knowledge, were these services created because of the Gang Strategy?

21. Overall, what are some of the strengths of the Prevention/Intervention/Suppression Sub-Committee?
a. Do you feel that collaborating has accomplished more than if each of the organizations was working alone?
   i. Why or why not?
b. What are the strengths of a collaborative approach?
c. What are the weaknesses of a collaborative approach?
d. What do you feel the benefits of being involved with the Prevention/Intervention/Suppression Subcommittee are?
e. What do you feel the costs of being involved with the Prevention/Intervention/Suppression Subcommittee are?
f. In your view, do the benefits of being involved with the

Prevention/Intervention/Suppression Subcommittee outweigh the costs?

22. Overall, what are some areas that need to be improved upon?
    a. What challenges and barriers has the committee had to overcome?
    b. What can be done to improve the committee's functioning in the future?

23. Overall, how would you rate your experience with the
    Prevention/Intervention/Suppression Subcommittee? *(use card)*

1	2	3	4	5
Very dissatisfied	Somewhat dissatisfied	Neutral, in the middle, neither satisfied nor dissatisfied	Somewhat satisfied	Very satisfied

    a. Why are you satisfied/dissatisfied?

24. Do you have any other comments that you want to make? Please feel free to discuss any issues that you feel are important to address.

Appendix F: Follow-up Interview with Community Forum Participants

We are conducting these interviews as part of the evaluation of the Saskatoon Gang Strategy, part of which was the Community Forum held on January 24th, 2008. You have been contacted for a follow-up interview because you indicated your willingness to be contacted on the Community Forum Feedback Sheet that you completed on the day of the forum. We are interested in gaining more in-depth opinions and comments about the Community Forum, as well as any resulting benefits, now that some time has passed.

1. Did you attend the forum for the entire day, or only part? Which part (e.g. morning/afternoon, presentations/group work/video presentation/hip-hop performance)? If so, why did you leave early (e.g. had to get to work, didn't think the rest of the days events were useful, etc.)?

2. a) On a scale of one to five, how would you rate the usefulness of the Community Forum?

1	2	3	4	5
Not at all useful		Somewhat useful		Very useful

    b) What was most useful? What was least useful?

3. What kind of information (if any) gained at the Community Forum did you share with your organization? In what way(s) (e.g. email, presentation, left pamphlets in common area, discussions with colleagues)?

4. a) One important issue identified and discussed at the Community Forum was the lack of communication and coordination among agencies serving gang-involved youth, or youth at risk for gang involvement, and their families. In your view, has communication or coordination among agencies improved since the Community Forum? On a scale of one to five, how much?

1	2	3	4	5
Not at all		Somewhat		A lot

    b) If yes (2 – 5 on the scale), how so?

5. The Community Forum provided opportunities for networking (at coffee breaks, lunch, etc.). Did you meet any individuals from other agencies?

6. Have you contacted anyone that you met at the Community Forum regarding your work with gang-involved youth, or youth at risk for gang involvement, and their families? If

yes, whom, and for what purpose (e.g. referral for services, information sharing, planning/coordination of services, etc.)?

7. Has anyone that you met at the Community Forum contacted you regarding their work with gang-involved youth, or youth at risk for gang involvement, and their families? If yes, for what purpose (e.g. referral for services, information sharing, planning/coordination of services, etc.)?

8. Are you aware of any agencies that may be coordinating their services as a result of the Community Forum? If yes, which agencies? How are they coordinating their services?

9. Are you aware of any agency networks that have been created or strengthened as a result of the Community Forum? If so, what agencies are involved?

10. Several gaps in service for gang-involved youth, or youth at risk for gang involvement, and their families were identified at the Community Forum, including: communication/coordination of services, housing, early intervention services, personal relationships/mentors for youth, and transportation, among others. Were any strategies to overcome these gaps identified/highlighted/developed at the Community Forum? If so, what were they?

11. Have any potential supports been developed as a result of the Community Forum that address any of these gaps? If so, what are they? How have they been developed? By whom?

12. Are you aware of any other new services/programs for gang-involved youth, or youth at risk for gang involvement, and their families that have been created or revised as a result of the Community Forum? If so, what are they?

13. Do you have any further comments regarding the Community Forum you wish to share?

Now I would like to ask you a few questions about Saskatoon's Gang Strategy.

14. Has your agency participated in any of the Gang Strategy Subcommittees (e.g., prevention, intervention, suppression)? If so, what is/was the nature of the participation (i.e., attend meetings, participate in initiative development/operation)?

15. Are you aware of any influence the Gang Strategy has had on your agency (i.e., new services/programs created, additional spots offered in existing services, more coordination between agencies, etc.)?

Appendix G: Interviews with Program Clients

We are doing these interviews as part of an evaluation of Saskatoon's Gang Strategy. We have asked a number of people who are involved with STR8-UP. Your answers will help us figure out how well the Strategy is working. Your individual answers will be kept confidential, and will not be shared with correctional staff, your probation officer, etc. The only exceptions are if you provide information about child abuse, intention to harm others or yourself, or if you disclose information about any new offences; then we are obligated to notify the authorities. Please answer the questions to the best of your abilities.

1. Are you involved in any activities/programs/sports? If so, which ones? How did you get involved with each one (i.e., through Community Connections Worker, Community Youth Worker, Probation Officer)?

2. Do you think these activities help keep you out of trouble? How so?

3. Are there more activities you'd like to get involved with? Which ones? Why?

4. Have you had any trouble getting into programs or activities that you want to get into? What were the troubles?

5. Do you think there are enough programs/activities out there to keep you out of trouble?

6. What kind of activities would you like to see offered? Why?

7. a) Do you think lots of people want to join a gang? Why would someone want to join a gang?

   b) What are some good things that come from being in a gang?

   c) What are some bad things that can happen from being in a gang?

8. a) Do you think things would be better or worse for you if you were in a gang?

1	2	3	4	5
Much worse	Somewhat worse	Same	Somewhat better	Much better

   b) What would be better?

   c) What would be worse?

9. Do people try to get you to join a gang? How often does that happen? (e.g., everyday, every week, maybe once or twice a month, maybe once or twice a year, never)

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10. Are gangs trying to get more people to join their gangs? When people are asked to join a gang, do you think most of them do?

11. Do you think there are more or less people in gangs than a couple of years ago?

12. a) If someone is committing crimes for their gang, or with other people in their gang, do you think the police would catch them?

    b) How likely do you think getting caught would be?

1	2	3	4	5
Not at all likely	Not very likely	Neutral ("half and half", "in the middle")	Somewhat likely	Very likely

13. Do you think that the police have cracked down on gangs lately? How so? (e.g., more patrols, giving more charges more for little things, etc.)

14. Do you think the police are doing anything to keep gangs from doing more crime? Is it pretty easy to do crime and not get caught?

15. If someone wanted to leave their gang, do you think they could? Are there any services or programs that you know of that could help them? Like what? How would they help?

16. Do you have any personal experience with gangs yourself?

17. Are you involved in a gang now? (*If "no" - were you involved with a gang in the past?*)

Appendix H: Parent/Guardian Contact Script (Program Staff)

Process and Outcome Evaluation of the
Saskatoon Gang Strategy

Youth Worker Parental Contact Script

The Gang Strategy of Saskatoon was created in order to reduce gang activity in the city of Saskatoon. Researchers from the University of Saskatchewan are doing a research study to look at how the Strategy is working. I think that [name of client] would be able to provide the researchers with insight into this issue by providing [his/her] opinions about the gang situation in Saskatoon.

[Client] would receive $20 in gift certificates for participating in the study. I am calling to ask your permission to give your name and phone number to the researchers so they can talk with you about the study and explain what would be involved in more detail.

- ❏ *YES:* "Thank you very much. I will give your name and number to the researchers so they can contact you."
- ❏ *NO:* "Thank you for your time."

Consent *(To be completed by the Community Youth Worker):*

I received permission from _____ to give his/her name and
<div align="center">name of parent</div>
telephone number to Dr. Stephen Wormith, Department of Psychology, University of Saskatchewan.

Name of Parent: _____

Phone Number: _____

Appendix I: Parent/Guardian Contact Script (Researcher)

Process and Outcome Evaluation of the
Saskatoon Gang Strategy

Researcher Parental Contact Script

Name of Client: _____

I am part of a group of researchers from the University of Saskatchewan. We are conducting a research project that includes looking at the Community Connections program. Your [son/daughter] has identified as someone who may be able to provide us with insight into this program.

The goal of the research is to get an accurate idea of how the program has been working. Therefore, we would like to interview a number of people, including [client] to get [his/her] comments. [Client]'s participation in the study is completely voluntary. All of the comments provided by the participants, including [client], will be confidential. Your [son/daughter] will receive a $20 Wal-Mart gift certificate for participating in the interview.

If you give us permission to contact [client], we will get in touch with [him/her] and invite [him/her] to participate in the study. We will arrange a time and place to meet for the interview. The interview will last about 30 minutes.

Do I have your permission to contact [client] to invite [him/her] to participate?

- ❑ *NO:* "Thank you for your time."
- ❑ *YES:* "Thank you very much.

    Contact Info for youth:
    _____

Consent: To be completed by the researcher:

I described the research study and received permission from _____
<div align="center">Name of Parent</div>
to invite _____ to participate in the study.
<div align="center">Name of Client</div>

Appendix J: Interview with Community Resource Coordinator

We are conducting this interview as part of the evaluation of Saskatoon's Gang Strategy. In your role as Community Resource Coordinator, your position was the only one directly funded by the Gang Strategy (through NCPC), so your activities in this position, comments and perspective are particularly valuable.

1. First, could you list and provide a brief description of each of the activities that you conducted in your role as Community Resource Coordinator?

2. Please provide an approximate percentage of your time that was taken up by each activity (e.g., presentations, one-to-one work with active gangs/members or those at risk for gang involvement, community liaison with other agencies, development of gang awareness materials, administrative work/meetings).

3. Please describe the general content of your presentations for each type of audience (e.g., school children, parent groups, community organizations, etc.).

4. What agencies did you liaise with (e.g., correctional agencies, Aboriginal agencies/bands, community-based organizations, government departments – city/municipal, provincial, federal)? Could you list them from the agencies with whom you had the most contact to the least contact.

5. Did you encounter any barriers or obstacles in trying to carry out your duties? If so, what where they and were you able to overcome them? How?

6. a) Were there activities that were particularly well received? If so, what were they?
   b) Were there agencies or organizations that were particularly receptive to your efforts? If so, what were they?

7. Do you have any general "lessons learned"?

8. In terms of increasing awareness of gangs in Saskatoon, what worked best? Why? What worked least? Why?

9. In terms of your duties and activities, what seemed to work best? Why? What worked least? Why?

10. In terms of your accountability, could you describe your reporting relationship? (i.e., who you reported to? how often? how well your reporting worked? any comments?)

11. Now that your position has expired, are you aware of any ways in which your work is continuing? Or, any ways in which it would be possible for your work to continue?

12. Do you have any other comments regarding your work as Community Resource Coordinator that you would like to share?

13. Do you have any other comments regarding Saskatoon's Gang Strategy that you would like to share?

Appendix K: Interview with the Originator of STR8-UP

We are doing these interviews as part of an evaluation of Saskatoon's Gang Strategy. We feel that you are in a unique position to comment on gangs in Saskatoon and your comments and perspective would be very valuable to us. We would also like to know more about your work.

<u>About you and your role</u>

1. Can you describe some of the activities you do in regards to gangs?

2. How did your position and role develop?

3. How are you funded? (Church? City of Saskatoon?)

4. What kinds of things do you do to address the issue of gangs in Saskatoon?

5. How much time (percent of your job) is devoted to gang issues?

<u>About your observations and perceptions of gang activity in Saskatoon</u>

6. Are the gang affiliated individuals you work with involved in any particular services or programs? If so, which ones?

7. a) Do you think lots of people want to join a gang? Why would someone want to join a gang?

   b) What are some good things that come from being in a gang?

   c) What are some bad things that can happen from being in a gang?

8. Do you think gangs are trying to get more people to join their gangs? When people are asked to join a gang, do you think most of them do?

9. Do you think there are more or less people in gangs than a couple of years ago?

10. Do you think that the police have cracked down on gangs lately? How so? (e.g., more patrols, giving more charges more for little things, etc.)

11. Do you think the police are doing anything to keep gangs from doing more crime? Is it pretty easy to do crime and not get caught?

12. What things make it hard for someone to leave their gang?

About your thoughts and recommendations for the future

13. If someone wanted to leave their gang, do you think they could? Are there any services or programs that you know of that could help them? Like what? How would they help?

14. Do you think there are enough services/programs out there to keep kids out of trouble?

15. What kind of services/programs would you like to see offered? Why?

16. Is there some way in which the Gang Strategy could assist you in your efforts to address gang activity in Saskatoon?

17. Is there anything else you would like to say to help us understand gangs in Saskatoon?

Appendix L: Community Resource Coordinator Presentation Evaluation Form

Presentation Evaluation

Date: ~~At~~ Nov 1

Presentation: Gang Awareness and Prevention

Presenter(s): Harvey Thunderchild

Location: PAS ✓

Please √ check each item using the scale from 1 (lowest) to 5 (highest)

Description	Lowest				Highest
1. Clearly explained objectives	1	2	3	4	5 ✓
2. Presentation objectives achieved	1	2	3	4 ✓	5
3. Useful information	1	2	3	4	5 ✓
4. Useful handouts	1	2	3	4 ✓	5
5. Overall grade for presentation	1	2	3	4 ✓	5

Remarks:

The highlights were: new material / changes that have already ~~been~~ occurred

I need more: _____

One idea I can use in the future: constant presentations / constant updates

Suggested topics for future presentations: _____

Other comments: Excellent — Thank You

This presentation increased my:	Knowledge of gangs	Yes ✓	No __
	Parenting skills	Yes ✓	No __

Name & Email (optional): _____

(You may be contacted via email as a follow-up)

Thank You!

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Appendix M: Summary of Gang Affiliated Participant Responses to Questions in the Structured Interview

Table 1. A quantitative summary of participant responses obtained during the qualitative interview component of this evaluation. Interviews were conducted with males and females in custody, as well as males, females and youth in the community. Although not all of these participants were current or previous gang members, providing a much needed insight into the gangs in Saskatoon. The number of people who responded is indicated before the response. Not all responses total the number of people in a given category since participants were not all asked every question and some participants were unable to answer some questions.

	Custody		Community			Total
	Male (N=4)	Female (N=3)	Male (N=5)	Female (N=10)	Male Youth (N=2)	(N=24)
Are you involved in any activities/programs/sports?	3 – Yes 1 – No	3 – No	5 – Yes	10 – Yes	2 – No	18 – Yes 6 – No
Do you think these activities help keep you out of trouble?	2 – Yes 1 – Unsure	N/A	5 – Yes	3 – Yes 3 – Somewhat 2 – Not needed	N/A	10 – Yes 3 – Somewhat 1 – Unsure 2 – Not needed
Are there more activities you'd like to get involved with?	3 – Yes 1 – No	2 – Yes 1 – No	5 – Yes	7 – Yes 2 – No	2 – Yes	19 – Yes 4 – No
Have you had any trouble getting into programs or activities that you want to get into?	1 – Yes 3 – No	1 – Yes 2 – No	3 – Yes 2 – No	2 – Yes 8 – No	2 – No	7 – Yes 17 – No
Do you think there are enough programs/activities out there to keep you out of trouble?	3 – Yes 1 – Unknown	1 – Yes 2 – No	3 – Yes 1 – No 1 – Unknown	3 – Yes 1 – Yes but not accessible 2 – No	1 – Yes 1 – No	11 – Yes 1 – Yes, not accessible 2 – Unknown 6 – No
What kind of activities would you like to see offered?	-Rec. for youth -Sports	-Activity programs -Rec. For youth	-Employment assistance -Presentations -Parenting classes	-Domestic violence support groups -Rec. for youth -Sports	-Basketball -Volleyball	-Activity programs -Basketball -Domestic violence support groups -Employment

			-Rec. for youth -Treatment Centres			assistance -Presentations -Parenting classes -Rec. for youth -Sports -Treatment Centres -Volleyball
Do you think lots of people want to join a gang?	4 – Yes	3 – Yes	5 – Yes	8 – Yes 1 – No	1 – Sometimes 1 – No	20 – Yes 1 – Sometimes 2 – No
Why would someone want to join a gang?	-Intimidation -Money -Power -Protection -Safety -Sense of belonging	-Family -Look cool -Popularity -To be part of something	-Family -Lack of positive role models -Lonely -Media -Money -Protection	-Drugs -Family -Food -Look cool -Money -Peer pressure -Protection -Put girls on the street -Sense of belonging -Shelter	-Protection	-Drugs -Family -Food -Intimidation -Lack of positive role models -Lonely -Look cool -Media -Money -Peer pressure -Popularity -Power -Protection -Put girls on the street -Safety -Sense of belonging -Shelter -To be part of something
What are some good things that come from being in a	-Nothing	-Reputation -Protection	-Family -Learn to fight	-Protection -Feeling safe	-Family -Brothers	-Belonging -Brothers

gang?		-Money -Drugs -Family	-Companionship -Power -Partying	-Solidarity -Respect -Belonging -Togetherness		-Companionship -Drugs -Family -Feeling safe -Learn to fight -Money -Nothing -Partying -Power -Protection -Reputation -Respect -Solidarity -Togetherness
What are some bad things that can happen from being in a gang?	-Bossed around -Disrespected -Family getting killed -Killed -Losing family -Paralyzed	-Family getting in trouble -Stabbings	-Drugs -Killed -Have to victimize people -Jail -Judgement from family -Kill somebody -Not real family	- Reputation damaged -Killed -Doing things you don't want to -Drugs -Hurt -Jail -Loss of culture -Poverty -Prostitution -STIs	-Enemies -Jail -Killed -Stabbed	- Reputation damaged -Bossed around -Disrespected -Doing things you don't want to -Drugs -Enemies -Family getting in trouble/killed -Have to victimize/kill people -Hurt -Jail -Judgement from family -Killed -Losing family -Loss of culture

						-Not real family -Paralyzed -Poverty -Prostitution -Stabbed -STIs
Do you think things would be better or worse for you if you were in a gang?	4 – Much worse	1 – Much worse 1- Somewhat better 1 – Somewhat worse	5 – Much worse	6 – Much worse 2 – Somewhat worse 1 - Same	1 – Much worse 1 – Better	17- Much worse 3 – Somewhat worse 1 – Same 1 – Somewhat better 1 – Better
What would be better?	-Sense of belonging	-Always having basic needs met -Always having family -Backup -Better drugs -Fun -Money	-Nothing	-More friends -Respect	-Protection	-Always having basic needs met -Always having family -Backup -Better drugs -Fun -Money -More friends -Nothing -Protection -Respect -Sense of belonging
What would be worse?	-Carry weapons -Choosing gang over family -Fear -Forced to do things you don't want to -The gang	-Fall back into the life -Fight own people -Jail	-Deeper in addiction -Jail -Safety	-Do things they don't want to -Get in more trouble -Get jumped often -Get pimped -Jail -Lose everything	-People want to beat you up	-Carry weapons -Choose gang over family -Deeper in addiction -Do things they don't want to -Fall back into the life

				-Lose kids -Safety -Selling drugs		-Fear -Fight own people -Forced to do things you don't want to -Get in more trouble -Get jumped often -Get pimped -Jail -Lose everything -Lose kids -People want to beat you up -Safety -Selling drugs -The gang mentality
mentality						
Do people try to get you to join a gang? How often does that happen?	3 – Infrequent 1 – Never	1 – Weekly 2 – Never	2 – All the time 1 – Monthly 2 – Never	2 – Sometimes 8 – Never	1 – Sometimes 1 – Never	2 – All the time 1 – Weekly 1 – Monthly 3 – Sometimes 3 – Infrequent 14 – Never
Are gangs trying to get more people to join their gangs?	2 – Yes 1 – No 1 – Unsure	1 – Yes 1 – Somewhat 1- No	5 – Yes	10 – Yes	2 – Yes	20 – Yes 1 – Somewhat 1 – Unsure 2 – No
When people are asked to join a gang, do you think most of them do?	4 – Depends	2 – Yes	2 – Yes 3 – Some	9 – Yes 1 – No	1 – Yes 1 – No	14 – Yes 3 – Some 4 – Depends 2 – No
Do you think there are more or less people in gangs than a couple of years ago?	3 – More 1 – Unsure	3 – More	5 – More	8 – More 1 – Same 1 – Less	2 – More	21 – More 1 – Same 1 – Less 1 – Unsure

If someone is committing crimes for their gang, or with other people in their gang, do you think the police would catch them?	2 – Yes 1 – No 1 – Unsure	1 – Not right away 1 – Depends 1- No	2 – Yes 2 – Depends 1 – Unsure	6 – Sometimes 3 – No	1 – Depends 1 – No	4 – Yes 6 – Sometimes 1 – Not right away 4 – Depends 2 – Unsure 6 – No
How likely do you think getting caught would be?	4(0.82)	2.67(1.15)	3.40(1.14)	2.78(1.48)	2.50(0.71)	3.13(1.18)
Do you think that the police have cracked down on gangs lately?	2 – No 2 – Don't know	1 – Yes 1 – No 1 – Don't know	1 – Yes 3 – No	2 – Yes 7 – No 1 – Don't know	2 – Yes	6 – Yes 4 – Don't know 13 – No
Do you think the police are doing anything to keep gangs from doing more crime?	3 – Yes 1 – Don't know	1 – No 2 – Don't know	1 – Somewhat 1 – No 1 – Don't know	2 – Yes 2 – Somewhat 5 – No 1 – Don't know	1 – Yes 1 – No	6 – Yes 3 – Somewhat 8 – No 5 – Don't know
Is it pretty easy to do crime and not get caught?	4 – Yes	1 – Yes 1 – Depends	2 – Yes 1 – Depends	5 – Yes 2 – Sometimes 1 – No	1 – Yes 1 – Depends	13 – Yes 3 – Depends 2 – Sometimes 1 – No
If someone wanted to leave their gang, do you think they could?	4 – Yes	3 – Yes	3 – Yes 2 – Depends	9 – Yes 1 – No	1 – Depends 1 – No	19 – Yes 3 – Depends 2 – No
Are there any services or programs that you know of that could help them?	- STR8-UP	-RAGS -STR8-UP	-Counsellors -Flag Bear -STR8-UP -Minister	-STR8-UP	-A program at STC	-Counsellors -Flag Bear -Minister -RAGS -STC -STR8-UP
Do you have any personal experience with gangs yourself?	4 - Yes	3 – Yes	5 – Yes	9 - Yes	1 – Yes 1 – No	22 – Yes 1 – No
Are you involved in a gang	3 – Yes	3 - Yes	4 – Yes	5 – Yes	1 – Yes	16 – Yes

now or were you in the past?	1 – No					1 – No
Can you tell me the number that best describes your place in the gang?	2 – "4" 1 – "5"	2 – "4" 1 – "5"	3 – "3" 1 – "5"	1 – "5" 2 – "4" 1 – "3-4" 1 – "3" 1 – "2-3"	1 – "4"	1 – "2 – 3" 4 – "3" 1 – "3 – 4" 7 – "4" 4 – "5"
How long have you been involved with this gang?	18 months to two years	Two years to four years	One and a half years to 14 years	Two months to entire adult life	Two to three months	Two months to entire adult life
Would you consider yourself a gang member? Did you consider yourself a gang member?	3 – Yes 1 – No	3 – Yes	4 – Yes	4 – Yes	1 – Yes	15 – Yes 1 – No
Do you have any no-contact conditions?	4 – No	3 – No	1 – Yes 4 – No	1 – Yes 7 – No	2 – Yes	4 – Yes 18 – No
In the future, would you like your involvement with the gang to stay the same, become more involved, or less involved?	4 – Less	2 – Same 1 – Less	2 – Same 2- Less	2 – Same 7 – Less	1 – More 1 – Less	1 – More 6 – Same 15 - Less
Was it difficult to leave your gang? Or would it be?	2 – Yes 1 – No	2 – Yes 1 – No	3 – Yes 2 – No	2 – Yes 3 – No	1 – No	9 – Yes 8 – No
How likely are you to leave your gang in the next 6 months?	N/A	1 – Somewhat likely	N/A	N/A	1 – Somewhat unlikely	2 – Somewhat unlikely
What things make it hard for you to leave your gang? What made it hard to leave the gang?	-Acceptance -Belonging -Brothers are now enemies -Intimidation	-Brothers -Sisters	-Brothers -Drug addiction	-Fear -Responsible for girls under her -Safety	-Brothers -Too much beef with other gangs	-Acceptance -Belonging -Brothers -Brothers are now enemies -Drug addiction -Fear

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						-Intimidation -Responsible for girls under her -Safety -Sisters -Too much "beef" with other gangs

Appendix N: Interview with a Mother who Volunteers at the Kinsman Activity Place in its Entirety

Interview with a Mother who Volunteers at the Kinsman Activity Place
In conducting interviews at the Kinsman Activity Place Women's Group, the Evaluation Team interviewed a volunteer with the group. Although it was quite apparent that this woman did not fit into the same category of analysis as other participants, she was nevertheless able to provide some insights into gang-life in Saskatoon. In particular, she provided some perspective of family members who have been hurt by gang violence.

One member from the interview team interviewed this woman during her first visit to the KAP women's group. She mentioned that she has been coming to the KAP for the two weeks prior to the interview. She believes that the KAP is good for the community by providing services for people who need support. She also believes that these women are able to bond and support each other. When asked specifically about programs that she would like to see, she said she would like to see some trauma groups for people who have suffered traumas in Saskatoon that were violent. She said that she went from experiencing extreme trauma to engaging in one-on-one intensive counselling for a couple of years, but that there was nothing around to help her to integrate back into the community or to help her feel like she was part of the community again.

She was then asked if she thought most people want to join a gain. She said that she does not believe that children think about joining gangs and that schools are a fertile breeding ground for gangs.

> *If they are poor, if they are Native, if they have like old clothes or they need shoes. And the older boys in schools or the older girls get a hold of them and befriend them and they give them like a smoke or give them like a coat or something. Eventually they owe, there's like this obligation that you owe me, you know. And eventually they get into violent crimes and as they get older they become more desensitized to hurting people and they don't really have a conscious about it.*

She also talked about how the gangs are growing in the city. When asked what she thought some of the benefits were for gang members, she said that for the young people, it is some kind of commonality and trust that builds between the guys in the group.

> *If you got somebody who would do anything for you, anything then I think that that there's a feeling of security with the a group as opposed to being individual and I think if you need something I think you can turn to the gang for it. I think a big part of it, everybody scared, everybody is scared to walk out the doors at night, anybody that's not really a part of any of that and tries to stay away from it or tries to protect their children from that or their grandchildren, its your always looking over your back, you're always looking around and scoping out like the parking lot and you know that they are watching you so you're watching them and it's constant. You can't even let your guard down.*

She also discussed how people are always in fear and have to be careful about what they wear

when they are walking around on the west side of the city.

> *And you can't dress up, you can't look, you can't wear like I have diamond earrings and I didn't take it off today but I wouldn't be wearing these. Like I just forgot they were on but you don't wear diamonds or stuff like that because anything flashing and they want it, they are going to come and take it.*

She said that this fear controls how people behave in the city. She talked about an instance where her son's friend went out and spent his first pay cheque on new clothes and was robbed by a gang when he left the mall. But he never called the police because of fear and the potential for intimidation by those who robbed him.

> *The police are not getting all the phone calls. they are not getting every single thing that's going on that's a crime because they're called a rat if they go to the police, if they are Native so they just say, they think about it very quickly and they just drop and say take it, it's not worth being killed for, so and then there's trauma to deal with and they get no help for it because they didn't charge them.*

When asked if she has ever been approached to be in a gang, she indicated that she has not. However, her kids have been approached and hurt by gangs. She explained that her oldest grandchild is currently at an age where he is very vulnerable to the influence of gangs, and dealing with a lot of things at the moment. She said that the gangs are trying to get him addicted and that he is starting to steal expensive things, such as a camcorder. She mentioned that, when her daughter was a teenager, a girl tried to slash her throat with a knife because she would not join a gang. Fortunately, her martial arts training helped protect her from serious harm.

> *Every Native child growing up in the city experiences real conflict when they are growing up here and they either really have to defend themselves and fight to be an individual or you have to get through those teen years and they are going to be fighting all the way through life ... and my kids fought.*

She said that her kids were frequently approached by gangs, and that they had to move to different schools. She also mentioned that she felt that the teachers and the schools systems were not structured in a way that helps the children with their safety; many young people are afraid to discuss gang issues at school. She believes that there has to be some sort of safety in the schools because that is where many of the problems begin and fester.

She was then asked if she thought that someone who was committing crimes for their gang, or with other members of their gang would get caught. She believed that most people get away with their crimes largely because people live in fear and do not report the crimes.

> *People don't report. They turn their cheek to it because they say that the people won't take them long to find out who are or who your family is. I think a lot of them get away with crime.*

When asked to rate how likely getting caught would be on a scale from one to five, she said

somewhere in the middle. When asked if she thought the police were cracking down on gangs lately, she was not too sure. She was then asked if she thought that someone could easily leave a gang if they wanted to.

She explained that when her son left the gang, he also left his "bros" and that is something they will never let him live down. She was then asked to comment on whether she thought that there were any services or programs to help people who want to leave a gang. She mentioned that, in her son's case, he has a strong family with strong family supports. In order to be a supportive family, she explains, you have to be sober with no addictions in the family in order to deal with the addictions of the gang member as they leave the gang.

> *With the youth you have to deal with their addictions, you have to deal with the alcoholism, you have to deal with you know the crime wave that they were in, and your thinking that he wasn't my son anymore, someone took him away from me. He was this strange hard person that was sleeping in my sons bed, and it's like you had to keep showing lots of love, showing lots of support, showing lots of affection and slowly stripping those people away out of your child's life and you have to do it very hard and very fact and systematically, like how they got him into it. You have to pull him and strip all that stuff away and bring him back to humanity again.*

She did not know of any actual programs that could help, but would like to see a life skills program for youth that could help them get their lives back on its proper track.

When asked if she had ever been asked to join a gang, she indicated that she grew up in the United States and was never asked to join any gangs while living south of the border, although she did indicate that she was exposed to gangs and gang violence. When asked if there was anything else that could be done to help youth leave their gang, she suggested:

> *Anything that goes on in this city is like fast, rush rush, you know. Lets hurry up and get you in this rehab program, lets hurry up and get you clean and its only 1 week over there at Larson House. You know what you really have to do is bring them back. Somewhere where they can have, the can have peace of mind. where they don't feel scared, where's there's no stress, where's there's no peer pressure, there's no lets run out and make lots of money and work really hard, you know. There's always temptation in the city. And if you remove them and put them in an area where's there's limited temptation and you got a whole community helping you. There just seem to be that, if there was some kind of lodge. If they actually made a lodge somewhere in an area where there was no desire for alcohol or drugs, I think that would a big benefit. I think that you know maybe we have lots of programs, but are they working? No, you always have to have a really strong family to make sure that person is helped. So you put them out in a lodge. I always thought of that, you get them thinking, get their spirit back, get their soul back...I think it would be very beneficial for someone to go through a program like that, even if it's just to get them thinking about themselves. Me instead of we, you know get them desensitized to that gang stuff because it takes them awhile to get.*

Appendix O: An Interview with the Originator of STR8-UP in its Entirety

Interview with the Originator of STR8-UP
The Evaluation Team interviewed the Originator of STR8-UP, a diocesan priest in Saskatoon, who is recognized as a local authority on gangs. He was recently awarded the Order of Canada that recognized his outstanding achievement working with gangs and young people with addictions. The Evaluation Team believes that the present evaluation would not be complete without his wise counsel.

STR8-UP

When asked about his work with gangs, he observes that he works mainly (but not only) with those who are ready to leave their gang. However, he stresses that the STR8-UP program does not actively recruit gang members per se; rather, it is the responsibility of the gang member to initiate contact and ask for advice about leaving their gang.

There are five conditions that are necessary for membership in STR8-UP: drop your colours, deal with your addiction, work at being honest and humble, and commit four years of your life to STR8-UP.

> *The goals are very simple. If you're a parent, you have to be a loving parent. If you have a partner, you have to be a faithful partner. And to become, thirdly, a responsible citizen.*

Although developed by a diocesan priest, he stresses that STR8-UP is not a faith-based group; anyone and everyone wanting to leave their gang is invited to seek help.

When asked about the particular services offered by STR8-UP, he observed that STR8-UP can help in many ways: gang members can be encouraged to participate in reading and education programs that help prepare them for meaningful employment opportunities; programs such as Narcotics and Alcoholics Anonymous help participants stay clean and sober; or members can participate in such ceremonies as a sweat lodge. However, it is important to observe that STR8-UP does not implement the above programs per se; rather, STR8-UP encourages participants to actively seek out those community organizations and agencies which offer needed programs and services.

His Role

He explained that he first began working with First Nations people in 1977, where he worked in the Arctic for five years doing economic development. He then came back to Saskatoon to work at Joe Duquette High School (now Oskayak High School) where he stayed for ten years. During his time there it had became clear that the learning dimension of the school was not successful. Instead, there had to be an added dimension which was given equal importance and prominence to learning at the school - healing. Upon this realization, the staff worked very hard to turn the school into a place conducive to healing and learning. In essence, every teacher became a counsellor and addressed real life issues, such as suicide, addiction, rape, and Foetal Alcohol Syndrome.

After working at the high school for ten years, he felt that it was time to bring his work to the Correctional Centre in Saskatoon. He spent seven years at the Centre until his retirement. Even though he was retired, he soon discovered that many of the people he had met in school, jail, and on the street continued to ask for his help. Over the years, he has worked with over 50 ex-gang members. His main goal has been to help provide gang members with the knowledge and skills needed to leave their gangs and find meaningful employment. Although he is retired, he continues to help gang members whenever he can.

Funding

Until recently, he covered STR8-UP's expenses out of his own pocket. STR8-UP has recently established a working relationship with the John Howard Society, which now takes care of the program's auditing and bookkeeping. The Society has also provided him with an assistant who will eventually take over his position.

Perception of Gangs in Saskatoon

When asked what he does to address the gang issue in Saskatoon, explained:

> *I don't address the issue of gangs in Saskatoon. What I do is help guys who want to leave the gangs to find their path, their journey, their healing path so that they can have a normal life. And if that impacts the gang situation in Saskatoon, ok. But, I don't work with – I'm not in a war against the gangs, I'm not battling the gangs, I'm not anti-gang, I'm just there to help the guys who want to get out. Cuz nobody else wants to help them out, nobody believes in them. Who believes in guys who want to get out of gangs? You know, so somebody has to believe in them.*

When asked if a lot of people want to join a gang, he says that often, the decision to join a gang is not really a matter of choice, as much as joining is often a matter of necessity. For example, offenders will often join gangs in prison in order to protect themselves from other rival gangs. He goes on to explain:

> *If your older brothers are in a gang, you almost don't have a choice. If your dad and your uncles are gang members, you almost don't have a choice. If you're a little guy on the street and people are beating you up and say 'well, if you join a gang nobody will beat you up', well then you almost have no choice. If nobody loves you, nobody wants you at home, mom and dad are drinking all the time, and they beat you and they kick you out – you're going to look for someplace to belong. So, you might not want to join a gang, but at least you have someplace to belong.*

He adds that parents, and society in general, are partly to blame for the growing gang problem for letting many children fall through the cracks.

When asked about the benefits that come from being in a gang, He observes that gangs not only provide protection and the opportunity to make money, they also become a member's extended family. He wryly observed that society consists of other, more socially acceptable "gangs" such as the RCMP, the City Police, the Lions, Elks, and the Kiwanis Club. Such groups also form around a common interest, and readily satisfy members' various social needs of all kinds.

He then discussed the lack of programs and activities that were once available for children. Some of these activities mentioned included the Boy Scouts, hockey teams, and baseball teams. Unfortunately, schools and churches are no longer as involved in developing such activities for young people as they once were.

When asked what some of the bad things that come from being in a gang, he states that:

> *You will either die or go to jail. Or you'll kill somebody or stab somebody. But nothing good comes out of a gang.*

When discussing gang recruitment, he feels that gangs are actively trying to recruit members. He explains that there are "three R's" of gang membership - recruitment, retaliation and respect. He says that you acquire respect by being a *"hard ass."* This can be done by a number of things, such as killing someone, stabbing someone or doing a break and enter. When a gang member is disrespected, a gang will retaliate on behalf of its members.

He believes that there are more people in gangs than a few years ago. His reasoning behind this statement is simple: Gangs are making deeper inroads into the province's various reserve communities. Similarly, the number of gang members is growing in the province's urban centres.

> *It's vicious what's happening out there, people don't realize it.*

He believes that the police are doing their best to crack down on the growing gang problem. He says that you *"can't turn around on the West side without bumping into a cop."* He does not have a problem with that and that people have to feel safe. He then goes on to discuss his admiration for the police and acknowledged how tough of a job they have.

Although the police are doing their best to keep gangs in check, they are often hindered by the fact that many gang-related crimes are not reported because gang members "don't rat out one another." Similarly, many citizens may not report a gang-related crime out of fear of retaliation. He acknowledged that he cannot be certain about this, but his experience tells him that this is the case.

When asked if it is pretty easy to commit a crime and not get caught, he laughs.

> *Oh yeah, as long as you're sober, and not high.*

When asked what makes it hard to leave a gang, he discussed the journey of healing for those who want to leave the gang lifestyle behind. He developed a paper that chronicles the challenges that gang members face when leaving their gang. He suggests that their journey typically involved four phases: the decision making phase, the vacuum phase, the reclaiming phase and the stabilizing phase. This is advice that he gives to STR8-UP members to give them a picture of where they are, what they have done, and where they need to go. These stages highlight the importance of the four year commitment to STR8-UP in order to facilitate gang exit. This has been really helpful for those who do not see a light at the end of the tunnel. When they finish

reading it they say "hey, yeah I think I can do this." STR8-UP helps provides gang members with a road map and confidence to abandon the gang lifestyle.

Thoughts and recommendations for the future

Although leaving one's gang may often be difficult, leaving is not an impossible task. If the individual sincerely wants to leave their gang, and is willing to reach out for help, he can soon learn to become a responsible citizen. But the goal of STR8-UP is not to push; its goal is to lead.

> *We don't walk ahead of them to lead and we don't walk behind them to push; we walk beside them. They are men – and women – they are not kids; they need to be treated like adults.*

In discussing whether there are enough available services and programs to keep children and youth out of trouble, he explained that this is not the central, all-defining issue. He says that you can have a million programs, but it will not matter if you do not love the kids.

> *You gotta love your kids, you gotta love the guys you're working with. It's a matter of relationships. It's all about relationships, it's got nothing to do with a 12 year old, a 10 year old... if you don't have relationships, a positive, healthy, wholesome, creative relationship, the kid will quit on you, or he'll use you.*

However, this is hard when most people work from 9 to 5. As a professional, it is hard to get personally involved in one's work. *"So how are you going to create a relationship?"* he asks. There are very few people who are able to do this, and those who do are the exception. He described his assistant (of John Howard Society and STR8-UP) as one of these people.

> *That man is unbelievable, he is something else. He is so kind and generous and thoughtful and caring. I haven't met too many like him.*

Although he does feel that programs are important, he also believes that you first must start with a way of life or a relationship, and then you start the program that meets the needs of those people. He does not see STR8-UP as a conventional program per se; he sees it as promoting a way of life.

> *Programs are not the answer. It's the values, it's the way you live your life that will bring about change.*

One of the most important things about what they are doing in STR8-UP is reaching out into the community. Over the past year alone STR8-UP has participated in many activities such as networking with and giving presentations to various agencies. He feels that it is important for the STR8-UP members to continue to do what they are doing – it is their healing journey. They need to tell their story, become involved, take pride in who they are, and get the positive feedback.

He would like people to look at the members of STR8-UP as a bunch of people who are positive and are doing a good job – yet understand that they are not perfect. It is expected that people will sometimes backslide into their former lifestyle. As he observed;

Don't be surprised if they go back to jail two-three times before they are, you know, healed.

Regardless, those who seek the help of agencies such as STR8-UP need the continuing support of their community rather than the labelling that often stigmatizes and hinders their progress.