

**Northeast Youth Violence Reduction Partnership (NYVRP)
Formative Evaluation:
April 2015 – March 2018**

**Lisa M. Jewell, Susan Mulligan, and
J. Stephen Wormith**

**Centre for Forensic Behavioural Science
and Justice Studies**

University of Saskatchewan



**UNIVERSITY OF
SASKATCHEWAN**

March 2019

Deliverable:
Northeast Youth Violence Reduction Partnership (NYVRP)
Formative Evaluation:
April 2015 – March 2018

Submitted by the:
Centre for Forensic Behavioural Science and Justice Studies,
University of Saskatchewan

Lisa Jewell, Susan Mulligan, and J. Stephen Wormith

Submitted to:
Saskatchewan Ministry of Justice and
Public Safety Canada, National Crime Prevention Strategy

Submitted on:
March 29, 2019

Period covered by report:
April 1, 2015-March 31, 2018

Project name:
Northeast Youth Violence Reduction Partnership
(Northern Integration Initiative)

NCPC File Number:

6755-G1

Version 1

Table of Contents

1.	Executive Summary	5
1.1	Introduction	5
1.2	Project Description	5
1.3	Evaluation of the Program.....	6
1.4	Formative Evaluation Findings	7
1.5	Evaluation Limitations	8
1.6	Lessons Learned	9
1.7	Recommendations	10
1.8	Conclusions	12
2.	Introduction.....	13
2.1	Need for the Project.....	14
3.	Theoretical Framework Underlying the NYVRP	16
3.1	Theoretical Framework: The Youth Violence Reduction Partnership Model	16
3.2	Theoretical Framework: Re-entry and Intensive After Care Program Model	21
4.	NYVRP Project Description	23
4.1	NYVRP Target Group.....	24
4.2	NYVRP Management.....	26
4.3	NYVRP Program Activities	28
4.4	Theory of Change.....	31
4.5	Program Logic Model	31
5.	Evaluation Questions	36
5.1	Formative Evaluation	36
5.2	Process Evaluation	37
5.3	Impact Evaluation	38
6.	Methodology	40
6.1	Evaluation Design	40
6.2	Participants	42
6.3	Data Collection Methods.....	43
6.4	Data Analysis Methods	44
6.5	Project Ethics.....	45
6.6	Methodological Limitations	46
7.	Formative Evaluation Findings and Interpretation	47
7.1	Stakeholder Involvement.....	47

7.2	Community and Stakeholder Engagement and Needs Assessment	52
7.3	Community Needs Assessment.....	62
7.4	Governance Structure.....	68
7.5	Program Delivery Decisions	72
7.6	Adapting the YVRP and RIAP models	75
7.7	Adherence to RNR Principles	81
7.8	Eligibility Criteria	91
7.9	NYVRP Participant Characteristics	95
7.10	NYVRP Program Delivery	104
7.11	Community Strengths and Obstacles.....	126
7.12	Staffing	129
8.	Process Evaluation Findings and Interpretation	139
9.	Impact Evaluation Findings and Interpretation.....	140
9.1	Preliminary Outcomes.....	141
10.	Cost Analysis Findings	145
11.	Relevance.....	146
12.	Challenges, Opportunities, and Lessons Learned	146
12.1	Program Design and Development Lessons Learned.....	147
12.2	Program Delivery Lessons Learned	151
12.3	Evaluation Lessons Learned	154
13.	Recommendations.....	154
13.1	Program Delivery Recommendations.....	154
13.2	Evaluation Recommendations	156
	References.....	158
	Appendix A: Evaluation Matrix by Year and Evaluation Type	163
	Appendix B: Formative Evaluation Interview Guide for Stakeholders and Staff – Start-up of the NYVRP	179
	Appendix C: Formative Evaluation Interview Guide For Stakeholders and Staff – Initial NYVRP Implementation	180
	Appendix D: Interview Recruitment Letter for Stakeholders for the Formative Evaluation	182
	Appendix E: Project Description for the NYVRP Evaluation.....	184
	Appendix F: Formative Evaluation Consent Form for Stakeholders.....	186
	Appendix G: Ethics Exemption Letter One	189
	Appendix H: Ethics Exemption Letter Two	190

1. EXECUTIVE SUMMARY

1.1 Introduction

The Northeast Youth Violence Reduction Partnership (NYVRP) is a five-year initiative (April, 2015 to March, 2020) that involves the delivery of programs and services to youth in three predominantly First Nation communities (Deschambault Lake, Pelican Narrows, and Sandy Bay). The purpose of the initiative is to reduce youth offending and create safer communities. As such, it targets youth who are 12 to 24 years of age, “at risk” or already involved in the criminal justice system, who exhibit violent behaviour, and/or who are gang-involved or at risk of gang involvement. The Saskatchewan Ministry of Justice, Corrections and Policing was awarded up to \$4.5 million from the National Crime Prevention Strategy (NCPS) to implement the project.

The University of Saskatchewan’s Centre for Forensic Behavioural Science and Justice Studies has been contracted by the Saskatchewan Ministry of Justice to complete a formative, process, and impact evaluation of the NYVRP. The current report presents the results of the formative evaluation and considers all program development and delivery activities that occurred between April 1, 2015 and March 31, 2018.

1.2 Project Description

1.2.1 Primary Program Components

The NYVRP is informed by two theoretical models: 1) the Youth Violence Reduction Partnership (YVRP) model; and 2) the Re-Entry and Intensive Aftercare (RIAP) model (also referred to as the Community Connections Program in Saskatchewan). It is governed by an overarching Oversight Committee and local Advisory Committees and receives additional support and direction from the Saskatchewan Ministry of Justice. The NYVRP has a small staffing complement, including:

- 1 Project Manager, responsible for managing program development and delivery
- 1 Health and Wellness Coordinator (HAWC), responsible for providing clinical oversight
- 6 Health and Wellness Workers (HAWWs), two in each community, responsible for directly supporting youth enrolled in the program.

HAWWs work with Core Teams in each community to develop and monitor care plans through an integrated case management process. HAWWs attempt to address youth’s risk factors by connecting them with appropriate supports and services and meeting with them on a regular basis (at least three times per week). HAWWs have a caseload of 7 to 8 youth and work with youth for up to 12 months. The NYVRP is a voluntary program.

1.2.2 Project Participants

Youth admitted to the NYVRP must be between the ages of 12-24 years old and have a current or recent history of violent behaviour and/or be gang-involved or at risk of gang involvement. Any youth enrolled in the program should be “high risk” to (re-)offend. Youth may be referred to the NYVRP by Corrections or local community sources (e.g., the RCMP schools).

In the first year of programming, 82 youth were referred to the NYVRP and 57 consented to participate. Based on the data available, at least 75% of these youth met the program eligibility criteria. More youth may have met the criteria, but data was unavailable to verify their eligibility. Demographic characteristics of the youth enrolled in the NYVRP are presented in Table 1.

Table 1: Demographic Profile of NYVRP Consented Participants (N=54)

Referrals	Total <i>n</i> (%)
Referral Source	
Community	38 (70.4%)
Corrections	16 (29.6%)
Gender	
Male	39 (72.2%)
Female	15 (27.8%)
Age	
12-14 years	16 (30.2%)
15-17 years	21 (39.6%)
18-20 years	11 (20.8%)
21-24 years	4 (7.5%)
25+ years	1 (1.9%)
Ethnicity	
First Nation	53 (98.1%)
Métis	1 (1.2%)

1.3 Evaluation of the Program

The current report focuses solely on the results of the formative evaluation, which spanned the first three years of the initiative, and examined the initial start-up of the NYVRP, as well as the first year of program delivery. Some of the key areas assessed by the evaluation were the:

- Effectiveness of the stakeholder and community engagement process employed
- Effectiveness of the governance structure
- Adaptations made to the YVRP and RIAP models for the NYVRP
- Extent to which the NYVRP adheres to the principles of risk, need, and responsiveness
- Degree of adherence to the program delivery model
- Characteristics of NYVRP participants and whether they matched the target population
- Adequacy of staffing levels and training for staff

Data collection methods employed in the formative evaluation included:

- 26 interviews with program stakeholders
- Document review of meeting minutes, as well as program forms and materials
- Database review (i.e., Community Data Collection tracking sheet) of 82 individuals
- Casefile review of 54 individuals
- Observation

1.4 Formative Evaluation Findings

1.4.1 Stakeholder and Community Engagement

The NYVRP engaged a comprehensive network of federal, provincial, and community stakeholders to establish the NYVRP, particularly at the community-level. A respectful engagement approach was used wherein provincial stakeholder and community leadership were consulted first, followed by directors and managers, and then frontline workers. Several stakeholders perceived this to be a successful strategy as it resulted in widespread community support for the NYVRP and a belief that the program was community-based.

1.4.2 Governance Structure

Overall, the governance structure (i.e., an overarching Oversight committee and local Advisory Committees) seemed adequate and comprehensive as it allowed for local community representatives to provide input and direction into the NYVRP, while also providing a mechanism for higher level decisions makers to be involved in the program and to resolve issues (e.g., policy conflicts) that cannot be addressed at the local level. However, both committees have been affected by a lack of commitment and inconsistent participation by some partner agencies. In addition, neither committee has been used to their fullest potential and the frequency of meetings for both committees had to be reduced.

1.4.3 Adapting the YVRP and RIAP Models

In addition to planned adaptations of the YVRP and RIAP models (e.g., implementing the YVRP model in a rural setting, having smaller caseloads of 15 youth per every two HAWWs, using risk assessments to determine the youth's risk level, being a voluntary program, and extending the eligibility criteria to 12 to 24 years), a number of other adaptations emerged in consultation with the Advisory Committees and Corrections. Specifically, it was necessary to incorporate a cultural component to help youth build stronger connections to their culture, focus less on strict supervision and surveillance by police and probation officers in favour of a friendly supervision model, reduce the expected level of contact between probation officers and youth, and help youth seek treatment for any mental health and cognitive needs they have.

1.4.4 Adherence to Risk, Need, Responsivity Principles

The completion of risk assessments has been a significant challenge for the program (for both community- and corrections-referred youth). For the 57 consented clients participating in the NYVRP during the first year of program delivery, only 14 POSITs, 2 YLS/CMIs, and 1 SPRA were available. At the community level, staff's level of education and comprehension of the YLS/CMI were identified as significant obstacles in completing assessments. For Corrections, high staff turnover, high caseloads, and a backlog of assessments made it difficult for probation officers to complete assessments in a timely manner.

1.4.5 Adherence to the Program Delivery Model

Overall, the NYVRP is largely being implemented in line with its program delivery model. The data available indicate that HAWWs have between one to three contacts with the youth each week and that contacts tend to be substantive (i.e., more than just a simple check-in). The HAWWs are also readily available to the youth whenever needed, including on evenings and weekends. Further, the NYVRP has been successful in identifying and connecting youth with a

vast array of supports and services available in their communities, including those related to education, employment, mental health and addictions, cultural and land-based teachings, personal support and self-development, meeting court-ordered conditions, arts, sports, and other recreational activities. Youth's families have been involved in the program (when they are willing to participate), as well as Mentors and Elders. Moreover, an individualized, strengths-based approach has been taken to developing and implementing care plans for youth.

One of the difficulties encountered in delivering the NYVRP is that, because few risk assessments have been completed, care plans have not necessarily been informed by an empirical risk assessment and approximately 30% of the youth do not seem to have a care plan. In addition, Core Team meetings have suffered from a lack of participation and poor attendance rates, primarily in Pelican Narrows and Deschambault Lake, and the frequency of meetings had to be reduced from weekly to monthly. It was also suggested that the Core Team meetings could be restructured to be more effective. Finally, it has been challenging for staff to complete the requisite paper work and the casefiles were not as comprehensive and accurate as they could be.

1.4.6 Community Strengths and Obstacles

The communities involved in the NYVRP have been able to facilitate the implementation of the NYVRP in four main ways by: 1) participating on Oversight and Advisory Committees, as well Core teams; 2) granting the program funds required to implement various program activities; 3) inviting NYVRP staff to participate in training opportunities; and 4) allowing youth from all three communities to access available programming. Perhaps the most significant community-level barrier that has affected the NYVRP is a diminishing interest to participate in the NYVRP's Oversight Committee, Advisory Committees and Core Teams. Another community-level barrier is the general lack of mental health and addictions services available in the north.

1.4.7 Staffing and Training

Staffing the NYVRP was one of the most significant challenges the program has faced. It was challenging to find qualified individuals who were willing to live in the communities for both the project manager and HAWC positions. In addition, it was difficult to find service agreement holders who were willing to house and administer the NYVRP due to limited physical space in the communities. It also has been difficult for the program to fill HAWW positions following staff turnover. That being said, one of the greatest strengths of the NYVRP has been the focus on hiring local community members to fill all program positions, ranging from the project manager to the HAWC and HAWWs. In addition, the NYVRP's focus on hiring HAWWs who had positive personal attributes (e.g., living a healthy lifestyle, passion for working with youth) has served the program well. However, to compensate for a lack of formal education and experience, the NYVRP needed to take a more comprehensive approach to training, including providing HAWWs with core training as soon as possible after being hired and integrating follow-up/coaching sessions to help them apply newly learned skills.

1.5 Evaluation Limitations

Key limitations characterizing the formative evaluation were that the first wave of stakeholder interviews was completed approximately six months prior to the second wave of interviews and the program may have evolved since the initial set of data was collected. Second, when the first

wave of interviews were completed, there was a death in Deschambault Lake, which limited the number of stakeholders from this community available to participate in the evaluation. Third, the casefile and database review were compromised by missing data. Finally, the information contained in the CDC Tracking Sheet was unreliable, as many of the data points did not match the raw data sources contained in the casefiles.

1.6 Lessons Learned

1.6.1 Program

- A comprehensive, respectful engagement process was an effective approach for establishing the NYVRP, but this type of approach takes a substantial amount of time, which needs to be accurately budgeted for in the program implementation timelines.
- It is important to have realistic expectations about the amount of time partner agencies have available to support the NYVRP and to establish meeting schedules for the Oversight Committee, Advisory Committees, and Core Teams accordingly.
- It is necessary to take the local context into account when adapting the YVRP model. Modifications necessary to make the model viable for implementation in northeast Saskatchewan included reducing the emphasis placed on surveillance and law enforcement, decreasing the expected level of contact with probation officers, lowering anticipated caseloads, and integrating a cultural component.
- Risk assessments, such as the YLS/CMI, were challenging for the HAWWs to complete, due to issues such as not fully comprehending the instrument and being intimidated by it. Thus, it may be unrealistic to expect HAWWs to complete the YLS/CMI.
- It may be unrealistic to expect Corrections to complete risk assessments in timely manner due to high caseloads and a backlog of risk assessments.
- A regional approach to implementing the NYVRP has been helpful in garnering support for the NYVRP across all three communities, which has allowed youth to access services in other communities not available (or not satisfactory) in their own.
- Elders and mentors are valuable supports to incorporate into the NYVRP, but Elders may be offended at being asked to obtain a Criminal Record Check.
- Physical space is at a premium in the communities and it was difficult to find service agreement holders who had space available to allocate to the NYVRP.
- It can be challenging to find qualified staff who are willing to live in the communities. As a result, lengthy staffing processes should be expected and may delay program implementation. It may also be necessary to relax the desired qualifications for a position and to make up for any areas that are lacking with additional training.

- Management-level staff, including the program manager and HAWC, should be hired as soon as possible. In particular, the NYVRP learned that they should have hired the HAWC position much earlier, so that this person could have helped develop policies and protocols, program forms, and a program manual.
- HAWWs are at high risk of burnout because of the nature of the communities in which they work and live.
- Training needs to be approached in a comprehensive, systematic fashion to ensure that staff have the knowledge and skills needed to implement the program delivery model.

1.6.2 Evaluation

- It is necessary to have realistic expectations about the type and amount of data the NYVRP is capable of collecting, particularly with respect to risk assessments. It may be easier to focus on official data sources (e.g., schools, police) for the impact evaluation than rely on program-derived data (e.g., risk assessments, care plans, chronological notes).
- The evaluation team should have assisted with developing program forms that could serve as valuable data sources for the evaluation (such as intake forms, involvement summary forms, referral forms, and the CDC tracking sheet) earlier in the program development process.
- The evaluation team should have suggested a solution to the challenges staff were experiencing with risk assessments earlier, such as using the YLS/CMI: SV in lieu of the YLS/CMI and encouraging them to focus on the POSIT.

1.7 Recommendations

The full list of recommendations emerging from the formative evaluation are available in Section 13. The most important recommendations the NYVRP should consider are presented below.

1.7.1 Program

Oversight Committee, Advisory Committees, and Core Teams

1. Engage in outreach with community partners to increase participation and attendance rates for the Oversight Committee, Advisory Committees, and Core Teams and to identify and mitigate issues underlying their low participation and attendance rates. To accomplish this, consider holding: a) one-on-one meetings with each of the agencies represented on these committees; and b) another regional workshop (similar to the kick-off workshop in Baker's Narrows) to revitalize the project and regenerate excitement.

2. Ensure that Oversight and Advisory Committees are used to their fullest potential by focusing on resolving issues that emerge and making decisions about the program rather than on reporting program activities.
3. Modify the structure of Core Team meetings to reduce their length and increase their effectiveness. Specifically, discuss the youth that have the most agencies involved first and allow agencies to leave the meeting once they no longer have anything to contribute.
4. Circulate a formal update/progress report at Core Team meetings for each youth summarizing the types of appointments/activities he/she has attended and how much programming he/she has received in the last month to help partner agencies maintain accurate files of their own. To support this activity, a Core Team progress report template should be developed.

Program Delivery

5. Modify referral forms to require referring agencies to indicate the specific referral criteria youth meet on the referral forms. This would help provide additional information about the characteristics of the population the NVYRP is targeting.
6. Discontinue requiring the HAWWs to complete the YLS/CMI with youth who are referred to the NYVRP by community sources. Instead, have the HAWWs complete the YLS/CMI: SV for all youth enrolled in the program (regardless of whether they are referred from the community or corrections) as soon as possible after they consent to participate in the NYVRP.
7. Administer the POSIT to all youth enrolled in the NVYRP (regardless of whether they are referred from the community or corrections) as soon as possible after they consent to participate in the program. The POSIT can then be used to inform the development of a care plan, as it identifies their risk level in 10 areas. It should be easier for the staff to administer the POSIT because it is comprised of 139 yes/no questions, does not require an open-ended interview with the youth, and specialized training is not needed to administer it.
8. Consider whether it is appropriate for the NYVRP to be serving both high risk and moderate risk youth as, based on the available data, it is likely that at least some of the youth enrolled in the program are moderate risk.
9. Extend the length of program duration from 12 to 18 months and base decisions to wean a client from the program on his/her level of readiness to exit the program. In cases of HAWW staff turnover, keep youth enrolled in the program until they have received the equivalent of at least 12 months of programming

Staffing and Training

10. Develop a program manual to ensure that new and existing staff have a clear document outlining the program delivery model to guide their work.
11. Use Sandy Bay as a model to teach staff in other communities about the most effective way to implement the NYVRP, as this community has the most effective Core Teams as well as the most systematic approach to connecting youth with services and completing program documentation.
12. Fill the administrative assistant role allocated to the NYVRP to offset some of the administrative duties placed on the HAWC.

1.7.2 Evaluation

13. Work with the NYVRP project management team to develop a protocol outlining the type of information that needs to be collected at program completion, 6-month, and 12-month follow-ups to support the impact evaluation.
14. Work with the NYVRP project management team to improve the reliability of the Community Data Tracking sheet until the database is ready to be implemented.
15. Enter into data sharing agreements with the RCMP, PBCN Education, and Northern Lights School Division to acquire police and school data that can form the basis of the impact evaluation, as it is not possible to rely on program data or risk assessment data.

1.8 Conclusions

The results of the formative evaluation of the NYVRP have been mixed, revealing areas where the program is performing well, as well as areas where challenges have been encountered and improvements are required. While it took much longer than anticipated to establish the NYVRP, the community engagement strategy employed by the NYVRP to solicit support for the initiative in the three communities of Deschambault Lake, Pelican Narrows, and Sandy Bay was perceived to be effective by many of the stakeholders involved. Perhaps the greatest indicator of its success is the perception that the program is community-driven, which is a significant achievement for a government-funded program. With respect to program delivery, overall, the NYVRP has fared quite well in terms of maintaining fidelity to its program delivery model. While there have been some notable challenges (e.g., with the limited use of risk assessments, limited participation in committees, staff turnover), the staff seem to understand the model, enact it to the best of their ability given the constraints they face, and have a strong passion for their clientele. As the program continues to grow and develop in the remaining two years of the initiative, hopefully the NYVRP will be able to refine its delivery to further increase the likelihood of its success.

2. INTRODUCTION

The Northeast Youth Violence Reduction Partnership (NYVRP) is a five-year initiative (April, 2015 to March, 2020) that involves the delivery of programs and services to youth in three predominantly First Nation communities in Saskatchewan (Deschambault Lake, Pelican Narrows, and Sandy Bay). The purpose of the initiative is to reduce youth offending and create safer communities. As such, it targets youth who are 12 to 24 years of age, “at risk” or already involved in the criminal justice system, who exhibit violent behaviour, and/or who are gang-involved or at risk of gang involvement.

The NYVRP is an initiative proposed by the Saskatchewan Ministry of Justice, Corrections and Policing wherein the Ministry was awarded up to \$4.5 million from the National Crime Prevention Strategy (NCPS) to implement the project. The three communities of interest are situated in a relatively isolated portion of the province and have large youth populations, high rates of youth violence, and limited resources for addressing violence, gang-related activities and offending among youth. Therefore, the NYVRP emerged out of a desire to reduce violence and gang recruitment in the three communities by increasing community capacity to deliver youth justice services and offer more supports and services for high-risk youth. To guide the initiative and to ensure it is informed by evidence-based and best practices research, the Youth Violence Reduction Partnership model is the predominant model the NYVRP is founded on, with distinct program adaptations inspired by components of the Re-Entry and Intensive Aftercare model (which is also referred to as the Community Connections Program in Saskatchewan).

It is important to note that there was a significant delay in the program’s implementation as it took approximately one year to fill the position of Project Manager. Following that appointment, recruitment for qualified staff also presented a challenge as the desire to hire locally was highly valued; however, the pool of potential candidates was small reflecting the population levels in each community. Additionally, the NYVRP governance structure dictates that each community formally engages a local agency to oversee that program staff are fulfilling their duties. These agencies are also expected to participate on the local Advisory Committees and provide the NYVRP staff their significant expertise. Again, this selection and engagement with the local agencies took considerable time, as did the process to secure their long-term commitments.

As with any initiative, a critical component of the NYVRP is an evaluation of its implementation and the extent to which it is able to achieve its intended outcomes. Accordingly, the University of Saskatchewan’s Centre for Forensic Behavioural Science and Justice Studies has been contracted by the Saskatchewan Ministry of Justice to complete a formative, process, and impact evaluation of the NYVRP. Specifically, the formative evaluation will document the planning and processes required to establish the NYVRP and examine the initial implementation of the initiative with the objective of using those findings to inform and enhance program functioning throughout the remainder of the initiative. It will span the first three years of the NYVRP. The process evaluation will focus on monitoring program processes over the last two years of the NYVRP. It will allow for data to be collected on an annual basis to assess what is working well in terms of program implementation, challenges encountered, satisfaction with the NYVRP, program reach, and any modifications made to the model or program delivery.

Finally, the impact evaluation will determine the extent to which the NYVRP is able to lead to the intended outcomes among the youth and communities involved in the initiative, such as reducing youth violence and increasing community capacity to address violent offending among youth. Both a quasi-experimental design, focusing on changes observed in the youth before and after their involvement in the initiative, and a qualitative design will be used to assess the both intended and unintended achievement of intermediate and long-term outcomes. Consequently, data for the impact evaluation will be collected throughout the lifespan of the program.

This report presents the results of the NYVRP formative evaluation and considers all program development and implementation activities that occurred between April 1, 2015 and March 2018.

2.1 Need for the Project

Deschambault Lake, Sandy Bay and Pelican Narrows are located in northeast Saskatchewan within the boundary of the Mamawetan Churchill River Regional Health Authority (MCRCHA). In 2015, the MCRCHA region had a population of 22,674 and is forecasted to reach 26,419 (an increase of 16.5%) by 2020. This area has a young population with 32.8% being less than 15 years of age (MCRCHA, 2016). More detailed information for each community is provided below.

Deschambault Lake is located 448.5 kilometers northeast of Saskatoon. The population is currently at 1,061 residents and, from 2011 to 2016, the population decreased by 11.1%. Just over half of the residents (610 or 57.5%) are 24 years of age or younger with an overall average age of 24.8 years (Statistics Canada, 2017). There are several services and opportunities tailored to individuals aged 12 to 24 years.¹ These services include a youth centre, five different camps², cultural programming and sports programs. Peer, Elder, and holistic support services are also available, as well as opportunities to follow the example of those living a traditional way of life. Available employment training includes adult education classes to obtain a General Education Diploma (GED) and programming from Northlands College (e.g., carpenter renovation program, safety tickets, Workers Health Industrial Management Information System [WHIMIS] credentials). In addition, recreational activities related to arts, crafts, and cooking are offered.

The community of Pelican Narrows is located 511.7 kilometers northeast from Saskatoon. In 2016, 630 residents lived in the northern village of Pelican Narrows and 1,869 residents lived on the surrounding reserve, for a total population of 2,499. From 2011 to 2016, the overall population of Pelican Narrows decreased by 7.5%. Over half of the residents (1,505 or 60%) were 24 years of age or younger with an overall average age of 24.4 years (Statistics Canada, 2017). The youth in Pelican Narrows have access to youth groups, culture camps, and cultural activities. There is a youth outreach and Elders meeting place called Kokom's Corner/The Haven and some youth participate in the Youth Chief and Council.

¹ Information regarding the services, opportunities, and strengths of each community were derived from the Ages and Stages and the Strengths, Weaknesses, Opportunities, and Threats (SWOT) analyses carried out by the NYVRP project team in each of the communities.

² Camps include: youth camps, culture camps, father/son camps, mother/daughter camps, bible camps and vocational day camps.

Sandy Bay is located 581.9 kilometers northeast of Saskatoon. As of 2016, there were 697 residents living in the northern village and 481 residents living on the adjacent reserve, for a total of 1,178 residents. Taken together, there was a 4.5% decrease in the population of the Sandy Bay area from 2011 to 2016. Further, as of 2016, over half of the population (710 or 60%) were 24 years of age or younger with an overall average age of 25.1 years (Statistics Canada, 2017). Sandy Bay has an Elder's camp with youth, an annual youth conference, a youth cadet program and a youth centre that provides youth programming in the evenings. Community members identified several positive attributes of their youth, including the youth being goal-oriented, intelligent, outgoing, and knowledgeable about their culture, language, customs, and traditions.

In each community, community health workers support the development of the youth by building their self-esteem and offering addictions education, men's and women's programming, and parenting education (including supports tailored for teen parents). The NYVRP may be able to use these programs in each community to foster the development of other positive characteristics among the youth.

While each community is characterized by its own set of strengths that may support or facilitate the implementation of the NYVRP, there are economic and educational disparities that are quite apparent in this area of the province. Individuals in the MCRRHA have lower levels of educational attainment. The most recent statistics are from 2006 where 16.6% of individuals aged 15 years and older had high school certificates compared to 26.8% in the province; only 6.4% had university degrees, which was half of the provincial rate (Irvine, Quinn, & Stockdale, 2011). Further, 54.7% of individuals in the MCRRHA had no certificate, diploma, or degree compared to 30.2% in Saskatchewan; the rate in Peter Ballantyne Cree Nation was 66.7% (AANDC, 2015). In Pelican Narrows, only 8.6% of the population had a high school diploma in 2006.

MCRRHA has the highest injury-related death rates for individuals under the age of 20 in the province, which was more than double the overall provincial rate (Irvine et al., 2011). From 1995 to 2007, the rate of assault-related hospitalizations in northern Saskatchewan was almost 5.2 times the provincial rate. Indeed, northern Saskatchewan had the highest police-reported crime rate, violent crime rate, and Crime Severity Index (CSI) in Canada's north in 2013 (Allen & Perreault, 2015).

Within the province, northern Saskatchewan had over four times the rate of homicides, over nine times the rate of major assault, and 8.6 times the rate of common assault compared to southern Saskatchewan (Allen & Perreault, 2015). Further, the number of *Youth Criminal Justice Act* offences in the north was almost 4.5 times the number in the south. In addition, Saskatchewan had the highest rate of youth gang membership (1.34 per 1000 people) in the country in 2002 (Criminal Intelligence Services Saskatchewan, 2005). While overall there is very little data on gang activities in the province, in 2010, the University of Saskatchewan reported that there were at least 13 known gangs in Saskatchewan and many urban and rural communities in the province were experiencing a steady growth in gang recruitment and gang-related crime (Tanasichuk, Hogg, Simon, Ferguson, & Wormith, 2010).

Specific to the NYVRP communities, in 2011, the crime rates (excluding traffic offences) in Deschambault Lake, Pelican Narrows, and Sandy Bay were 7 to 11 times the provincial rate, while the violent crime rate was 9 to 11 times the provincial rate (Canadian Centre for Justice Studies, as cited by Saskatchewan Ministry of Justice, n. d.). Additionally, Pelican Narrows and Sandy Bay had the 4th and 6th highest crime severity indexes (CSIs) in the province, respectively, and the 3rd and 6th highest violent CSIs. Overall, these statistics point to exceptionally high levels of crime and violence.

In addition to the educational disparities and high crime rates in these communities, limited services are available to address the various social needs that exist in these locations. For instance, aside from the traditional primary and secondary school systems, there are few educational opportunities for residents available directly within these communities (Jewell et al., 2016). There are, however, employment and training services available at each location to support persons interested in entering the labour market.

Similarly, mental health and addictions services are available in all three communities, but these services tend to be offered by paraprofessionals and supplemented by a mental health therapist who visits the communities once or twice each month (Jewell et al., 2016). Psychological and psychiatric services are generally unavailable in these communities unless they are accessed via telehealth. Moreover, some research has noted that persons living in rural and remote communities may be reluctant to access mental health services directly within their community due concerns about being stigmatized by fellow community members for accessing such services or the confidentiality of the service (Allison & Kyle, 2005; Jewell et al., 2016; Larson & Corrigan, 2010; Martz & Gourley, 2008; Self & Peters, 2005). Thus, a number of factors may limit engagement in services that do exist in small communities, such as Deschambault Lake, Pelican Narrows, and Sandy Bay.

In sum, the NYVRP communities are largely comprised of persons who are young, live in poverty, and who have low levels of education and employment. In addition, injuries and crime occur at much higher rates in these communities compared to elsewhere in the province. Further, most supports in the NYVRP communities are offered by the band, RCMP, health centre, and schools, with some professionals (e.g., mental health workers, child welfare workers, POs, and youth workers) external to the community periodically visiting to deliver services. Given the lack of services available directly within these communities, combined with a number of indicators suggesting high levels of social inequities and violent crime, an intervention such as the NYVRP is warranted. The NYVRP will draw upon local strengths and supports and other positive opportunities that already exist in the communities.

3. THEORETICAL FRAMEWORK UNDERLYING THE NYVRP

3.1 Theoretical Framework: The Youth Violence Reduction Partnership Model

The NYVRP is based on the Philadelphia Youth Violence Reduction Partnership (YVRP) model; with some of the adaptations based on the Re-Entry and Intensive Aftercare models. Each model provides an evidence-based foundation for the NYVRP and is described below. Given the unique context in which the NYVRP is being implemented (i.e., in rural, largely First Nation

communities), some modification of the original models is required; these initial adaptations are also discussed.

The YVRP was first implemented in Philadelphia in 1999 (McClanahan, 2004). The program model is based on the principle that risk reduction through rehabilitation reduces offending behaviour and was designed to reduce homicide rates and facilitate prosocial change in violent young offenders. Although the YVRP is a secular initiative, it was originally based on the Boston Miracle program, which was a faith-based coalition that included intense supervision of high-risk youth by police and parole officers with support from outreach workers. Given the Boston program's success in reducing homicides, a number of youth-serving organizations and criminal justice agencies in Philadelphia partnered to create the YVRP. The program was initially implemented in two city districts and was later expanded to four additional districts (McClanahan et al., 2012).

The YVRP targets youth ages 14-24 years who are on active probation and deemed at high risk of being involved in a homicide (McClanahan et al., 2012). Participants, known as youth partners, live in the most violent neighbourhoods in the city where guns and drugs, economic and educational deprivation, and unstable family lives are pervasive. A number of eligibility criteria are considered to identify youth for the program, including a history of gun-related charges, convictions for other violent crimes, arrests for drug offences, a history of incarceration, age at first arrest, family history of abuse and neglect, and sibling involvement in the justice system (Jucovy & McClanahan, 2008). Youth participants are predominantly male (95%) and of African American (63%) or Hispanic (31%) descent (McClanahan et al., 2012). The average length of time that youth partners remain in the program is a little more than two years (McClanahan et al., 2012).

3.1.1 Description of the YVRP Model

The YVRP model has two key components. First, emotional and practical supports are provided by paraprofessionals known as *street workers*. These supports help to address some of the root causes of crime, such as a lack of education, lack of connection to meaningful employment, poor housing conditions, abuse or neglect, negative peers, lack of access to services, and a lack of prosocial adult guidance (McClanahan et al., 2012).

Street workers have the most contact with participants, with standards ranging from 16 times per month for the highest-risk youth (8 home contacts and 8 in the community) to at least 6 times for the lowest-risk youth (4 home visits and 2 in the community; McClanahan et al., 2012). On average, however, they have six successful visits per month. Street workers often connect youth partners to supports such as job interviews or leisure activities. They may also help participants' parents find employment or housing to provide more stable family lives. These workers often live or have lived in the YVRP neighbourhoods and, therefore, understand the community culture and have more credibility with the youth (McClanahan 2004). As such, they build trusting relationships with youth partners and play an important positive role in the youth's lives. Street workers know and reinforce the probation conditions, but also act as a trusted confidante for youth. As of 2004, the YVRP employed one street worker for every 15 participants. Most of these street workers are fairly young (they are generally in their late 20s or early 30s) and are of

similar ethnic descent as YVRP youth partners (i.e., the majority of workers are African American, although some are Hispanic or Caucasian). They also may have struggled with similar problems to the youth partners earlier in their lives (e.g., drugs, crime, violence). Street workers are often paired with a specific probation officer; regular communication between these two individuals is encouraged.

Secondly, there is the goal of reducing the opportunity to engage in criminal behaviour through increased supervision from probation officers and police. This model is unique in that the level of collaboration between the probation officers (POs), police officers, and street workers allows for an increase in support and supervision (McClanahan, 2004).

POs enforce the conditions of the youth partners' sentences through a high level of monitoring (McClanahan et al., 2012). Beyond the weekly formal meetings at the probation office, POs also visit youth and their families at their homes, workplaces, or schools. On average, they have three successful in-person contacts per month, although the aim is to have more contact. They also determine the youth partners' needs and make efforts to meet such needs. Smaller caseloads allow the POs to perform this intensive supervision (Jucovy & McClanahan, 2008).

Additionally, police officers and POs complete targeted joint patrols to check known drug corners for youth and gain general intelligence on the community (McClanahan et al., 2012). These patrols are also designed to present a unified front between law enforcement and the justice system (McClanahan, 2004). Police officers make efforts to see each participant four times per month on these patrols. Further, when the YVRP program was implemented, there also was an intention that police officers would get to know families in the community outside of the context of crisis or crime (McClanahan, 2004).

3.1.2 Key Elements of the YVRP's Successful Implementation

Jucovy and McClanahan (2008) identified seven elements of the YVRP model that are essential for successfully planning, operating, maintaining and strengthening the program. These elements include:

1. a partnership between public agencies and community organizations;
2. a champion who advocates for the YVRP;
3. a willingness among agencies to make changes to their approaches;
4. a commitment to having the work take place in the communities;
5. a combination of strict supervision and consistent support;
6. a commitment to using data for monitoring and decision-making; and
7. communication and accountability at all levels.

Accountability is achieved through face-to-face meetings of staff from all agencies, carefully collected data to help guide the implementation, and operational protocols to ensure the project is implemented according to the model (McClanahan, 2004).

3.1.3 Research on the YVRP Model

McClanahan et al. (2012) conducted a multi-year evaluation of the YVRP that was designed to assess the impact on neighbourhood homicides and individual participants. The evaluation used two quasi-experimental designs. First, the authors examined homicide rates (i.e., average number of youth homicides per quarter) in five police districts before and after the YVRP was implemented (i.e., from 1994 to 2010), as a decline in the homicide rate after YVRP implementation would suggest the program may have had a positive neighbourhood-level effect. A significant decline in homicides was only found for one of the districts. Additionally, the evaluators compared youth homicide trends in the five YVRP districts after program implementation with the homicide trends for the city as a whole. If the youth homicide trends in the YVRP districts declined more rapidly or increased more slowly compared to the city overall, the results would suggest the program may be effective in reducing homicides. Results indicated that the youth homicide rates declined relative to the city-wide rates in two of the districts (i.e., -12% and -8%), while the rates increased compared to the city-wide rates in the other three districts (i.e., +8%, +6%, +9%). Overall, the evaluators concluded that the program was associated with a reduction of youth homicides in the first two districts where the YVRP was implemented, but not in the districts in which it was later replicated.

McClanahan et al. (2012) suggested that the mixed results at the neighbourhood level of analyses (i.e., youth homicide rates) may have been due to a variety of factors. For example, the YVRP experienced challenges as it expanded to additional districts, such as not increasing staff as the program grew. Additionally, the use of data to inform YVRP decisions declined over time. The roles of the frontline staff also changed, as street workers increasingly focused on connecting youth with jobs and education, and provided less emotional support, spent less time connecting youth with positive leisure activities, and offered less assistance for participants' families. Further, the targeted police patrols, which were originally conducted by officers who were interested in community policing, later were available to all police officers as an overtime option. McClanahan et al. (2012) also noted that the results did not suggest that differences between neighbourhoods or participants (e.g., socioeconomic status, demographic characteristics, prevalence of drug hotspots) accounted for the discrepant results; the observed differences seemed to be more strongly related to divergence from the YVRP's program delivery model. Thus, it appears that the YVRP has the potential to lead to community-level changes (such as reduced homicide rates) *if* it is implemented with strong fidelity to its program delivery model. These findings also speak to the difficulty associated with successfully replicating a given program delivery model in additional communities.

The second method used in the evaluation was a comparison between 150 YVRP youth partners and 211 non-YVRP youth probationers on rearrests and reconvictions for violent crime over an 18-month period (McClanahan et al., 2012). Of note, YVRP youth were not randomly assigned to the program. Results indicated that YVRP youth had lower rates of violent crime arrests (15.5%) and convictions (13.6%) than the non-YVRP youth (25.5% and 24.1%, respectively). However, only the difference for arrests was statistically significant. Results also demonstrated that youth who had more contacts with their street workers were significantly less likely to have been arrested for a violent crime. Overall, this study suggests that the YVRP may lead to a reduction in violence at the individual-level.

3.1.4 Adapting the YVRP Model

The NYVRP is using the YVRP model as its basis and has adapted it to fit the particular context in which it is being implemented. Specifically, rather than being implemented in an urban, predominantly African American and Hispanic environment, the NYVRP is being implemented in three rural/remote, predominantly First Nation communities. Despite these differences, the two settings share a number of characteristics, including marginalized populations, high levels of poverty, low education and employment rates, and disproportionately high crime rates (McClanahan, 2004; Irvine et al., 2011).

The first difference in how the model is being implemented in Saskatchewan is that the NYVRP has been expanded beyond the three YVRP professionals (i.e., probation officers, police, and street workers) to include partnerships with community members and other human service professionals. Local community-based organizations (CBOs) have been engaged to provide support and services to the youth participants in each location. In this sense, the NYVRP appears to be more comprehensive than the YVRP. In addition, a CBO in each community has entered into a service agreement with the Ministry of Justice to supervise and house the local NYVRP staff. NYVRP staff follow their local organization's administrative policies and procedures. They also receive substantive supervision from their NYVRP supervisors (e.g., the NYVRP Project Manager and Health and Wellness Coordinator).

Second, in each community, there are two support workers (i.e., Health and Wellness workers) who fill the role of the street workers from the original YVRP. There is a ratio of two support workers for fifteen participants, which is smaller than the one to fifteen ratio from the original program.

Third, the NYVRP differs from the YVRP in that NYVRP's main role is to support rehabilitation. Staff do not outright supervise conditions, but do monitor them. If they see someone breaking conditions, they will decide how to address it (e.g., support a pause for the youth in the programming, by discussing with the PO the circumstances and why the youth would benefit from the temporary discontinuation). Further, police in the communities do not offer strict supervision—instead, they adopt a friendly supervision model, as it is necessary, given the size of the communities, to maintain a positive relationship with community members rather than an adversarial relationship.

A fourth difference is that the majority of staff training and support is offered by the Saskatchewan Ministry of Justice to develop the skills necessary for successful program implementation, including the use of individualized criminogenic risk assessment tools, the development of case plans, and the delivery of services and support activities to address the risk/needs factors unique to each youth.

Finally, when the YVRP was initially implemented, no risk assessment tools were used to determine whether a given probationer should be enrolled in the program; staff generally used their professional judgment to make such risk-related decisions (McClanahan, 2012). Although juvenile probation in Philadelphia continues to use this subjective method, in 2009, adult

probation started to employ a statistical risk assessment tool that examines probationers' criminal histories and other individual and neighbourhood characteristics to predict the likelihood of violent crime. Only probationers that were assessed as high risk were enrolled in the program. In the NYVRP, validated assessment tools, such as the Youth Level of Service/Case Management Inventory, v 2.0 (Hoge & Andrews, 2011), are supposed to be used to determine risk level and criminogenic risks and needs (including dynamic risks, such as employment/education, substance use, family circumstances, pro-criminal companion and attitudes, and mental health issues linked to offending) of all youth in the program, regardless of their age. These assessments are then supposed to be used to identify youth who are eligible for programming, and guide the development of individual case plans to target the identified criminogenic factors for each project participant.

3.2 Theoretical Framework: Re-entry and Intensive Aftercare Program Model

In 1987, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the United States implemented a research and development demonstration project to design, test and disseminate information on what is to be known as the Re-entry and Intensive Aftercare Program (RIAP). Directed towards serious chronic juvenile offenders who were released from secure confinement, this program was a response to escalating juvenile crimes rates, increasing costs to the system, the rising number of youth entering secure care, and the overall ineffectiveness of the juvenile correctional system in reducing or controlling delinquent behaviour among this aftercare population. The sites for the initial program took place in Nevada, Colorado, New Jersey and Virginia and was guided by the following principles:

- preparing juveniles for progressively increased responsibility and freedom into the community;
- facilitating action and involvement between juveniles and community;
- working with offenders and targeted community support systems that support the offenders' reintegration into community;
- developing new resources and support services as needed; and
- monitoring and testing the capacity of the offender to receive supports and the ability of the community to provide those services supports (Wiebush, McNulty, & Le, 2000).

3.2.1 Key Elements of the RIAP Model

Within this theory-driven and empirically-based framework, supervision and surveillance controls are gradually reduced, while social controls are gradually increased through community involvement and prosocial bonding. This procedure is designed to successfully transition young offenders from a highly regimented institutional environment to an often unstructured life in the community (Altschuler & Armstrong, 2004). There are five key elements of the program (Altschuler & Armstrong, 2004):

1. the model uses risk-needs assessments to classify participants (e.g., as high risk for reoffending), determine eligibility for the program, and match clients with appropriate services;

2. the use of individual case planning that incorporates a family and community perspective. Information from the risk assessment is used to provide a comprehensive plan for youth during and following incarceration that tailors interventions to the individual's problems in order to meet specific outcomes. Assessment and case planning is an ongoing process, with new information incorporated on a continual basis;
3. a mix of intensive surveillance and treatment/service provision (Altschuler & Armstrong, 2004). Services should target criminogenic needs that are related to risk and are informed by the individual assessments. The high level of monitoring in the program is not merely designed to deter antisocial behaviour, but to allow staff to recognize negative and positive behaviour or situations and respond accordingly;
4. a balance of incentives and graduated consequences with realistic, enforceable conditions. These reinforcement strategies should be swift, certain, and demonstrated to be effective; and
5. recognition that youths' social networks may be utilized both as a target of intervention (e.g., antisocial peers) and a partner in service provision (e.g., family support).

3.2.2 Research on the RIAP Model

A process evaluation by the National Council on Crime and Delinquency identified a number of program factors that aided the implementation process of the RIAP model at pilot sites (Wiebush, McNulty, & Le, 2000):

1. high-risk youth were identified for the program using empirically-based risk instruments;
2. case management was provided by staff with small caseloads of program participants (i.e., 15 to 20 youth);
3. substantial coordination and continuity in case planning and management existed across institutional and aftercare phases using a team approach;
4. frequent interactions occurred between institutional and community staff;
5. planning for aftercare occurred shortly after the youth's incarceration began;
6. formal structures existed to facilitate institution-community transition (e.g., transitional facilities, service delivery during and post-incarceration by the same treatment providers);
7. specialized services for youth (e.g., life skills training, anger management training, family counselling) were provided in institutional and aftercare phases;
8. aftercare services included a mix of control measures and interventions; and
9. positive incentives and graduated sanction systems were used in the institutional and parole phases.

3.2.3 Adapting the RIAP Model

The NYVRP uses the five principles of the RIAP model outlined above. As these components are noted to be general in nature, they allow for a reasonable degree of flexibility in how the components are implemented in a given setting (Altschuler & Armstrong, 2004). Importantly,

although the model is intended for youth returning from custody, not all of the youth involved in the NYVRP will have a custody sentence. In fact, some youth may not even be involved in the criminal justice system. Thus, the aspects of the model that take place in an institution may not be relevant for NYVRP participants; however, the aspects of the model focused on community reintegration are applied to all participants.

It should also be noted that there is much overlap between the YVRP and RIAP models. For instance, both place an emphasis on connecting youth with the community supports and resources required to address their criminogenic needs. In addition, both encourage the surveillance and monitoring of the youth through frequent contact. However, the RIAP model formalizes or adds additional structure to the YVRP. For instance, risk assessment is not a mandatory component of the YVRP, but is one of the key elements of the RIAP model. Further, the RIAP model advocates for individual case planning on an ongoing basis, which will provide more structured direction for providing interventions to the youth.

4. NYVRP PROJECT DESCRIPTION

The Northeast Youth Violence Reduction Partnership (NYVRP) is a multi-sectoral, collaborative-driven initiative supported by the Ministry of Justice, Corrections and Policing to increase community capacity in order to reduce youth violence and recruitment into gangs. Adapted from the proven YVRP and RIAP models, the NYVRP is a culturally competent initiative, suited to the local values, context, and aspirations of the community. The long-term outcomes of the NYVRP are to have reductions in physical violence, violent victimization, and gang involvement and/or gang-related activities.

Three local agencies have been contracted to administer the program. These agencies are Peter Ballantyne Cree Nation (PBCN) Pelican Narrows Administration, PBCN Deschambault Lake Administration, and the Northern Village of Sandy Bay. The service delivery model will focus on strict supervision to manage risk in the short term, coupled with rehabilitative activities and sustainable community supports that mitigate risk over time.

In partnership with the Ministry of Justice, Corrections and Policing, the three agencies each employ two Health and Wellness Workers (HAWWs) who provide intensive support to referred “at risk” youth, and/or referred young offenders and adult offenders between the ages of 12 to 24 years from each community. These youth are referred to the program from Corrections or from local community agencies. The HAWWs work closely with the Health and Wellness Coordinator (HAWC), the Core Team, and other affiliated agencies in their communities to ensure participants stay engaged with targeted services and sustainable supports. In addition, NYVRP staff develop a network of community mentors and role models that includes Elders, prosocial peers, and immediate, extended, and/or adopted family members in order to facilitate relationships that support rehabilitation activities and encourage participants to make healthy lifestyle choices. The goal is that the youth will gain sustainable prosocial community supports that will help to manage and reduce their risk to reoffend. The overall objectives of the NYVRP are as follows:

- establish new linkages between the justice system and community-based organizations to develop effective and seamless supports for high-risk youth that offend violently and may be gang involved;
- increase community capacity to deliver youth justice services;
- reduce violent behaviours and/or violent offending;
- decrease youth gang involvement, behaviours and/or activities including tagging and graffiti;
- deliver sufficient targeted services to the program's population so they successfully stay connected to community resources that provide pathways to a productive, healthy lifestyle; and
- build supportive relationships with immediate, extended, or adopted family members, and other community mentors and role models including Elders and prosocial peers that address identified risk factors and strengthen participants' kinship ties and cultural identity.

4.1 NYVRP Target Group

The NYVRP targets youth who are 12 to 24 years of age, “at risk” or already involved in the criminal justice system, who exhibit violent behaviour, and/or who are gang-involved or at risk of gang involvement. Any youth enrolled in the program should be “high risk” to (re-)offend. Youth may be referred to the program by the Community Corrections Reintegration Program or by an affiliated community-based agency (e.g., the local school or the RCMP). It is important to note that participation in the program is non-mandatory and the participant and/or family must show some willingness to accept assistance from the program.

4.1.1 NYVRP Eligibility Criteria

Two sets of eligibility criteria have been developed for the NYVRP, one for each referral source. For the **corrections-based referrals**, youth must meet the following two criteria:

- must be between the ages of 12-24 years at the time of the referral
- must be a sentenced offender under the supervision of the Ministry of Justice and have a minimum of 5 months remaining on the sentence at the time of the referral

The youth must also meet at least one of the following criteria:

- his/her most recent charge(s) or recent history of charges (within the last 12 months) are for violent offense(s) (excluding domestic violence between adults or sexual violence-related offenses)
- has current charges, or a recent history of offense(s), related to gang involvement or gang activities
- is obsessed with or glorifies street gang culture
- is gang-involved according to personal disclosure and/or reports from a reliable source (i.e., school rep, RCMP, guardian)
- associates with antisocial peers
- displays antisocial or pro-criminal behaviors

For the **community-based referrals**, the youth must meet the following two criteria:

- must be between the ages of 12-24 years at the time of the referral; and
- has incident reports for physical or verbal (threats of) violence, including extreme bullying/intimidation, and/or involved with gang-related activities.

In addition, the youth must meet at least one of the follow criteria:

- is obsessed with or glorifies street gang culture
- is gang-involved according to personal disclosure and/or reports from a reliable source (i.e., school rep, RCMP, guardian)
- engages in gang-related activities (e.g., tagging, graffiti)
- associates with antisocial peers
- displays antisocial or pro-criminal behaviors.

A NYVRP Referral Form is provided to the HAWC or Core Team at the time of referral for each participant, which is signed by the Custody Supervision and Rehabilitative Services (CSRS) Supervisor (for offenders) or an affiliated agency Supervisor (for at risk youth). Once the consent forms are signed and acceptance into the program by the youth (and family for those under 16 years of age) is gained, a risk assessment is completed. The assessments are used to ensure that participants are eligible to participate in the initiative and to assist in forming each individual case plan.

4.1.2 Risk Assessment Tools

A number of risk assessment tools are employed in NYVRP and the specific risk assessment tool used with a particular youth depends on his/her age at intake and whether he/she is referred from corrections or the community.

For adjudicated NYVRP participants referred from corrections, the *Level of Service Inventory–Saskatchewan Youth Edition* (LSI-SK) or the *Saskatchewan Primary Risk Assessment* (SPRA; an adult risk assessment tool) are utilized. The LSI-SK is a structured risk assessment tool based on the Youth Level of Service/Case Management Inventory developed by Hoge and Andrews (2002), is comprised of 45 items, and is designed for use with youth who are between the ages of 12 to 17 years. The SPRA is also a structured risk assessment measure; it is comprised of fifteen items and is used with persons who are 18 years or older (Saskatchewan Ministry of Corrections, Public Safety, and Policing, 2009). Both tools are based on the principles of risk, need, and responsivity (Andrews, Bonta, & Hoge, 1990) and place individuals on a continuum of risk ranging from low to high. Further, both measure the presence of static and dynamic risks factors, such as criminal history, employment/education, substance use, family relationships, companions, pro-criminal attitudes, and antisocial behaviour; however, there are minor differences in the risk factors assessed by these tools (e.g., the LSI-SK measures leisure and recreation activities and the SPRA measures housing stability and self-management). The LSI-SK or SPRA (whichever is the appropriate tool given the youth's age) are completed by corrections staff and the results are shared with the youth's HAWW.

For “at risk”/non-adjudicated NYVRP participants referred from a community agency, the *Youth Level of Service/Case Management Inventory 2.0* (YLS/CMI) is administered. The original YLS/CMI was developed by Hoge and Andrews (2002) and was updated in 2011. It was derived from the Level of Service Inventory-Revised (LSI-R) and designed specifically for adolescents (Andrews & Bonta, 1995). It is comprised of 42 items that are grouped into eight sections, known as the Central Eight. It is intended to be used with youth who are between the ages of 12 to 18 years to predict their risk of recidivism.

All youth in the program (i.e., both corrections and community referrals) may also be administered the Problem Oriented Screening Instrument for Teenagers (POSIT). The POSIT³ consists of 139 yes/no questions and was designed to identify problems and potential treatment or service needs in ten areas, including substance abuse, mental health, physical health, family relations, peer relations, aggressive behaviour and delinquency, educational status, vocational status, social skills, and leisure and recreation (Rahdert, 1991; Sullivan & Fleming, 1997). The POSIT does not require specialized training to administer. Both the YLS/CMI and POSIT are completed by the youth’s HAWW.

As indicated above, the risk assessments employed in the NYVRP are informed by the principles of risk, need, and responsivity (Andrews et al., 1990). These principles guide practitioners in determining the amount of treatment an individual requires, the specific areas of treatment required, and considerations for ensuring that treatment is delivered effectively. Specifically, the risk principle states that treatment intensity should match an individual’s risk level. That is, if an individual scores as high risk, they should receive high intensity treatment, whereas individuals scoring as low risk should receive low intensity treatment. The need principle posits that treatment should be focused on addressing criminogenic needs (such as the static and dynamic risk factors described above). Finally, the responsivity principle denotes that treatment should be delivered in a way that best matches an offender’s ability and learning style. The tools employed in the NYVRP should help the HAWWs and HAWC apply these principles in their own work by guiding the development of individual case plans to target the identified criminogenic needs of each participant. Importantly, all four risk assessment tools are only predictive of general recidivism; that is, they are not intended to predict the likelihood of a violent offense (Andrews & Bonta, 1995; Andrews et al., 2002; Patrick, Orton, & Wormith, 2013).

The evaluation team has supported the NYVRP project team with the risk assessment tools in a number of ways. To begin, both the YLS/CMI and POSIT were adopted for use in the program upon the recommendation of the Principal Evaluation Investigator. In addition, the evaluation team has been available for consultation to discuss and address issues that have emerged in relation to using the risk assessments. Finally, the evaluation team has scored the POSITs for the program staff, as they have not yet been able to score the assessments.

4.2 NYVRP Management

As per the *Youth Criminal Justice Act* and the *Canada Criminal Code*, Community Corrections is responsible for the overall case management of offenders. To provide effective seamless services, it is imperative that the HAWWs and Ministry staff work closely in

³ POSIT is designed for youth 12-19 years.

supporting case plans and goals. Case management for “at risk” youth will be the responsibility of the HAWC. The Core Team will further clarify or establish the referral, intake, and discharge process for both “at risk” youth referrals and referrals for young offenders and adult offenders. The following points provide background into the roles and responsibilities of the key members required to fulfil the goals of the NYVRP.

1. **Agency:** is responsible for ensuring the Program is suitably staffed and workers are fulfilling their duties. The Agency Supervisor and the NYVRP Project Manager will share the responsibility of supervising the HAWWs. The Agency Supervisor and Project Manager will coordinate regular staff meetings that will include the HAWC. The Agency Supervisor will participate in Advisory Committee meetings as often as possible to stay updated on program and staff activities.
2. **Ministry of Justice:** is responsible for overseeing and supporting the NYVRP initiative. The Manager, Community-Partner Services or other Ministry designate provides direct support as needed to the Agency for the successful delivery of the Program, provides advice and assistance in hiring program staff (if requested), and is responsible for providing core orientation and training to deliver the Program in all three communities.
3. **Oversight Committee:** provides general direction and support in the roll out and ongoing delivery of the NYVRP in the communities of Sandy Bay, Pelican Narrows, and Deschambault Lake. The committee is responsible for “bigger picture” actions, issues and barriers that affect NYVRP service delivery, and provides expertise and uses authority to help resolve challenges and barriers that affect all three NYVRP sites. The Oversight Committee is integral to promoting collaboration among participating agency stakeholders.
4. **Advisory Committees:** are responsible for providing guidance and direction to the staff in each community. The Advisory Committees serve as a bridge to the community in promoting the program and helping to solicit support for program staff, clients, and families. The committees provide direction and input to staff around service delivery, which includes developing/recommending/approving local protocols and policies.
5. **NYVRP Project Manager:** manages program development and delivery in the NYVRP-served communities. The Project Manager develops, communicates and ensures adherence to, protocols, procedures and guidelines relating to NYVRP service delivery. She also provides functional supervision to the HAWWs on behalf of, and in conjunction with, the Agency supervisor. In addition, she is responsible for coordinating Advisory and Oversight Committee meetings and liaising between NYVRP affiliated agencies.
6. **Core Teams:** assess and prioritize referrals to be worked on in each community. Participating agencies share relevant information about referred clients and family to help inform case planning and interventions. The teams review the status (degree of participation, progress) of participants currently enrolled in the program to adjust case plans as needed. They identify each participating worker’s roles and responsibilities in

supporting the case plan and discuss emergent concerns relating to client or case planning issues, or communication/cooperation challenges, and explores solutions. The Core Team makes the final decision to disengage/discontinue services to participants.

7. **NYVRP Health and Wellness Coordinator:** collects community referrals for assessment by the Core Team and may participate in initial intake meetings with Community Corrections. The HAWC is responsible for maintaining, collecting, and ensuring program administration documents are completed accurately and timely by Program staff. She coordinates mental health assessments, therapy and follow-up for clients. She also provides educational supervision and support to HAWWs around program integrity and quality assurance standards. In addition, the HAWC is responsible for conducting program file audits and implementing/adjusting service standards as needed based on data analysis.
8. **Health and Wellness Workers** - are responsible for providing intensive support to referred participants. HAWWs may participate in initial intake meetings with Community Corrections. They are responsible for ensuring participants are working towards identified goals, for planning day-to-day activities with participants, affiliated agencies and resource persons. HAWWs report back to the Core Team on various aspects of the client's progress. They may also report to the Advisory Committee from time to time on general program activities, successes, and challenges.

4.3 NYVRP Program Activities

Program staff participate in a collaborative case management committee known as the program's Core Team. All referrals are vetted through the Core Team to assess program eligibility, to discuss the reason for referral, personal and familial circumstances, assessment information, and possible rehabilitative interventions and sentencing conditions impacting program supports. The HAWC (or other program delegate when required) assigns a HAWW to each participant. The HAWWs provide intensive support to ensure participants are following through with rehabilitation activities as identified by the Core Team, and are adhering to court ordered conditions (for corrections-based referrals). Referrals for at risk youth will follow a similar intake and case management process. The HAWWs carry out three primary activities:

1. **Prepare the youth for re/connection with the community by:**
 - engaging the participant through one-on-one contact (beginning while the participant is in custody, where applicable, or early into the sentence, or early into the referral for "at risk" youth) to establish a relationship;
 - discussing with the participant his/her identified risk factors and possible supports;
 - assisting the participant to identify strengths/interests, and internal and external resources, including potential support persons; and
 - supporting the participants' relapse prevention activities.
2. **Prepare community supports for re/connection with the youth by:**
 - establishing and enlisting assistance from organizations and individuals that can address known risk factors; and

- engaging with potential support persons through one-to-one contact to establish a relationship.

3. Monitor and support the youth's ongoing re/engagement with the community by:

- supervising the participant's transition to, and stabilization in, the community through frequent personal contact with the participant, as well as the organizations and individuals (including the Ministry) enlisted to address known risk factors;
- holding the youth accountable for his/her own choices and actions by appropriately challenging antisocial or pro-criminal behaviors and encouraging personal responsibility; and
- responding to emergent challenges faced by the participant and/or those enlisted to support the youth in the community; this includes providing assistance during evenings and weekends.

All youth will also have access to assessments and treatment provided by professional counsellors and therapists, including doctoral candidates in the Department of Psychology at the University of Saskatchewan, through the use of remote presence technology.⁴

4.3.1 NYVRP Service Delivery Standards

The HAWWs and the Agency are responsible for carrying out the following standards:

- Depending on the level of involvement of each participant, the two HAWWs in each community will maintain an active, combined caseload of 10-15 clients at all times;
- Participate in all Core Team meetings, as required;
- Program staff will communicate at least weekly on participants' status with Community Corrections in addition to participating in Core Team meetings;
- Meet with participants a minimum of 3 times per week or more (for at least one hour) depending on participant needs and level of engagement, which includes developing and arranging pro-social relationships and activities to fill high risk hours;
- Regularly work non-traditional hours, including evenings and weekends;
- Work with clients for a period of up to 12 months;
- Complete and maintain the appropriate client paper and electronic reports and files for each participant consistently and accurately;
- Create and update participants' individual Action Plans each month to support positive development;
- Establish and maintain community visibility and credibility at youth hangouts, recreation centres, social events and schools;

⁴ Remote presence technology allows for face-to-face communication through a 'robot' controlled remotely by a specialist (Agarwal et al., 2007; Allen, 2015). Remote presence technology uses ordinary cell phone or Internet wireless connections to video-link specialists with clients to perform real-time diagnosis and monitoring. Specialists can remotely control a robot and interact via video-link with a patient using either their laptops or a smartphone (Allen, 2015; Mendez, Jong, Keays-White, & Turner, 2013).

- Unless otherwise worked out with their HAWW co-worker or the HAWC, be on call to respond to crisis situations involving participants. The Agency will ensure potential staff and volunteers have completed and submitted documentation including: Criminal Record Check, Vulnerable Person's check, and personal and professional record checks; and
- Communicate at least twice a week with the HAWC or as established, at least weekly with the Project Manager, and as required by the Agency Supervisor.
- Remain in contact with NYVRP youth who are incarcerated by calling or visiting them

4.3.2 Referral, Consent, Intake, and Assessment Procedures

It is expected that consent will be obtained from clients within three weeks of receiving a community referral and within six weeks for referrals received from corrections. Corrections referrals are provided a longer engagement period to provide the Corrections Worker with enough time to complete a risk assessment (i.e., LSI-SK or SPRA) of the youth. During the engagement period, NYVRP staff are expected to make contact with the youth 3 to 4 times a week, describe the program to them, and attend activities with them. If youth are not willing to provide consent within the three or six week period, the referral is marked as inactive, and NYVRP staff may periodically check in with the youth to determine if their interest in participating in the program has changed.

For corrections-referred youth, once Corrections is notified that the youth has consented to participate in the NYVRP, a completed NYVRP Corrections Referral Form is provided to the HAWW. At this point, the HAWW is able to begin the NYVRP intake and case planning process with the youth and is to convene the Core Team. The goal is for HAWWs to complete all intake and risk assessments (i.e., POSIT and YLS/CMI) within 14 days following consent. Information gathered during the engagement process may facilitate the completion of these forms/processes.

For both corrections- and community-referred clients, the HAWWs are expected to schedule a Core Intake Meeting 7 to 10 days after the intake and assessment process are complete. After the initial Core meeting, follow-up meetings should be scheduled every 7 to 10 days.

4.3.3 Staff Expectations

To ensure adherence to the service delivery standards outlined above, staff are expected to participate in weekly or bi-weekly⁵ conference calls with the Project Manager, HAWC, and HAWWs from all three sites. In these calls, staff are provided with support to ensure standardization of the NYVRP service delivery model and discuss the number of referrals staff have received, their case loads, Core team meetings, completion of assessments, follow through on case plans, inclusion of Elders/Mentors, upcoming community activities and events, and any concerns staff may have about clients or the program.

In addition, the NYVRP Project Manager (with support from the Ministry of Justice Manager) completes Performance Monitoring and Assessment (PMA) reports that capture aggregated data

⁵ Staff meetings were held weekly from March to December, 2017; meeting were held on a bi-weekly basis following December, 2017.

for all three communities.⁶ The report is divided into three key areas with differing reporting schedules. In part one, the planned activities are tracked and accomplishments are recorded. This section of the report is submitted on a quarterly basis. Part two of the report is intended to describe participant characteristics, such as risk factors and their levels of participation in the program. Finally, part three focusses on the production of informational materials to aid in the knowledge dissemination of the NYVRP and is also used to track information on all project partners, in particular who they are and their levels of participation. Parts two and three of the PMA report are delivered on a bi-annual basis throughout the duration of the project.⁷

Lastly, an Information Management System database is currently under development through the leadership of the Ministry of Justice, Corrections and Policing. The database will collect all project and evaluation data through the instruments developed and will have a corresponding data dictionary. The data management processes and procedures will be explained during the intensive training that the users will undergo. The PMA reports and the database will be instrumental during the evaluation processes as it will be important to document, monitor, and evaluate how the NYVRP is being implemented and identify opportunities for enhancing the delivery of the initiative.

4.4 Theory of Change

In line with the original YVRP model, the theory of change for the NYVRP is to reduce physical violence, violence victimization, and gang-related activities in Deschambault Lake, Pelican Narrows, and Sandy Bay. It is assumed that, through supervision, rehabilitation, and reintegration, it will be possible to reduce the risk factors of youth who participate in the NYVRP and reduce their likelihood of reoffending. Specifically, it is assumed that there will be a reduction in violent or gang-related behaviour through the use of “external controls,” such as conditions imposed by the courts, supervision by youth workers/probation officers or their designates, and general surveillance by the community and natural supports within the community. In addition, it is assumed that through the building of strong partnerships in each community, local capacity will be increased to address and reduce future potential violence and gang related activities.

4.5 Program Logic Model

Program logic models (PLMs) are used to outline the intended inputs, activities, outputs, intermediate, and long-term outcomes of an initiative and enhances the stakeholders understanding of how a program will unfold, based upon the program theory. The NYVRP program logic model was developed in consultation with the Advisory Committees in Deschambault Lake, Pelican Narrows, and Sandy Bay. It was determined that the logic model would have two components: an organizational level (Figure 1) and a client/case management level (Figure 2).

⁶ For part one of the PMA, the quarterly reporting periods are April 1st-June 30th, July 1st -September 30th, October 1st- to December 31st and January 1st-March 31st for the duration of the NYVRP program.

⁷ For part two of the PMA, the bi-annual reporting periods are due April 1st-September 30th and October 1st-March 31st for the duration of the NYVRP program.

Figure 1: Logic Model at the Organizational Level

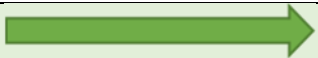
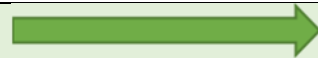




NYVRP Logic Model: Organizational Level				
Inputs/Resources	Activities	Outputs	Intermediate outcomes	Long-term outcomes
			Years 2, 3 and 4: 2016-2019	Year 5: 2020
				
<ul style="list-style-type: none"> • NYVRP Staff • NYVRP Project Manager • Ministry of Justice: Community Safety and Well-being Staff and Custody Supervision and Rehabilitative Services • RCMP • PBCN Pelican Narrows Administration • PBCN Deschambault Lake Admin • PBCN Sandy Bay • Northern Village of Sandy Bay (municipal) • Local stakeholders • NCPC Funding and Support • Local Radio • Evaluation 	<ul style="list-style-type: none"> • Staff training and support • Develop MOU between Agencies • Info sharing agreements signed • Develop/maintain quarterly Oversight Committee • Develop and Maintain Local Advisory Committees • Develop and Maintain Core Teams • Public recognition of NYVRP mentors and community role models • Public service announcements for developing mentors • NYVRP staff complete asset mapping in communities • Staff and Cross Training Opportunities • Radio Announcements for NYVRP 	<ul style="list-style-type: none"> • Percentage of staff trained in Core Training • Rate of operational standards adhered to for worker/client safety, effective case management • Info sharing Agreements signed between stakeholders • Number of Core meetings involving RCMP and Corrections • Number of Core Meeting participants on a weekly basis • Number of Oversight meetings held • Number of regional stakeholders represented at quarterly Oversight Meetings. • Number of community stakeholders represented at monthly Advisory Meetings • Number of volunteers involved w/ programs / clients i.e. Elders, extended family, community 	<ul style="list-style-type: none"> • Staff satisfaction w/ jobs • Increase in formal service integration • Increase in community cooperation w/ policing • Increase in perception of safety • Increase community involvement/mentorship to address gangs and violence • Increase in volunteerism and natural community resources re: Language retention, traditional customs and lifestyles, addressing risk/needs • Increase in family participation in community activities • Community is sharing “personal gifts” with youth 	<ul style="list-style-type: none"> • Staff retention • Sustained agency collaboration • Community capacity to deal with youth violence and gangs • Sustained linkages between community agencies, RCMP and Corrections • Sense of belonging as community members • Community empowerment • Effective/successful NYVRP services

Figure 2: Logic Model at the Client/Case Management Level

1. NYVRP Logic Model Client Level / Case Management Level				
Inputs/Resources	Activities	Outputs	Intermediate outcomes	Long-term outcomes
			Years 3 and 4: 2017-2019	Year 5: 2020
				
<ul style="list-style-type: none"> • NYVRP Wellness Workers (6) • Health and Wellness Coordinator (1) • Ministry of Justice: Community Safety and Well-being Staff and Custody Supervision and Rehabilitative Services • RCMP • Remote Presence Technology • Core Teams • Risk Assessment Tools • Community Programs and Services • Cultural Resources: Elders, Trappers, Hunters, Fisherman, Cree Language Mentors and others • Community mentors (volunteers) • Database and records management tools 	<ul style="list-style-type: none"> • Referral Process/ Intake Meetings • Relentless Outreach/Addressing immediate/basic needs • Assess criminogenic risk factors: Risk Assessment tools • Family input/participation • Core Team creates integrated case plans • Identify other responsivity: strengths/ interests • Health and Wellness Workers providing one-on-one supports • Corrections and RCMP supervise and enforce abstinence and other probation conditions in person and via RPT further preventing pro-criminal behaviors • NYVRP Staff use cog/behavioral skills and MI training to elicit positive behavior change/challenge pro-criminal, anti-social behaviors • Teach conflict resolution and problem-solving skills • Utilize cultural mentors and Elders to teach language, kinship, and other Wood land Cree Culture • Utilize local/external mental health supports via Remote Presence Technology • Utilize data base and Performance Assessment Measure Reports for record keeping 	<ul style="list-style-type: none"> • Number of youth referred • Number of youth who consent to program • Number of clients with completed assessments • Number of clients with integrated case plan based on risk factors • Number of contact requirements being met by Health and Wellness Workers • Number of core team agencies addressing client needs based on assessment and integrated case plan • Number of targeted services connected to youth • Number of clients who are connected to community supports/mentors who help to further address identified risk factors • Number of clients connected to pro-social kinship (responsivity) • Number of clients with possible mental health concerns who are assessed through Remote Presence Technology • Number of clients' mental health concerns who are provided therapy via Remote Presence Technology • Number clients connecting to Culture 	<ul style="list-style-type: none"> • Increase in prosocial attitudes and interpersonal skills; • Increase in clients remaining in school/alternative school; • Increase in employment related activities; • Decrease in alcohol and drug use; • Decrease in bullying, aggressive and violent behaviour; • Increase in prosocial attitudes towards authority figures; • Increase in kinship ties; • Increase in prosocial peer and family activities; • Participating in prosocial community events and activities; • Increased mental/holistic health: clients have an increased understanding of psycho-social conditions, and better coping skills; and • Engaged with Elders and Cultural Mentors, cultural activities. 	<ul style="list-style-type: none"> • Lower incarceration rates; • Reduced recidivism; • Reduced Violence and victimization; • Decrease in gangs and gang related activities; • Employability skills gained/sustained employment; • Educational goals attained; • Family reintegration/Healing; • Holistic Wellness, positive cultural identity; • Physical health improvements, lack of substance and alcohol misuse; and • Young adults are positive mentors for their children.

4.5.1 Logic Model Inputs

At both the organizational and client/case management levels, several inputs (i.e., resources that allow the NYVRP to be carried out) have been identified. Most notable are the three agencies contracted to offer NYVRP services in each community and the corresponding NYVRP staff, such as the Program Manager, HAWC, HAWWs, and the Core Teams. These groups work together to implement the NYVRP with the Saskatchewan Ministry of Justice—Corrections and Policing, the Royal Canadian Mounted Police (RCMP), local schools, other local services (e.g., health centre, child and family services, community-based organizations) and community members with the financial support of the NCPC. Further, supportive and advisory roles are carried out by the Oversight and the three Local Advisory Committees.

Additional inputs, specific to the client/case management level, primarily include the risk assessment tools, individualized case plans, and Remote Presence Technology; all of these inputs aid in rehabilitation and in correction-based referrals and reintegration. Local resources, including cultural resources, are utilized to address the identified risk factors and reduce the youth's violent and criminal behaviour.

4.5.2 Logic Model Program Activities

The NYVRP incorporates both risk management and rehabilitative strategies. With respect to risk management, supervision and other interventions that reduce opportunities to engage in antisocial behaviours are employed. These strategies and interventions may include custodial sentences, court-ordered prohibitions (e.g., restricting the use of firearms or alcohol), curfews designed around high-risk times, contact restrictions (e.g., from victims and pro-criminal friends), and direct contact supervision standards involving a HAWW.

In terms of rehabilitative programs, activities that target dynamic risks (e.g., employment/education, substance use, family circumstances, pro-criminal companions/attitudes, and mental health issues linked to offending) are pursued. For instance, psychiatric and psychological services will be made available to the youth by video-link through remote presence technology. In addition, NYVRP staff use one-on-one contact with the youth to establish relationships and maintain frequent personal contact with them.

Any programming offered to youth through the NYVRP is responsive to their specific needs. For instance, efforts are made to incorporate the cultural and spiritual needs of First Nations participants and make accommodations for those with mental health issues or cognitive disabilities (e.g., FASD, development learning disorders). Through the provision of supervision, support, and rehabilitation, it is anticipated that youth will acquire the knowledge and skills needed to reduce their criminogenic risk factors.

4.5.3 Logic Model Outcomes

The ultimate outcome of the NYVRP is to create safer communities by reducing the amount of violent and criminal behaviour exhibited by youth in the three communities. However, prior to achieving this outcome, several short-term, intermediate, and long-term outcomes must occur.

The short- term and intermediate outcomes that have been identified for the project relate to changes in the youth's attitudes, knowledge, and behaviour. Specifically, once the youth have more positive attitude and beliefs, it is believed that changes in their behaviour will follow suit. Further, the types of changes that individual youth exhibit and the amount of change they experience will vary according to their specific criminogenic risks. Some short-term changes are also expected at the community level, such as increased cooperation with the police and increased awareness in the community about local gang issues.

Following a change in behaviour among a number of youth in the communities, it is anticipated that these intermediate outcomes will lead to outcomes of reduced violence, criminal acts (e.g., drug dealing), and gang activity in each community and, consequently, greater feelings of safety in the communities overall. More specifically, a decrease in the number of youth joining gangs and gang-related crime may be observed, as well as an increase in the number of youth exiting gangs and graduating from high school. Depending on how the project unfolds, there may also be additional intermediate and long-term outcomes associated with anticipated changes in the youth's families or the broader community that need to be considered.

5. EVALUATION QUESTIONS

The evaluation of the NYVRP program takes place in three phases. First, a formative evaluation was conducted to evaluate the start-up and initial implementation of the NYVRP with the goal of using those findings to refine and enhance program delivery during the remaining years of the initiative. The information gathered for the formative evaluation spanned the first three years of the initiative (April 2015 to March 2018) and constitutes the focus of the current report.

Second, a process evaluation will be conducted to continue monitoring the delivery of the NYVRP throughout the remainder of the initiative. Data will be collected and analyzed for the process evaluation on an annual basis over the last two years of the initiative (April 2018 to March 2020) and will be presented in subsequent reports.

Third, a theory-based impact, or outcome, evaluation will be carried out to determine the extent to which the NYVRP program theory and logic model were able to lead to the intended outcomes among the youth and communities involved in the initiative as per the Program Logic Model. Data from the formative and process evaluations will be utilized in the impact evaluation, and the impact evaluation will focus on the period of time in which program delivery occurred (March 2017 to March 2020). Results from the impact evaluation will be presented in a future report.

An evaluation matrix which provides information on the areas of inquiry, associated performance indicators and methods of data collection for all three phases of the evaluation is in Appendix A.

5.1 Formative Evaluation

The formative evaluation examined the initial implementation of the NYVRP with the objective of using the obtained findings to inform and refine program functioning (Hodges & Videto, 2005). The purpose of the formative evaluation was two fold. First, the planning and processes required to establish the NYVRP were documented (April 2015 to March 2017). An emphasis was placed on understanding the processes and strategies that facilitated or hindered the start-up of the NYVRP. Specifically, the answers to the following evaluation questions were sought:

1. Who were the major stakeholders involved in the start-up of the NYVRP? What were the roles and responsibilities of each group? Who else should have been involved?
2. How were communities and stakeholders engaged? Was there a sufficient level of engagement?
3. How were the needs of the communities and their readiness assessed? What factors were considered to underlie youth violence in the communities?
4. What governance structures were established for the NYVRP? Is the governance structure effective?
5. How were decisions made about program delivery? What programming criteria were established? How collaborative was the process?

Second, the formative evaluation documented the initial implementation of NYVRP over its first year of operation (approximately March 2017 to March 2018). The focus here was on understanding how the program was being delivered, the areas where the program was functioning well, and areas where improvements were required. For instance, the extent to which the services and activities provided by the NYVRP aligns with the theoretical models upon which it is based; the effectiveness of its protocols and procedures; and any unanticipated challenges and possible solutions were considered. Recommendations are presented at the conclusion of this report with the intention that they will be implemented in the remaining years of the initiative. Evaluation questions guiding this component of the evaluation were:

6. How were the YVRP and Re-entry and Intensive Aftercare models adapted to allow for their implementation in Sandy Bay, Pelican Narrows and Deschambault Lake?
7. How well does the NYVRP adhere to the principles of risk, need, and responsivity?
8. What eligibility criteria are being used to select program participants? Have appropriate eligibility criteria been established?
9. What programs and services are delivered through the NYVRP? Have appropriate services been established? Are additional services or program activities required?
10. What community strengths facilitate the implementation of the NYVRP? What community barriers hinder the implementation of the NYVRP?
11. What challenges existed in hiring qualified staff? Are adequate levels of staffing in place? What training did individuals involved in project delivery receive? How effective was the training provided?
12. How can the delivery of programming through the NYVRP be refined or enhanced?

5.2 Process Evaluation

The process evaluation will focus on monitoring program processes annually over the last two years of the NYVRP. As is standard for most process evaluations, it will examine whether the NYVRP is being implemented as intended, assess whether activities and operations are functioning effectively, and identify areas where challenges are emerging (Hodges & Videto, 2005; Rossi, Lipsey, & Freeman, 2004). In addition, the annual achievement of program outputs (i.e., number and characteristics of program participants, number of programs accessed by participants, number and type of program partners), program reach (i.e., extent to which the participant group corresponds with the target group), and satisfaction with the NYVRP will be assessed. Such data will be instrumental in understanding why the NYVRP is or is not achieving its intended goals and its fidelity to the intended service delivery model. It will also offer insight into how the program can be refined or its effectiveness can be enhanced. Evaluation questions that will be addressed by the process evaluation include:

1. To what extent is the model implemented as intended? What changes, if any, occurred and why?
2. How well does the NYVRP adhere to the principles of risk, need, and responsiveness?
3. How does the governance structure support or impede the project?
4. What factors assist in the implementation of the program activities? What factors serve as barriers? What gaps in service delivery exist?
5. How many youth participated in the NYVRP? What were their characteristics? To what extent do the participants correspond with the intended target group?
6. What programs are available to participants? To what extent do available resources match their service delivery needs?
7. How often did participants access programming identified in their case management plans? What facilitated their access to programming? What barriers prevented their access to programming? What, if anything, would have improved their completion rate?
8. Are the necessary staffing and resources in place to implement the NYVRP? What training did staff receive? How effective was it? What challenges exist with staffing?
9. How satisfied are the youth, staff, and other stakeholders with the NYVRP?
10. How well do project delivery staff work with community partners? How useful is the support provided by Ministry of Justice? How accessible is it?

5.3 Impact Evaluation

The impact evaluation will determine the extent to which the NYVRP was able to achieve the intermediate and long-term outcomes (intended and unintended) among the participating youth and communities within the initiative, such as reducing youth offending, risk of gang involvement, and gang related activities, as well as increasing community capacity to address violent offending among youth.

For the youth participants, a reflexive pre-post design will be utilized where the outcomes are measured on the same targets before program participation and again after sufficiently long participation for effects to be expected (Rossi et al., 2004). In particular, the youth will undergo pre-test measures (i.e., risk assessment tools) upon entry into the program and post-test measures upon exiting the program. By comparing the two sets of measurements, a determination of the program effects, in part, can be made. In addition, the goal is to collect 6 and 12 month measures after the youth have exited the program. This time series method of evaluation was chosen due to the absence of a control or comparison group as the

communities have small populations and it is unethical to withhold treatment from the youth present in the communities to create a control or comparison group.

It should be noted that analyses comparing pre-project, post-project and sixth-month-post-project follow-up data will need to be completed before the project concludes (i.e., during Year 5). Therefore, the ability to assess the outcomes of any program participants involved in Year 5 of the program will be limited to pre/post data. The ability to collect 12-month follow-up data from Year 4 participants will also be affected.

To strengthen the impact evaluation, the inclusion of multiple measures of the outcomes, obtained from data that spans the pre-program and post-program periods, will offer more credible program outcome assessments. Evaluation questions that the impact evaluation will address include:

1. Did the program produce the intended outcomes in the intermediate and long-term?
2. What unintended outcomes, both positive and negative, did the NYVRP produce?
3. Did the impacts reach all of the intended targets?
4. Did the impacts match the needs of the participants?
5. What were the particular features of the NYVRP that made a difference?
6. What variations, if any, were made during the process?
7. What has been the quality of programming between sites?
8. Did the NYVRP work in conjunction with other interventions, programs or services in the community?
9. What helped or hindered the NYVRP to achieve the desired impacts?
10. Has there been sustained linkages between community agencies?
11. What plans are in place to sustain or expand the NYVRP?
12. Have the youth demonstrated a decrease in bullying, aggressive, and violent behaviour?
13. Have the youth demonstrated a decrease in their abuse of alcohol and drugs?
14. Have the youth demonstrated an increase in their school attendance and improved school performance?
15. Have the youth demonstrated an increase in their involvement in prosocial activities and peers?

16. Is there greater involvement in employment-related activities by the youth?
17. Is there greater attachment to prosocial support systems, including their familial and service provider supports as demonstrated by the youth?
18. Are the positive impacts experienced by youth sustainable?

6. METHODOLOGY

6.1 Evaluation Design

The NYVRP evaluation is embedded in a utilization-focused evaluation design (Patton, 2012; 2015). That is, the evaluation is focused on providing data that can be used to inform the future delivery of the NYVRP and presenting this information in a manner that is easily accessible to those who may be in a position to implement any recommendations derived from the evaluations. In short, “the focus in utilization-focused evaluation is on intended use by intended users” (Patton, 2015, p. 211).

To ensure that useful information is collected through the evaluation, it is necessary for the evaluation design and methods to be adaptive and responsive throughout the five-year initiative. Indeed, in order to facilitate stakeholders’ engagement in the evaluations, they have been consulted regularly about the evaluation process and findings. Modifications may be necessary to the methods and protocols proposed in the Evaluation Plan (submitted in February 2018) for future phases of the evaluation; however, the formative evaluation successfully employed the methods initially proposed in the plan.

The evaluation process also employs a participatory evaluation design framework. The evaluation team is cognizant that the evaluations are taking place in predominantly First Nation communities and that it is necessary to incorporate an evaluation design that is respectful of these cultural groups. When engaging in research or evaluation with First Nation peoples, it is necessary to acknowledge the historical injustices to which they have been subjected, including their history of being colonized and forced attendance at residential schools, as well as the power imbalances and social and economic conditions that have resulted from these practices (Chouinard & Cousins, 2007; Stewart & Yellowknife Dene, 2009). Many First Nations are in a state of healing and working toward autonomy and self-determination. Consequently, it has been strongly advocated, and recommended, that any research or evaluations conducted with First Nations be participatory in nature (Chouinard & Cousins, 2007; First Nations and Information Governance Centre [FNIGC], 2007; Stewart & Yellowknife Dene, 2009). Several reviews (Chouinard & Cousins, 2007; Stevenson, 2009) reinforce that First Nations must be given the opportunity to decide the research priorities for their communities, set research agendas, and determine critical areas to be examined. In fact, Stewart and the Yellowknife Dene (2009) claim that, in order for research with First Nations to be ethical, it must be participatory. Further, LaFrance and Nichols (2010) state that evaluation has a responsibility to support Nation building.

Participatory approaches, with their focus on working directly with the individuals or groups who have a stake in a given study's outcomes, help ensure that First Nations are active participants in the evaluation process (Springett & Wallerstein, 2008). By involving people "on the ground," participatory evaluations tend to be situated in the local cultural context and designed to examine what is important to a specific community (Chouinard & Cousins, 2007; FNIGC, 2007; Springett & Wallerstein, 2008). It is particularly important to contextualize an evaluation when working with First Nations, because each Nation is unique in how it interprets and enacts its culture; thus, it is not possible to apply a generalized approach to either engaging First Nations in evaluation or applying findings from one community to another (Chouinard & Cousins, 2007). Moreover, participatory approaches help ensure shared power and decision-making and that an evaluation project will proceed in a manner that is culturally sensitive, respectful, and responsive. Consequently, it increases the ability of communities to own, control, access, and possess their data, which is a set of principles commonly referred to as OCAP (FNIGC, 2007). In fact, according to the FNIGC (2007), feedback, input, participation in analysis and interpretation, and communication should always characterize the relationship between evaluators and First Nations.

As such, we will employ, as much as possible, a participatory evaluation approach (Springett & Wallerstein, 2008). In so doing, we have invited, and will continue to invite, the three NYVRP communities to be as involved in the evaluation as they choose and have sought, and will continue to seek, their feedback and participation in planning the evaluation, engaging in data collection and data analysis, and disseminating the findings. For instance, while planning the formative evaluation, we asked the Evaluation Advisory Committee (which is comprised of representatives from the communities and Ministry of Justice, including Corrections) for guidance about the specific evaluation questions that should be asked in their communities; who should be asked to participate; and appropriate protocols to follow and methods to use. We also shared the evaluation findings with the Oversight and Advisory Committees and integrated their interpretations of the results into the final version of the report. It is thought that, by working in partnership, the findings obtained through the evaluation will be more accurate, rich, relevant, and of value to the communities. Such outcomes are also consistent with the utilization-focused evaluation approach described earlier, suggesting that utilization and participatory evaluation designs are complementary in nature.

6.1.1 Formative Evaluation Design

The formative evaluation employed a mixed method design, with a heavy emphasis on qualitative data collection. Qualitative designs are particularly well-suited for examining programs with emergent processes and for developing deep understandings of the complexities of a program (Creswell, 2014; Patton, 2015). The primary objectives of this phase of the evaluation are to: a) explore the factors that facilitated and hindered the start-up of the NYVRP; b) document the key components of the NYVRP's service delivery model; and c) understand how well the NYVRP is functioning following its initial implementation. Four methods were used in the formative evaluation: interviews with key stakeholders; a document review; a casefile and database review; and observation, including attending relevant meetings and observing program delivery.

6.1.2 Process Evaluation Design

The process evaluation employs a similar design as the formative evaluation. Specifically, a mixed methods design will be used wherein the emphasis will be placed on qualitative data collection. The proposed data collection methods for the process evaluation include interviews with key stakeholders (e.g., program staff and project partners), document and database review, and observation. In addition, focus groups (with project partners and staff) and a survey to assess program satisfaction among key stakeholders and program participants may be used. Detailed methods for this phase of the evaluation will be presented in a subsequent report.

6.1.3 Impact Evaluation Design

The main objective of the impact evaluation is to assess whether the intermediate and long-term outcomes within the logic model were achieved by the NYVRP by the conclusion of the initiative. Again, a mixed methods design will be used where the emphasis will be more equally placed on qualitative and quantitative data collection. An analysis of whether the participants decreased their risk of offending between the pre/post-test timeframe, and to what extent, will occur. In addition, outcomes such as charges/offenses, school performance, school absenteeism, and school incidents/suspensions/expulsions will be examined. The impact evaluation will also assess the communities' capacity to sustain the NYVRP and address justice-related issues, as well as whether linkages between the community agencies have been sustained. Detailed methods for this component of the evaluation will be presented in a subsequent report.

6.2 Participants

6.2.1 Formative Evaluation Participants

Interviews

A purposive sample of key stakeholders who were involved in the start-up and/or initial implementation of the NYVRP were invited to participate in the formative evaluation. A total of 26 interviews were completed with four stakeholder groups: NYVRP management and staff, NYVRP Advisory and Core team members, NYVRP Oversight Committee, and Corrections (see Table 2).

The first wave of data collection occurred during October 22-26, 2017 wherein face-to-face interviews were conducted with 16 individuals during site visits to Deschambault Lake, Pelican Narrows, and Sandy Bay. A second wave of telephone interviews occurred during March to April 2018, wherein 10 interviews were completed with stakeholders who were not included in the first wave. Overall, the majority of participants were affiliated with the three communities: Deschambault Lake ($n=3$), Pelican Narrows ($n=7$), and Sandy Bay ($n=10$). Six interviewees were not affiliated with any particular community.

Table 2: Summary of Interview Participants (N=26)

Stakeholder Group	<i>n</i>
NYVRP Management and Staff	7
NVRYP Advisory and Core Team Members	13
<ul style="list-style-type: none"> • RCMP (<i>n</i>=4) • Community programs—mental health, addictions, justice (<i>n</i>=3) • Service agreement holders (<i>n</i>=2) • Schools (<i>n</i>=3) • Community leadership (<i>n</i>=1) 	
NYVRP Oversight Committee	1
Corrections	5

Casefiles and Database Review

In addition to conducting interviews with key stakeholders, a casefile and database review was conducted to glean information about the NYVRP clients. Limited information about 82 youth was available in the Community Data Collection Tracking Sheet (i.e., the program’s temporary database). Casefiles were available for 54 clients.

6.3 Data Collection Methods

The data collection methods used in the current formative evaluation are described in detail below. Methods related to the latter phases of this evaluation (i.e., the process and impact evaluation) will be described in subsequent reports.

6.3.1 Interviews

Semi-structured interviews were conducted with key stakeholders during the formative evaluation phase to explore their perceptions of the NYVRP’s start-up and initial implementation. Semi-structured interviews ensure that the same types of questions are asked of each participant, while allowing for the flexibility to explore additional topics that emerge (Patton, 2015; see Appendix B and C for copies of the interview guides).

An invitation letter and study information sheet (see Appendix D and E, respectively) were emailed to potential participants to invite them to participate in an interview. The interviews were either conducted in-person during site visits to the three communities or on the telephone, depending on the availability of the participants while the evaluator was on site and the location where the stakeholder works. Regardless, all interviews were held in a private location to allow the participants to speak confidentially to the evaluator. Interviews conducted in-person were digitally audio-recorded with permission and transcribed verbatim. For interviews that occurred over the phone, detailed notes that were as close to verbatim as possible were taken by the evaluator. Verbal and written consent (for in-person interviews) were solicited from each participant prior to beginning the interview (see Appendix F). Interviews ranged in length from 20 to 90 minutes, with most interviews taking approximately 45 minutes.

6.3.2 Document Review

A document review was completed to identify the key events that occurred in establishing the NYVRP, as well as the key program components. Some of the key documents that were reviewed were:

- Program forms and templates
- Meeting minutes (e.g., from community engagement, Advisory, Oversight, regional, and staff meetings)
- Needs assessment-related activities conducted with the communities
- Events NYVRP has been involved in or arranged for youth
- Staff training/orientation materials
- Community engagement materials
- Staff roles and responsibilities
- PMA reports

6.3.3 Database and Casefile Review

Participant-level data was also analyzed in the formative evaluation. Casefiles for each participant enrolled in the NYVRP were scanned and sent to the Evaluation team. These files were then analyzed in detail to determine the extent to which the various program forms and protocols were being followed. In addition, the Program's Community Data Collection (CDC) Tracking Excel Spreadsheet, which contains basic information about each participant and the type of programming they have received while in the program, was analyzed.

6.3.4 Observation

In order to supplement the data obtained from the interviews and document review, observation was employed as a third method in the formative evaluation. Specifically, the evaluation team attended key meetings to directly observe the decisions being made about the program, the extent to which stakeholders were willing and able to collaborate, and the context in which the NYVRP was being implemented. In addition, once the NYVRP programming had commenced, the evaluator attended Advisory Committee and Core Team meetings to develop a more informed and holistic understanding of how the program was delivered.

6.4 Data Analysis Methods

All qualitative data collected through the interviews, document review, and observation were analyzed using a thematic analysis (Braun & Clark, 2006). Thematic analysis involves the systematic identification of recurring themes and patterns in the responses of the interviewees (Boyatzis, 1998), which emerge when similar words or content is expressed within and across interviews. Themes which represent the underlying concepts which describe and organize the data or offer an interpretation of it are presented in the results. Themes emerging both within and across NYVRP sites were identified.

All quantitative data collected through the database review were analyzed using descriptive statistics (e.g., frequencies, means, standard deviations). Excel and SPSS, a statistical analysis software package, was employed to analyze the data.

Initially, data collected through each method was analyzed independently. For instance, all interview data was analyzed independently of any data obtained from the document review, database review, and observation. Following this independent analysis, themes that converged or diverged across the interviews, document review, and observation data were then integrated and presented together in response to the specific Evaluation Question they answered, as all three data sources attended to similar issues and themes.

6.4.1 Data Trustworthiness and Rigour

To ensure the trustworthiness and rigour (i.e., reliability and validity) of the qualitative findings, quotations were included as much as possible to illustrate the identified themes (Tobin & Begley, 2004). This allows the reader to draw his/her own conclusions about the accuracy of the interpretations of the data presented. In some instances (e.g., analyzing the interview data), the evaluation team engaged in a peer review process where a second team member reviewed and confirmed the interpretation of the team member primarily responsible for analyzing the data (Patton, 2015; Tobin & Begley, 2004). In addition, key stakeholders (e.g., Ministry of Justice representatives, NYVRP program staff, and Evaluation Advisory Committee members) were asked to reflect upon the results, which also serves to enhance the validity of the findings (Patton, 2015). Finally, triangulation in the themes that emerged from each data collection method (i.e., interviews, documentation review, and observation) allow for additional confidence in the conclusions drawn from the evaluation (Patton, 2015).

6.5 Project Ethics

The three phases of the NYVRP evaluation have been exempted from formal ethical review by the University of Saskatchewan Behavioural Ethics Review Board on the grounds that it is a program evaluation project. This is in keeping with Article 2.5 of the Tri-Council Policy Statement on Ethical Conduct for Research Involving Humans (CIHR, NSERC, & SSHRC, 2010; see Appendices G and H for the exemption letters). Regardless of this exemption, the evaluation still adheres to the ethical guidelines laid out in the Tri-Council Policy Statement. In addition, an Ethics application was submitted to the National Crime Prevention Strategy of Canada as per their requirements for impact evaluations. Ethics approval was received from Public Safety Canada on February 4, 2018.

To ensure our respectful and ethical engagement with the communities and participants involved in this evaluation, we have incorporated several processes into our procedures. For instance, when seeking permission from community leadership to implement the NYVRP, the project management team also sought permission for an evaluation to be completed as part of the program implementation process and for community members to participate in the evaluation. In addition, a detailed overview of the proposed evaluation activities was presented at each of the Advisory Committees in September 2016 to ensure that these oversight bodies were aware of the nature of the activities that would occur through the evaluation and were

willing to allow these activities to occur in their communities. Informed consent was also obtained from individual participants prior to their involvement in the evaluation. The literature strongly supports a dual consent process in Aboriginal communities that takes into account both collective consent, on behalf of the community at large, and individual consent (First Nations Centre, 2007; Harding et al., 2012; Patterson, Jackson, & Edwards, 2006; Piquemal, 2001; Ruttan, 2004; Stevenson, 2009; World Health Organization, 2010). The rationale for this approach is that the community itself must be protected in addition to the specific individuals participating. Therefore, by working together with the project management team, we were able to follow this recommended practice by: a) ensuring that community-level permission for the evaluation was provided by various community representatives (e.g., Chief and Council, Advisory Committee members); and b) seeking individual-level consent for specific evaluation activities in which individual community members were asked to participate.

Following data collection, opportunities were provided to community representatives (i.e., NYVRP project management team, Evaluation Advisory Committee members, Oversight Committee members, and Advisory Committee members) to review the evaluation findings for accuracy and, where appropriate, provide a cultural interpretation of the results. Specifically, a presentation highlighting the major evaluation findings was given to each stakeholder group in which the findings were presented and discussed in detail. In addition, the evaluation report was reviewed by the NYVRP project management team. A final copy of any reports and presentations that are prepared will be made accessible to the NYVRP communities. This practice is recommended by the FNIGC (2007) to facilitate adherence to OCAP. According to Stewart and the Yellowknife Dene (2007) and the FNIGC (2007), it is part of the researcher's ethical responsibility to provide First Nation communities with data throughout and upon completion of the study.

6.6 Methodological Limitations

A number of limitations need to be taken into account when reviewing the findings presented in this report. First, the first wave of stakeholder interviews was completed approximately six months prior to the second wave of interviews and the program may have evolved since the initial set of data was collected. Second, when the first wave of interviews were completed, there was a death in Deschambault Lake, which limited the number of stakeholders from this community available to participate in the evaluation.

Third, the casefile and database review was compromised by missing data. For instance, casefiles, including referral forms, were unavailable for 28 youth. In addition, it was apparent that data was missing from the casefiles that were available; however, it is difficult to know what data was not included in them and what had not been completed. Further, the level of detail contained in the casefiles (including chronological notes) varied by HAWW and, as a result, they do not contain consistent data, which limits the extent to which they can be used as a data source in the evaluation. Finally, the information contained in the CDC Tracking Sheet was unreliable, as many of the data points did not match the raw data sources contained in the casefiles. Therefore, it was generally not used to inform the evaluation and any results that relied upon the CDC tracking sheet data need to be interpreted cautiously.

7. FORMATIVE EVALUATION FINDINGS AND INTERPRETATION

7.1 Stakeholder Involvement

7.1.1 Evaluation Questions

- Who were the major stakeholders involved in the start-up of the NYVRP?
- What were the roles and responsibilities of each group?
- Who else should have been involved?

7.1.2 Indicators

- Number and type of stakeholders

7.1.3 Data Sources

- Document Review
- Interviews

7.1.4 Results

Key Stakeholders Involved in NYVRP

Numerous stakeholders were involved in the initial start-up of the NYVRP, ranging from federal, provincial, and community stakeholder groups. One federal stakeholder involved was Public Safety Canada's Aboriginal Community Safety Team. Provincial stakeholders engaged by the NYVRP included provincial-level committees, as well as the Saskatchewan Ministry of Justice Custody, Supervision, and Rehabilitation Services (CSRS) department. Community-level stakeholders included various departments within Peter Ballantyne Cree Nation (PBCN); local elementary and high schools; local RCMP detachments; local justice workers; the Northern Village of Sandy Bay; the Mamawetan Churchill River Regional Health Authority (MCRRHA); and Elders.

Most community-level stakeholders involved in the start-up of the NYVRP became members of the local Advisory Committees and Core teams. Among these agencies, a few play a more prominent role in the NYVRP than others given the nature of the services and their focus on, and involvement with, high risk youth. In particular, the RCMP, corrections workers, schools, and holistic health services have been more actively involved in the NYVRP. According to one interviewee:

The key stakeholders are for sure the RCMP, the Probations and Corrections folks, and the agencies. Agencies, by that I mean Education, Health, Peter Ballantyne Cree Nation, Child and Family. I just feel like those are the agencies that deal with our high risk youth...Elders are another key group.

Table 3 summarizes the key stakeholders involved in the NYVRP development process and each group's roles and responsibilities. Tables 4, 5, and 6 summarize the specific community agencies engaged in Deschambault Lake, Pelican Narrows, and Sandy Bay, respectively, and whether a

given organization was involved in: a) the local Advisory Committee and/or Core Team; and b) the initial community engagement meetings.

Table 3: Federal and Provincial Stakeholders Involved in the NYVRP

Level	Stakeholder Engaged	Description
Federal	Public Safety Canada (PSC), Aboriginal Community Safety Team	<ul style="list-style-type: none"> • A group carrying out a Community Mobilization and Safety Planning process at the same time the NYVRP wished to engage the communities and learn similar information. • NYVRP entered into an informal partnership with this group and agreed that PSC would be responsible for initiating contact with community leaders and champions. • PSC was delayed in contacting the communities. Therefore, NYVRP's engagement period was also delayed and they moved away from this partnership.
Provincial	Northeast Initiative (NEI) Steering Committee	<ul style="list-style-type: none"> • A committee comprised of executive-level government representatives spanning all sectors. • It was developed in response to the province's Child and Family Agenda.⁸ • Primary role is to ensure the Child and Family Agenda's goals are reached in NE Saskatchewan (including Sandy Bay, Pelican Narrows, and Deschambault Lake). • Helped the NYVRP develop partnerships and linkages with other sectors providing services in these communities.
	Ministry of Justice (MOJ), Corrections—Custody Supervision, and Rehabilitation Services (CSRS)	<ul style="list-style-type: none"> • NYVRP engaged the North Region Directors for their support and assistance in adapting and implementing the NYVRP in the three communities. • North Region CSRS Director of Operations was assigned to support the NYVRP.
	Northern Human Services Partnership Committee	<ul style="list-style-type: none"> • A Committee of various provincial and community agencies that work in the northeast. • Many of the agencies offer services in Sandy Bay and were asked to join the Sandy Bay NYVRP Advisory Committee.

⁸ The purpose of the Child and Family agenda is to build and improve upon supports in communities through a collaborative, intergovernmental approach to help the most vulnerable children, youth, and families receive well-rounded, evidence-based supports and services.

Level	Stakeholder Engaged	Description
Community	Peter Ballantyne Cree Nation (PBCN) Chief and Council	<ul style="list-style-type: none"> • PBCN Chief and Council are the local authorities in Deschambault Lake, Pelican Narrows, and for the “on-reserve” segment of Sandy Bay. • They circulated a letter of support to applicable PBCN agencies directing PBCN Managers to help move the initiative forward. • They also supported NYVRP consultations in their communities.
	Local community agencies and staff in Deschambault Lake, Pelican Narrows, and Sandy Bay	<ul style="list-style-type: none"> • Local community representatives were invited to participate in introductory community engagement meetings and were later invited to join local Advisory Committees and Core Teams. • Through the Advisory Committees, community representatives provided guidance and direction with respect to adapting the NYVRP to the local context and developing program processes. • They also provided feedback on what is and is not working with respect to the NYVRP and were asked to problem solve issues that emerged.

Table 4: Key Stakeholders Involved in Deschambault Lake

Stakeholder Engaged	Involvement in Advisory Committee and/or Core Team	Involved in Engagement Meetings
PBCN Band Administration	Advisory	Yes
PBCN Band Councillor	Advisory	Yes
PBCN Education	Advisory	Yes
PBCN Woodland Cree Enterprises	Advisory	No
Creighton Community Corrections	Advisory/Core	Yes
Elders	Advisory/Core	Yes
Kimosom Pwatinahk Collegiate	Advisory/Core	No
Kistapiskaw School Education	Advisory/Core	Yes
PB Child and Family Services Inc.	Advisory/Core	Yes
PBCN Health Services	Advisory/Core	Yes
RCMP	Advisory/Core	Yes
PAGC Justice	Core	Yes

Table 5: Key Stakeholders Involved in Pelican Narrows

Stakeholder Engaged	Involvement in Advisory Committee and/or Core Team	Involved in Engagement Meetings
PBCN Vice Chief	Advisory	Yes
PBCN Band Councillor(s)	Advisory	Yes
PBCN Administration	Advisory	Yes
PBCN Emergency Response Coordinator	Advisory	Yes
RCMP Victim Services	Advisory	Yes
Creighton Community Corrections	Advisory / Core	Yes
Elders	Advisory/Core	Yes
PB Child and Family Services Inc.	Advisory/Core	Yes
PBCN Education	Advisory/Core	Yes
PBCN Health Services	Advisory / Core	Yes
RCMP	Advisory/Core	Yes
Wapanacak Elementary School	Advisory/Core	Yes
Wapawikoscikan School	Advisory / Core	Yes
PBCN Youth Worker	Core	Yes
PAGC Justice	Neither	Yes
Fine Option Worker	Neither	Yes
PBCN Social Development	Neither	Yes
Northern Sport, Culture, and Recreation District (NSCRD)	Neither	Yes

Table 6: Key Stakeholders Involved in Sandy Bay

Stakeholder Engaged	Involvement in Advisory Committee and/or Core Team	Involved in Engagement Meetings
Elders	Advisory	Yes
Northern Village of Sandy Bay (Mayor)	Advisory	Yes
Northern Saskatchewan Victim Services	Advisory	No
PBCN Band Councillor	Advisory	Yes
PBCN Administration	Advisory	Yes
PAGC Justice	Advisory	Yes
Youth Representative	Advisory	No
Community Resource Centre	Advisory/Core	Yes
Creighton Community Corrections	Advisory/Core	Yes
Hector Thiboutot Community School	Advisory/Core	Yes
Mamawetan Churchill River Regional Health Authority	Advisory/Core	Yes

PB Child and Family Services Inc.	Advisory/Core	Yes
RCMP	Advisory/Core	Yes
PBCN Income Assistance	Core	No
Northern Lights School Division #113	Neither	Yes

Additional Stakeholders Who Should Have Been Engaged

Most interviewees indicated that the NYVRP had not overlooked any key stakeholders when developing the program; however, two additional stakeholders groups were suggested by a handful of participants. One stakeholder perceived that parents had been overlooked as a stakeholder group, but also acknowledged that it can be difficult to elicit parental involvement in the communities due to a general lack of interest among parents to be involved in such activities.

Another stakeholder group that was not included in the engagement process to the fullest extent desired was the youth themselves. There were attempts to include youth in the engagement process and to obtain their perspectives on the issues faced in the three communities through a youth survey. However, it was also hoped that a youth representative would sit on the local Advisory Committees, but this has not occurred. Based on the interview responses, it is unclear why it has not been possible to engage youth representatives on the committees, although one person did express that there may be concerns about whether the youth will treat the information they learn on the committees confidentially. According to this interviewee, “*One concern was confidentiality. What if the youth leaks info? The town is so small.*” Another suggested that it may be necessary to offer the youth an incentive to participate and that there may not be many youth willing to voice their opinions to the committees.

Some youth have come to meetings in the past. At one meeting some 14-15 year old girls came to a meeting and shared what they were doing. I'm not sure why it's been a problem keeping someone at the table. Maybe we need to offer an incentive? I don't want someone at the table just for token, but we need someone who's going to actually voice their concerns or their observations or experiences and representing that youth group/youth age, which is pretty difficult to find in those small communities.

7.1.5 Interpretation

The NYVRP engaged a comprehensive network of federal, provincial, and community stakeholders to be involved in the development and delivery of the NYVRP, particularly at the community-level. All relevant community agencies have been engaged in all three communities to at least some extent. Two groups that were possibly under-engaged in the development process were parents and youth, but interviewees reporting these concerns also acknowledged that it is challenging to fully engage these groups due to their limited motivation and willingness to be involved in such initiatives.

7.2 Community and Stakeholder Engagement and Needs Assessment

7.2.1 Evaluation Questions

- How were communities and stakeholders engaged? Was there a sufficient level of engagement with the communities?

7.2.2 Indicators

- Elements of community engagement process
- Number of Advisory and Oversight Committee Meetings

7.2.3 Data Sources

- Document Review
- Interviews

7.2.4 Results

Community and Stakeholder Engagement Process

Respectful engagement. A lengthy community and stakeholder engagement process was required to establish the NYVRP in the communities of Deschambault Lake, Pelican Narrows, and Sandy Bay. The first year of the initiative (April 2015 to March 2016) was largely devoted to hiring a Project Manager to facilitate the community consultation process. Given the challenges associated with hiring this position (it was not filled until February 2017; see section 7.12.4), the MOJ Manager began the community consultation process in earnest in November 2017. From there, it took approximately 15 months to complete the engagement process.

The community engagement process began by seeking permission from community leadership to implement the NYVRP in the three communities. It then focused on seeking support, input, and advice from relevant community agencies, members, and Elders related to the design, development, and adaption of the NYVRP. This included soliciting support from local directors and managers first, followed by frontline staff. The community engagement process concluded with activities generally intended to raise awareness of the NYVRP in the communities at the time program delivery was ready to commence. Key stakeholders characterized this process as one of respectful engagement.

The most critical step in getting it started was engaging or participating in/setting up meetings and introducing the model to all of the stakeholders in the community and in a strategic and respectful manner...I needed to make sure I talked to the right individuals' first. Meaning, I spoke with Chief and Council before talking to the communities' frontline staff. I talked with provincial managers out of La Ronge Human Service Partnership Committee – various provincial managers who take care of the Northeast. Then I went to PBCN program directors—education, child and family services, health. Those three major areas. I met with all of those directors before going into the communities. For Sandy Bay, it was the Village of Sandy Bay, Mayor and Council... I made sure we had support of leadership first and then frontline staff.

I think that the approach that we did, initially...going to leadership and to the head of the agencies—I think that that is the right approach. We need to get the buy in from them and bless this project for us to proceed. It's always about the cultural protocol, respecting the leadership of the day and working from within that leadership and having the leadership share with us who they think should be involved. This has been very open that way. Chief Beatty has been very supportive. I know that last January...he drafted a letter to all of the heads of the agencies, explaining about NYVRP and encouraging them to be involved in the project...so the good part about the communication piece is that it did help, because when we started talking about NYVRP, people knew a little about it at the beginning.

In general, stakeholders perceived that this respectful engagement approach was effective because it allowed the program to be community-based.

It's a really good approach—I haven't seen anything work this well in this short period of time. They've established, progress, evolved, gotten commitment of managers and community people involved. It's community-based, and the NYVRP is the epitome of this. It's not perfect, but it has all the elements required to make an impact.

Regional Approach. It was originally intended that the NYVRP would first be implemented in one community and later expanded to the other two communities after a period of time; however, given the length of time the engagement process took and the momentum that was being built in all three communities simultaneously through the initial consultations, it was decided that a regional approach to community engagement and program implementation would be taken.

The original idea, in the proposal, is that we would start with one that was more progressive than the rest, but because we lost a year already and because of the way that when I went out and started presenting to all of the stakeholders in the community, it made it really difficult to decide where do we start first. Everyone was excited hear that they were getting resources in their communities and they were going to be leading the initiative. That they were going to be stakeholders and it wasn't going to be government coming in and telling them what to do. So it was really difficult to make the decision to do one community and do follow-up. We also didn't have HR capacity to try to do it in one community at time. It felt right to implement everything at once. We already had the meetings going and had stakeholders identified that wanted to be involved and they were showing up and gung ho.

This regional approach to community engagement and program implementation was also perceived positively by the communities themselves and may have facilitated greater buy-in for the project.

Each of the communities said initially that it was nice to know that the other two communities were doing the same thing so that they could learn from each other and share. Because we were not going to keep this information for ourselves, so this is for the whole Northeast. And it's not a Peter Ballantyne initiative and it's not a Sandy Bay Initiative, it's a Northeast community initiative.

Timeline of Activities Conducted During the Community Engagement Process

The specific steps the NYVRP project management team took to engage community stakeholders over the first two years of the initiative are described below. The activities undertaken included consultations and meetings with key stakeholders and community agencies, organizing workshops to build capacity, assessing the needs within the communities, and soliciting input from youth and Elders.

1. Preliminary consultations held in Deschambault Lake, Pelican Narrows, and Sandy Bay: January and April, 2015

Upon receiving funding for the NYVRP, the first action the MOJ took to engage the three communities proposed to be apart of the initiative was a community consultation at each site. The meetings were intended to be open to all interested community members and were attended by 38 individuals in Sandy Bay, 15 in Deschambault Lake, and 6 in Pelican Narrows. The meeting was not widely advertised in either Deschambault Lake or Pelican Narrows, leading to lower attendance rates in these communities. The consultation focused on identifying the issues community members perceived to be underlying the violence in their communities and needed to be addressed.

2. Collaborated with Public Safety Canada with the intention of jointly conducting a community mobilization and safety planning process: April – October, 2015

It was necessary for the MOJ to further engage the three communities and learn about the communities' needs, desires, strengths, and challenges before proceeding with implementing the NYVRP to ensure that the initiative would be: a) welcomed; and b) adapted to meet the communities' needs. At the same time the MOJ planned to engage in these consultations, Public Safety Canada (PSC; Aboriginal Community Safety Team) was also planning to facilitate a community mobilization and safety planning process in all three communities that, in part, would focus on the same information sought by the MOJ. Consequently, the MOJ agreed to work in partnership with PSC to obtain information about the communities' issues, needs, and priorities, including issues around youth violence, even though this partnership would result in an extended community engagement period and discussions broader in scope than necessary for the NYVRP. It was hoped that, by working in tandem, the MOJ and PSC could both get the information they required while minimizing any confusion and community fatigue that may stem from the interrelated activities both government agencies planned to conduct.

It was decided that PSC would be responsible for initiating contact with leaders and champions in each of the three communities; however, by October 2015, PSC was not able to secure dates to begin the community mobilization and safety planning process in any community. Since the MOJ wanted to proceed with the NYVRP at this time (given the limited timelines associated with the pilot project), it was ultimately decided that each party would carry out their consultations independent of each other. The attempted partnership between the MOJ and PSC delayed the NYVRP consultation process by at least six months.

3. NYVRP constituted main foci of NEI Steering Committee: August and September, 2015

The Northeast Initiative Steering Committee focused on the NYVRP during its meetings in August and September 2015. Given that this Steering Committee is comprised of executive-level government representatives from a variety of sectors, these discussions were able to open doors for MOJ staff to follow up with specific provincial and federal agencies represented at the NEI table, such as Education, Health, and Social Services. In particular, the discussions at this Committee were particularly helpful for making connections in Sandy Bay, since it is a municipality and is serviced by provincial agencies.

4. Meeting with Corrections: October and November, 2015

It was also necessary for the NYVRP to garner additional support from within the MOJ. Therefore, a meeting was held with the Custody, Supervision, and Rehabilitation Services' (CSRS) North Region Directors who are responsible for community corrections in the three NYVRP communities. As a result of this meeting, the North Region CSRS Director of Operations was assigned to the NYVRP and asked to help adapt the YVRP model for implementation in the three communities.

5. Meeting with PBCN Chief and Council to introduce the NYVRP: November and December, 2015

Many formal and informal meetings took place to introduce the NYVRP to key stakeholders in the communities. Some of the most critical meetings were those held with PBCN Chief and Council. First, the NYVRP project management team met with the Chief wherein a presentation outlining the goals and objectives of the NYVRP and its intended roll-out was shared. The Chief was in favour of proceeding with the NYVRP and offered direction on PBCN's organizational structure and who should be engaged within the organization. He also agreed to circulate a letter to applicable PBCN agencies operating in the three communities endorsing the initiative and requesting that PBCN managers help move the initiative forward.

A follow-up meeting was held with Chief and Council in December 2015 to ensure that all Councillors from the three NYVRP communities were aware of the initiative. Information about the proposed client group, project initiatives, proposed planning and development process with community agencies, funding arrangements, and the need to partner with a community agency to deliver integrated services was discussed. Council members from all three communities were supportive of the initiative and were willing to host NYVRP consultations in each of their communities.

6. Community Mobilization and Safety Planning Session in Pelican Narrows: November, 2015

Even though the NYVRP project management team decided to move forward with its consultation efforts independent of PSC, it did participate in a community mobilization and safety planning meeting that took place in Pelican Narrows with 17 community members. The session focused on the importance of natural mentors/guardians of community safety and

identifying individuals in the community who have gifts to share with others in need. This discussion was particularly relevant to the NYVRP given that a component of the model focuses on connecting youth with natural supports in their community. At the end of the session, participants were tasked with listing Pelican Narrows's current resources available to help individuals across the life span. The NYVRP was intentionally not introduced at this session to ensure that the group's discussions around community safety and resources were not influenced by the possibility of a new initiative in the community.

7. Meeting with the Northern Human Services Partnership Committee: November, 2015

Information about the NYVRP was presented to the Northern Human Services Partnership Committee, which is comprised of various provincial and community agencies that work in the Northeast, including the three NYVRP communities. This meeting largely constituted the introduction of NYVRP to Sandy Bay, as many of the agencies involved in the Committee provide services in Sandy Bay. Many of these agencies were later asked to join the Sandy Bay NYVRP Advisory Committee.

8. Introductory meetings with Sandy Bay, Deschambault Lake, and Pelican Narrows: January, February, and March, 2016

The NYVRP was introduced in each of the three communities through a presentation at each community's Interagency Committee. The initiative was first introduced in Sandy Bay (January, 2016) followed by Deschambault Lake (February, 2016) and Pelican Narrows (March, 2016). Since Sandy Bay is a municipality, a second meeting was held with the Northern Village of Sandy Bay Mayor and Council the same day as the Interagency Committee meeting to ensure that both municipal and PBCN agencies were aware of the initiative.

At the introductory meeting, an overview of the NYVRP was provided and preliminary discussions about establishing an Advisory group occurred. In Sandy Bay and Pelican Narrows, several topics emerged with hopes that the NYVRP could focus on them and/or incorporate them into its adaptations of the YVRP model, including enhancing a sense of kinship, focusing on culture, and increasing family involvement. Utilizing Elders and having compassion for offenders also emerged in Sandy Bay, while mental health training for local workers, unconditional support for the client, restorative justice, and sharing circles emerged in Pelican Narrows. At Pelican Narrows, a list of Elders and youth who should be invited to future NYVRP meetings was also put forward to the NYVRP planning team.

9. Follow-up meetings with Sandy Bay, Deschambault Lake, and Pelican Narrows: April, 2016

A second meeting was held in each community to further engage the communities and plan the implementation of the NYVRP. The purpose of this meeting was to solidify which community agencies and respective staff members were willing to sit on the NYVRP Advisory Committees and to recommend other stakeholders who should also sit on the committees (e.g., local decision makers, individuals with mental health training, Elders, youth). A discussion of possible

adaptations of the YVRP model, the NYVRP implementation timeline, and the roles of front-line NYVRP staff also took place.

10. Advisory Committee Workshop: May, 2016

A two-day Advisory Committee workshop was held at Baker's Narrows, Manitoba as a kick-off for the NYVRP. All delegated NYVRP Advisory Committee members from all three communities, along with provincial and regional partners (primarily from Corrections), attended the workshop. There were over 40 participants in total, including approximately 12 individuals from Pelican Narrows, 10 from Sandy Bay, 8 from Deschambault Lake, and 6 from Corrections. The agencies represented at the workshop included PBCN Health, RCMP, PAGC Justice, local high schools, PBCN Council members, PBCN Administration, PBCFS, and the MCRRHA. In addition, each community had one or two Elders present.

The purpose of the workshop was to gain additional buy-in for the YVRP model and begin discussing Advisory Committee roles and responsibilities as they pertain to NYVRP program implementation and service delivery. In particular, participatory exercises on collaborative case planning and strategies for working collaboratively were facilitated. However, the majority of the workshop was comprised of a motivational, team-building experience facilitated by James Anderson intended to create cohesion and a willingness to collaborate among Advisory Committee members in each community.

Informal feedback gathered from workshop attendees was positive with reports that the attendees: a) had a better understanding of the NYVRP; b) appreciated the opportunity to develop connections across all three communities; c) would like to meet on a semi-regular basis to share successes and challenges; d) felt inspired and motivated from the team-building exercises facilitated by James Anderson; and e) enjoyed working on the collaborative case management scenario. The quotation below captures one person's perspective of the positive aspects of the workshop.

It was really beautiful and it was really like group participation. It seemed like everyone that attended had the same goal in mind, like we all wanted to help the community and try to stop some of the crimes that were happening.

One concern raised about the workshop was a lack of representation from PBCFS. Another suggestion for improving the workshop was to incorporate more local group work.

11. Youth Engagement in Pelican Narrows, Sandy Bay, and Deschambault Lake: May and June, 2016

Surveys were conducted with youth ($N=179$) in all three communities as a means of incorporating youth's perspectives in the NYVRP and understanding their perceptions of gang violence, bullying, and resources and supports in their communities. Thirteen additional surveys were collected at the Family Violence Workshops hosted by each of the schools bringing the total number of surveys completed to 192.

12. Monthly Advisory Committee Meetings Commenced and Core Groups Established: June, July, August, September, 2016 and ongoing

Following the Baker's Narrows workshop, monthly Advisory Committee Meetings commenced in each community. At the first Advisory Committee meeting in June 2016, it was decided who would participate on the Advisory Committee and who would form the Core Team. The Advisory Committee is typically comprised of directors or supervisors of participating agencies, while the Core Team is typically comprised of frontline staff who would serve the youth directly. Elders from each community also joined the Advisory Committee, and RCMP Sergeants from all three communities agreed to participate in the committee. It was hoped that the Advisory Committees would also have youth representatives, but no youth representatives have joined the committees to date. During the second half of 2016, the Advisory Committee primarily focused on providing feedback on, and developing processes, for the NYVRP's implementation.

13. Elder's Tea Gathering: October, 2016

An Elder's Tea Gathering was held as a forum to engage Elders from all three communities in the NYVRP and solicit their opinions on violence and community safety. The Elders offered a historical perspective on how violence was dealt with in their communities prior to the RCMP and other agencies being established in them. They also offered their perspectives on what the communities and leadership need to do in each community to reduce youth violence. The Elders emphasized keeping the language and culture alive, fostering respect and kinship among the youth, and providing the youth with productive activities to occupy their time and avoid getting into trouble. For instance, they suggested that cultural trips onto the land (e.g., going onto a trap line) would be beneficial to the youth.

14. Participated in school workshops on violence hosted by the RCMP: October, 2016

NYVRP partnered with the RCMP, Victim Services, Education, Holistic Health, and PBCFS to share information with students about family and domestic violence, suicide, sexual assault, and bullying. The program manager presented the NYVRP to students and gathered additional youth surveys examining their perceptions of violence and safety in their communities.

15. Oversight Committee Established: November 2016

The final piece of the NYVRP's governance structure, the Oversight Committee, was established in November 2016. The Oversight Committee is primarily composed of agency directors of organizations who provide services in the three communities and who have the authority to make decisions about their programs/services.

16. Tailoring the program to each community: December, 2016

Each Advisory Committee was encouraged to select individualized program names for the NYVRP in order to further develop a sense of community ownership of the initiative. To do so, the communities each ran a program name/logo contest wherein community members were encouraged to submit their recommendations. Pelican Narrows selected the name "Tamamawi-Maskawikapawiyak" which means "Together We Stand Strong." Deschambault Lake selected the name "Mithoyawin" which means "Being Healthy". Sandy Bay was unable to obtain enough Advisory Committee feedback to select a program name and consequently called their initiative the Sandy Bay NYVRP.

17. Continued efforts to increase community awareness: January, 2017 and ongoing

In order to continue increasing the community's awareness about the NYVRP and reaffirm NYVRP's presence and involvement in the communities, the project management team attended as many community events and meetings as possible. For instance, the program manager attended PBCN Band meetings, inter-agency meetings, youth conferences, and cultural camps.

Delays in the Community Engagement Process

A number of challenges were encountered during the NYVRP community and stakeholder engagement process, which ultimately delayed the implementation of the NYVRP in the three communities. It was originally intended that the NYVRP would begin delivering programming within six months of the project's start-date; however, the community engagement phase took nearly two years to complete—a full 1.5 years longer than had been anticipated.

One challenge initially faced by the NYVRP project management team was that, as of April 1, 2015 (the first month of the NYVRP's funding), all three communities were virtually unaware of the initiative. Thus, the project management team had to begin the community engagement process without any existing community support for the initiative, including from community leadership (e.g., Chief and Council, Sandy Bay Mayor and Council). Thus, the respectful engagement process that needed to be followed, combined with the sheer number of provincial, regional, and local community stakeholders that needed to be contacted given that the initiative was being implemented in three communities (with many stakeholders specific to each community needing to be engaged), took a substantial amount of time to complete. Moreover, keeping the momentum of the engagement process going in all three communities also took a great deal of effort from the NYVRP project management team given that everything being done to solicit support for the NYVRP and develop the program needed to be completed in triplicate. The community engagement process likely would have been more expedient if support from the community leaders had been solicited prior to the submission of the NYVRP proposal to NCPC and if the MOJ had remained in contact with the communities while the NYVRP proposal was in the midst of being finalized.

In addition, challenges with hiring the project manager (see section 7.12.4) introduced further delays to the consultation process. For instance, the responsibility of the engagement process unexpectedly fell to the MOJ for the first 10 months of the project, whereas it had been hoped it would fall to the project manager. It also left one person largely responsible for performing the initial consultations with stakeholders. Consequently, the engagement process likely would have taken less time if there were more staff available to conduct this work. According to one interviewee, *“it probably would have went faster if we could divide and conquer. Either had the Project Manager hired or another way.”*

Another challenge that slowed the engagement process by approximately six months was the decision to collaborate with PSC to carry out a community mobilization and safety planning process and relying on PSC to make initial contact with the communities. Although the partnership with PSC initially seemed like an efficient and effective means of introducing the NYVRP to the communities and completing an assessment of the community's needs and

resources, the leadership role PSC took on in the partnership restricted the NYVRP project management team's autonomy to move forward with the NYVRP on their own timeline and prevented them from engaging the communities within the timeframe they had initially set aside for community engagement.

Two additional factors that delayed the introduction of the NYVRP to the communities were external to the NYVRP project management and beyond their control. Fires during the summer of 2015 prevented the project management team from scheduling consultations with community leaders. In addition, it was difficult to schedule meetings with stakeholders during times of the year when holidays are often taken (e.g., summer months, Christmas).

Community Reception of NYVRP

Overall, most interviewees perceived that the communities were supportive of the NYVRP and were supportive of the initiative from the beginning.

Everyone was in favour. That's what I can say, that everyone was in favour. Of course we want to help the youth and of course we want them out of jail. If there's anything we can do as agencies, we were trying to help in any way. If kids come and ask for help here, we give it to them and if kids went to other agencies, they would get the help as well

I had no pre-conceived notion or idea of what it would be like. I thought it would be a positive change for Pelican Narrows. A good idea.

However, some interviewees did observe some skepticism or resistance from some community members.

I did attend Sandy Bay community meetings. Some community members were skeptical. They didn't see the positives and they had a lot of questions. The more vocal ones tended to be the more skeptical ones. Those who were positive were less vocal. So there were mixed reviews.

I have seen some skepticism from the start—it's just another government program.

I like the way the program is running right now and the ladies put their 100% all the time and they enjoy working with their clients and it's a positive program for the community even though some people don't look at it that way.

Finally, a handful of stakeholders noted some dissatisfaction with the community engagement process. For instance, frequent staff turnover at some of the NYVRP partner agencies resulted in new individuals becoming involved in the discussions that did not have prior knowledge about the project, which resulted in basic information about the project being repeated frequently at meetings. According to one person: "as those people change, it seems like we're back at square one." To avoid having to orient new individuals in group meetings, this stakeholder suggested developing a briefing document with background information about the project that could be given to new individuals prior to the meeting.

They need an overview of the project with where it's at documented that could be kept up-to-date. A one-pager that could be sent out.

Another interviewee indicated that, in general, a communication strategy for each of the three communities could have helped the NYVRP better manage the community engagement process.

It was also noted that individuals and agencies had different levels of interest and engagement with respect to participating in the NYVRP. It was recommended that agency representatives assigned to work with the NYVRP be passionate about the program and believe in its possible outcomes.

It's critical to be sure that the person assigned to the committees is passionate about and believes in the program. That positive change is possible...It's all about choosing the right people.

In particular, interviewees observed that PBCFS and some RCMP members seemed uninterested, at times, in supporting the initiative. In the case of PBCFS, there may have been some challenges with respect to personality conflicts, perceived policy limitations in relation to confidentiality and information sharing, and workload of staff. With respect to the RCMP, it was observed that members with a “*strong enforcement mentality*” were less likely to engage fully in the NYVRP.

Interpretation

The NYVRP project management team carried out a comprehensive community and stakeholder engagement strategy that included federal, provincial, and community-level stakeholders. The respectful engagement process employed, wherein community leadership were consulted first, followed by directors and managers, and then local frontline workers was successful as it resulted in widespread community support for the NYVRP and allowed the community to experience the program as being community-based.

One limitation of the NYVRP's community engagement process is that it took it much longer than anticipated—it was originally thought that the community engagement process would occur over six months when, in reality, it took approximately two years. Stakeholders attributed the lengthy engagement process to the respectful engagement approach employed as well as to a variety of factors that resulted in delays (e.g., having limited support from community leadership at the project's outset, the ineffective partnership with PSC to assess the communities' needs, delays in hiring a project manager, having to engage many stakeholders in all three communities, fires requiring the communities to evacuate, and scheduling conflicts resulting in delayed meetings). In the future, projects being implemented in Indigenous communities with minimal stakeholder consultation beforehand should build in additional time for the community engagement process into project timelines, particularly for multi-site projects, to allow for a respectful engagement process to be completed.

7.3 Community Needs Assessment

7.3.1 Evaluation Question

- How were the needs of the communities and their readiness assessed?
- What factors are considered to underlie violence in the communities?

7.3.2 Indicators

- *n* and type of community needs assessment activities

7.3.3 Data Sources

- Document Review
- Interviews

7.3.4 Results

Throughout the first two years of the initiative, several informal and formal needs assessment activities were undertaken by the NYVRP project management team and Advisory Committees. Together, these activities served to assess the communities' perceptions of their needs, strengths, and resources, as well as their perceptions of the underlying causes of youth violence in their communities. A range of perspectives were solicited through these activities, including local community agency representatives, community members, Elders, and youth. The formal needs assessment methods included conducting a SWOT Ages and Stages analysis, developing an Inventory of Community Programs and Services, and administering surveys to youth in all three communities. The informal methods employed included consultations with the community in general, the Advisory Committees, and Elders. Table 7 outlines each of the strategies in more detail.

Table 7: Needs Assessment Activities Conducted by the NYVRP

Needs Assessment Method	Timeframe	Description
Preliminary community consultations	<ul style="list-style-type: none"> • January, 2015 • April, 2015 	Discussion focused on: <ul style="list-style-type: none"> • Issues in the communities • Needs in the communities • Challenges encountered with policing/the criminal justice system • Underlying causes of violence
Consultations with the Advisory Committees	<ul style="list-style-type: none"> • March, 2016 • May, 2016 • June, 2016 	Discussions were held over the course of several meetings about: <ul style="list-style-type: none"> • Communities' needs related to youth violence • Strategies for addressing community needs via the NYVRP • Roles of individual agencies for helping potential NYVRP clients

Needs Assessment Method	Timeframe	Description
		<ul style="list-style-type: none"> • Potential strengths and challenges with working collaboratively • Strategies for working collaboratively • Obstacles, challenges, and barriers faced regarding access to services and service delivery • Strategies for overcoming obstacles and challenges to service delivery • Underlying causes of violence in the communities
SWOT Ages and Stages Analysis	<ul style="list-style-type: none"> • July, 2016 • August, 2016 • September, 2016 	<p>Used the developmental life stages to identify potential challenges and needs in providing services to youth and possible avenues for success.</p> <p>Was completed by Pelican Narrows; Sandy Bay and Deschambault Lake did not complete this analysis.</p>
Community Programs and Service Inventory	<ul style="list-style-type: none"> • July, 2016 • August, 2016 • September, 2016 	<p>Identified resources and activities available to support the needs of NYVRP clients and determined the services/supports that are lacking.</p> <p>Was completed by Deschambault Lake, Pelican Narrows, and Sandy Bay.</p>
Youth Surveys (2016)	<ul style="list-style-type: none"> • March, 2016 • June, 2016 • October, 2016 	<p>Surveys were administered to youth in Deschambault Lake, Pelican Narrows, and Sandy Bay.</p> <p>One phase of data collection occurred during youth conferences held in the spring and a second phase occurred during the RCMP violence workshops held in the fall.</p> <p>Most surveys ($n=179$) were completed in the spring; an additional 13 surveys were completed in the fall (total $N=192$). Surveys assessed youth's:</p> <ul style="list-style-type: none"> • use of alcohol and drugs • perceptions of safety • perceptions of gangs

Needs Assessment Method	Timeframe	Description
		<ul style="list-style-type: none"> • perceptions of bullying • experiences with the law • perceptions of supports in the community
Elder's Tea Gathering	<ul style="list-style-type: none"> • October, 2016 	<p>Twenty-eight Elder's from all three communities shared:</p> <ul style="list-style-type: none"> • Historical information on how violence was dealt with prior to the RCMP and other agencies • Strategies for reducing violence
Youth Surveys (2017)	<ul style="list-style-type: none"> • April, 2017 	<p>Administered to 46 youth in Deschambault Lake, 119 in Pelican Narrows, and 28 in Sandy Bay.</p> <p>Surveys were administered during community feasts introducing the NYVRP to each community.</p> <p>Surveys assessed youth's perceptions of:</p> <ul style="list-style-type: none"> • their personalities, strengths, and motivations • what they would change in their communities • what they like about their communities • how their communities could be healthier • how their communities could be safer • what would make them stay in school

Perceptions of Violence in the Communities

Many of the same issues emerged from the various needs assessment efforts across all three communities; therefore, a brief summary of the issues that emerged at the community-, family, and individual-levels will be shared. It should be noted that some of the issues listed below can fall under more than one level; however, they were categorized to reflect how they were primarily discussed by the communities (as reflected in meeting minutes).

Beginning with the community level, the following issues were identified through the needs assessments:

- Historical unresolved issues stemming from residential schools, the introduction of alcohol into the community, and a lack of trust within families
- Loss of culture
- Lack of activities for the youth (especially in the later afternoons, evenings, and weekends)
- Lack of volunteers to run activities for youth
- Poor housing—including lack of housing, poor quality of housing, and overcrowding
- Lack of employment
- Youth are not celebrated or appreciated

At the family-level, the following issues were documented:

- Poor parenting practices and skills (e.g., including lack of discipline, attention paid to children, boundaries, parental involvement, chores and expectations, affection)
- Parents not being engaged in their children's lives (e.g., they are not engaged with the schools, the justice system, or attend parenting classes or groups).
- Family breakdowns
- Lack of positive role models, including a lack of father figures
- Learned negative behaviours from others in their lives
- Lack of spiritual guidance
- Lack of (healthy) food

At the individual-level, the following issues were reported:

- Poor school attendance, particularly among high school students
- Addictions—can begin early in life and most violent incidents involve alcohol
- Lack of sleep
- Lack of self-esteem
- Anger and aggression
- Trauma and unresolved pain
- Unresolved personal problems
- Unwillingness to take personal responsibility
- Jealousy
- Boredom
- Peer pressure
- Negative use of social media/technology

Interview data exploring the challenges that youth face in their communities echoed these issues as the factors why youth violence is prominent in their communities and why a program such as the NYVRP is needed to help youth who are at risk of engaging in violence. Several interviewees commented on the challenges that youth face in the three communities, such as addictions issues, the normalization of violence, limited supports and structure from parents and other role models, mental health issues, insufficient professional supports and services (particularly related to mental health and addictions treatment), poverty, overcrowded housing, a lack of recreational opportunities, poor education, and the presence of gangs. Many of these factors are intertwined and compound or build upon each other. Table 8 presents extracts from the stakeholder interviews that illustrate these themes.

Table 8: Factors Underlying Youth Violence in Deschambault Lake, Pelican Narrows, and Sandy Bay

Theme	Extract
Normalization of violence	<p><i>Violence is normalized. Domestic violence is normalized.</i></p> <p><i>Violence comes from living in that type of environment and what young people are exposed to. It's pretty tragic... When youth are exposed to this at length on a day-to-day basis, what they see becomes a danger of</i></p>

Theme	Extract
	<i>becoming normal. This program gives them a different view of the world and positive supports.</i>
Addictions	<i>There's huge addictions issues to alcohol.</i>
Limited supports and structure from parents	<p><i>These are high risk youth—these kids can check out any time—everyday they're on survival mode. For them, its so hard to have relationships with adults. They don't have that. They don't have structure. Not even from their family. Very seldom they have that healthy support system at home.</i></p> <p><i>For some of the boys who I work with...the problems are family breakdowns, the parents have split up. A lot of addictions in the home, either drugs or alcohol. One parent might be using one drug, the other might be using another one. A lot of yelling, accusing the boys. They love their children, but when you're trying to tell your child, "you can't do this, you can't do that", but yet you're doing it, you know what I mean?</i></p>
Insufficient community supports and services	<p><i>Our mental health and addictions are not sufficient. They are not the qualified mental health staff we need.</i></p> <p><i>This community, we're always struggling with what we got. We're all just doing our best with what we got, and there isn't any excess of workers here. Even today, at the interagency meeting, some of those events they are planning create a lot of work, and we're all conscious of that because there's only so much you can do, and the same groups of people are being relied on for so many programs.</i></p>
Poor education and academic ability	<p><i>For the majority of them, their days are bad. They are struggling at school, where some of them can't read or write, and they're put in a grade 10 level, but they can't do the work.</i></p> <p><i>Youth do not go to school – they have no hope. They receive a poorer education than in the south. There are different standards so they need re-education. There is a “no kid left behind” policy – therefore there are kids with poor academic ability.</i></p>
Overcrowded housing	<i>Definitely the biggest issue is that there's nothing for them to do here and with their housing...everything is overcrowded, so I find, a lot of times, they have to deal with whatever is going on at home and they don't have a space to themselves or any type of quiet time or any kind of space where there's just sober people, I guess you could say</i>

Theme	Extract
Lack of recreational opportunities for teenagers	<p><i>We also have a youth centre...For me it's lacking in hours, it's lacking in programming for different age groups....[They do] open the youth centre in the evenings but the different age groups are not utilizing, like the teenagers. It's only a majority of 8 to 10 [year olds].</i></p> <p><i>And I do find a lot of the time in these communities there's nothing to do, so I think that that's one of the reasons why so many people offend so often. Cause they're bored. I mean we have that in cities right, and there's things to do in the cities, but here there's literally nothing so...</i></p> <p><i>There's so much for the little wee ones, and it seems... I find the kids that we're dealing with, that age group 13 or 14 or whatever, through to 17, there isn't a whole lot. And they do have some programs at the school but not all the kids get chosen right? To play soccer or to the football. So some are left behind, and there isn't a whole lot in this community to do. There used to be a hockey, there used to be a hockey rink but that's closed down and fallen apart.</i></p>
Presence of gang activity	<p><i>Young people are attracted to gangs—its where some feel most comfortable. They think they have the support the need there. Gang activity in the north is not the same as organized crime in urban centres, but it's still disruptive...In Pelican Narrows, it's a place where young people come together because they don't have supports at home and positive interactions or relationship with their own family. They're looking to belong. So they mimic gangs in terms of their clothing, names. They're not as sophisticated as gangs in Saskatoon or Regina, but they're still disruptive. They're not the way life should be.</i></p>

7.3.5 Interpretation

The NYVRP project management team facilitated a number of needs assessment activities and solicited perspectives from a range of stakeholders (e.g., Advisory Committee members, Elders, and youth). Some Advisory Committees were more engaged in completing these activities than others. For instance, Deschambault Lake and Sandy Bay did not complete their community's Ages and Stages analysis. Therefore, it is possible that there is an incomplete understanding of the needs and strengths in these two communities; however, given the common themes that emerged across all three communities regarding the underlying causes of youth violence, this risk is minimal. Notably, past YVRP initiatives implemented in Canada have recommended that youth be incorporated into the program planning process (Public Safety Canada, 2018). By administering two needs assessment surveys to the youth populations in these communities, the NYVRP has enacted this recommendation in its own implementation of the YVRP model.

The results of the various needs assessment activities revealed a strong need for the NYVRP in these communities. Numerous community-, family-, and individual-level factors pervasive

across all three communities were identified as contributing factors to the high levels of youth violence in the communities. At the community level, factors ranging from unresolved historical trauma stemming from residential schools and a loss of culture to a lack of recreational activities, community supports and services, and poor or overcrowded housing in the community were documented. At the family level, poor parenting practices and skills, a lack of kinship, and a lack of positive role models were identified. At the individual level, poor school attendance and academic ability, lack of self-esteem, unresolved trauma and pain, boredom, and anger and aggression were thought to contribute to youth violence. Accordingly, a dedicated intervention for addressing youth violence that allows for multiple, underlying causal factors to be addressed, such as the NYVRP, is required.

7.4 Governance Structure

7.4.1 Evaluation Questions

- What governance structures were established for the NYVRP?
- Is the governance structure effective?

7.4.2 Indicators

- Elements of the governance structure
- Satisfaction with the governance structure

7.4.3 Data Sources

- Interviews
- Document Review

7.4.4 Results

The governance structure of the NYVRP is two-tiered and follows the same structure as the YVRP governance model. Specifically, it is comprised of: 1) local Advisory Committees in Deschambault Lake, Pelican Narrows, and Sandy Bay; and 2) an Oversight Committee. The local Advisory Committees were the first aspect of the governance structure that was established (in May 2016), and the Oversight Committee was established approximately six months later (in November 2016).

Advisory Committees

The Advisory Committees are primarily comprised of representatives from local community agencies who provide services to youth and young adults. A detailed list of the Advisory Committee members involved in the NYVRP in each community is presented in Tables 4, 5, and 6 (see section 7.1). The purpose of the Advisory Committees was to offer guidance regarding the design and delivery of the NYVRP and to build capacity in the communities to better address justice-related issues. They also participated in hiring local NYVRP staff.

The Advisory Committee's purpose is about building capacity of the community to be able to address justice issues on their own. It's one of the main purposes/objectives...It allows for the stakeholders to provide some guidance and direction in programming and

identifying issues...It's about local level problem-solving and guidance and really holding the program accountable and making sure there's a level of accountability.

It was originally intended that Advisory Committee meetings would be held once a month. This standard was generally upheld in 2016 wherein meetings were held monthly in each community from April to November ($n=8$). However, in 2017, there were only four advisory meetings held (in February, May, June, and November) while, in 2018, one meeting (in January) was held during the reporting period covered by this evaluation.

Challenges with the Advisory Committees. Several challenges were experienced during the process of establishing the Advisory Committees, as well as during the early operations of these committees. One notable challenge has been soliciting the involvement of a particular community agency that plays a key role with youth in the communities. Specifically, PBCFS was reluctant to commit to participating in the NYVRP at any level (Oversight, Advisory, or Core) and was only sporadically involved in the initial Advisory Committee meetings. At the time of this report, PBCFS was regularly participating in Advisory Committee meetings in Deschambault Lake and Pelican Narrows, but not in Sandy Bay.

The inconsistent participation of agencies across and within communities, also reflected in the example above, has been an additional challenge faced by the Advisory Committees. Even though certain agencies (e.g., PBCFS, PBCN Health Services, Corrections, RCMP) may offer services in all three communities, they may not participate in the Advisory Committees to the same extent in all three communities. It seems that the level of participation is somewhat driven by the direction staff receive from local program managers or the interests of frontline staff, despite a commitment at higher levels of the agency to participate in the NYVRP. Inconsistent participation of agencies in the Advisory Committees remained an issue throughout the reporting period covered by this report.

Within communities, agencies may be committed to participating in the Advisory Committees but internal staff turnover or the lack of a dedicated staff member assigned to attend Advisory Committee meetings has resulted in new staff regularly being present at meetings. Individuals new to the committees typically lack knowledge about the NYVRP and the purpose/role of the Advisory Committees. Thus, the NYVRP project management team had to provide ongoing education on the program and the objectives of the Advisory Committees to accommodate these individuals, which slowed the progress the committees could make in terms of guiding the development and implementation of the NYVRP.

Some of the challenge is getting all agencies consistently at the table, because it has been sporadic at times. Or they will send an alternate, but when the alternate is very limited with information, it does not help us and it does not help the young people.

One recommendation offered to other communities implementing a similar governance structure is to ensure that agencies are told up-front the time commitment that can be expected in relation to attending meetings. Another is to ask agencies to identify dedicated representatives who can commit to the committee over the long-term.

Sometimes the makeup of the committee or the core team will change because someone new represents the school or whatever, so you have to backtrack the program, whereas other people have been there consistently. I guess you could start off by asking people their commitment, if they could attend meetings. At first it was a big burden because the meetings were operational, and we had to meet a lot. I think that letting people know that there is a fairly large time commitment with just attending meetings.

Another challenge that has been faced with respect to the Advisory Committees is holding monthly meetings as specified by the program model. In particular, holding regularly scheduled Advisory Committee meetings during the summer months and the month of December when agency representatives typically take holidays has been difficult for the communities. It has also been challenging for the NYVRP to find times to schedule Advisory Committee meetings that do not conflict with other scheduled meetings in the communities. At times, this challenge has caused the Advisory Committee meetings to be delayed by one to two months. To mitigate this issue, the NYVRP attempted to hold Advisory Committee meetings in conjunction with pre-existing interagency meetings, but the interagency meetings did not occur regularly enough to meet the NYVRP's needs and the program reverted back to having standalone Advisory Committee meetings. As a result of these factors, in the spring of 2018, the targeted frequency of Advisory Committee meetings was reduced from monthly meetings to every two to three months.

An additional challenge that emerged in relation to scheduling Advisory Committee meetings is that some meetings have been cancelled without notifying attendees, which has led to frustration among those who showed up for the meetings, as planned.

It is going well, but there have been hiccups along the way. One is the organization of the initiative. The meetings, planning of them, when they're scheduled. Meetings have been scheduled and not cancelled but we still show-up because we weren't told by the organizer. This has occurred for both Oversight and Advisory meetings, less at the Core meetings.

A final concern that was identified about the Advisory Committees is that they were not being used to the fullest extent possible. Some stakeholders indicated that the NYVRP has primarily been reporting their activities to the committees when they should be soliciting their advice and guidance to: a) make decisions about the program; and b) resolve issues that emerge. It was suggested that, if the Advisory Committees were engaged in a more meaningful manner, participation and attendance rates may improve.

We need to get them more interactive. It feels like some of the meetings we go to them, it's just informing them of what we've been doing and what we've accomplished and future stuff. I feel like they're not as engaged as they should be...I like to have people engaged. I like to have them be part of the solution. For the next Advisory, we are going to bring some identified barriers—show it to them and ask them how to address it, other than us just telling them what we're doing.

It would work better if some of those people, those agencies, were invested more. That might be because we haven't spent enough time with them to really understand what they can do, what can their roles be here as part of that process. We went through the TOR with them in one meeting and...we've visited them agency by agency and talked about what the program is, but it doesn't mean they understand what they're doing at the table.

Oversight Committee

The Oversight Committee is comprised of senior managers of the organizations that deliver services in the Northeast and who have the authority to make decisions about their programs/services. Organizational members of the Oversight Committee include:

- Ministry of Justice, Corrections and Policing
- PBCN Chief and Council
- PBCN Education
- PBCN Health Services
- PB Child and Family Services Inc.
- Mamawetan Churchill River Regional Health Authority
- Northern Lights School Division #113
- RCMP
- Northern Village of Sandy Bay

These decision makers are primarily involved in the NYVRP to ensure that managers and frontline staff remain committed to the NYVRP. They may also be utilized to resolve issues that cannot be solved at the local level.

Often programs start to struggle early on in the implementation stage. It's critical for senior management to ensure insubordinates remain committed.

The idea behind the Oversight Committee is issues that might affect the whole region, issues around policy, issues that can't be solved at the local level or that we require the authority of those decision makers to help us problem solve.

It was anticipated that Oversight Committee meetings would be held quarterly, however, they have been scheduled bi-annually instead. Specifically, there have been four meetings to date: one in 2016 (November); two in 2017 (May and November); and one in 2018 (April).

Challenges with the Oversight Committee. Some dissatisfaction with the Oversight Committee was expressed by a minority of interviewees and mirrored concerns expressed in relation to the Advisory Committees. For instance, a few stakeholders noted that the Oversight Committee could be used more effectively if the focus was on problem-solving issues that emerge rather than on sharing information about the program.

They tend to present information vs. we have a barrier—What can we do? Who should be involved? They could send out information ahead of time, and have people bring issues to the table to be discussed.

In addition, it was observed that some representatives on the Oversight Committee do not seem to have a strong connection to the frontline and are not as knowledgeable about the program as other committee members. Thus, it was suggested that these organizations be more strategic in terms of who they delegate to the committee.

There's a disconnect between our table and the frontline (and the other partners)...There's times where [representatives] at the table didn't have a lot of close contact with the people at the frontline involved in the project. They sometimes just sent someone to be at the table but, if they can't contribute, what's the point? They could have had more engagement.

In addition to meeting quarterly, monthly teleconferences were also held with Oversight Committee members. While these calls were perceived to be a good venue for regularly sharing information about the project, there were some frustrations with meetings not starting on time or not being notified that they have been cancelled.

7.4.5 Interpretation

In line with the YVRP theoretical model, a two-tiered governance structure has been established by the NYVRP comprised of: a) an overarching Oversight Committee; and b) local level Advisory Committees in Deschambault Lake, Pelican Narrows, and Sandy Bay. Overall, the governance structure seems adequate and comprehensive as it allows for local community representatives to provide input and direction into the NYVRP, while also providing a mechanism for higher level decisions makers to be involved in the program and to resolve issues (e.g., policy conflicts) that cannot be addressed at the local level. However, both committees have been affected by a lack of commitment and inconsistent participation by some agencies. In addition, neither committee has been used to their fullest potential. Several stakeholders commented that these committees would be more effective if they were primarily used to solve problems and issues that emerge in relation to the NYVRP rather than to simply report back on NYVRP activities. Finally, it has not been possible to hold either the Advisory or Oversight Committee Meetings as often as intended in the program delivery model. Due to a variety of factors, such as holidays, schedules, meeting conflicts, and community fire evacuation orders, the frequency of Advisory Committee meetings has been reduced from monthly meetings to once every two to three months. The frequency of Oversight meetings has been reduced from quarterly to biannual meetings.

7.5 Program Delivery Decisions

7.5.1 Evaluation Questions

- How were decisions made about program delivery?
- What programming criteria were established?
- How collaborative was the process?

7.5.2 Indicators

- Elements of the program delivery model that were collaboratively decided upon
- Satisfaction with the collaborative process employed to make program delivery decisions

7.5.3 Data Sources

- Interviews
- Document Review

7.5.4 Results

Community Program Delivery Decisions

They NYVRP project management team made decisions about program delivery primarily in collaboration with the local Advisory Committees and Corrections. During the design and development period of the NYVRP (June 2016 to March 2017), the Advisory Committees were asked to provide feedback and guidance on the:

- Roles and responsibilities of the Advisory Committees and Core Teams
- Necessary adaptations to the YVRP model to ensure it fits the local context and is culturally appropriate
- Possible obstacles, challenges, and barriers that may be faced in implementing the NYVRP and strategies for overcoming those obstacles
- Key agencies and NYVRP staff who should be included on the Core Teams (i.e., RCMP, Corrections, HAWW, HAWC, and other relevant local agencies)
- Specific agency representatives who will sit on the Core Team to serve as the local integrated case management teams
- NYVRP program logic model and anticipated outcomes
- Eligibility criteria for participation in the program
- Referral and intake processes, including what criteria will be used to prioritize which youth will be admitted to the program and documentation required for community-based referrals
- Type of information needed by Core Teams to confirm a youth's eligibility in a program
- Types of assessments each sector currently completes with youth
- Name and logo that should be used to individualize the NYVRP in each community
- Possible staffing models for each community and minimum qualifications for HAWW and HAWC positions
- Terminology that should be used to refer to NYVRP staff (e.g., HAWWs, HAWC)
- Hiring of HAWWs and the HAWC
- Community education and awareness activities that should be implemented to raise awareness of the NYVRP

When soliciting this feedback, the NYVRP project management team largely did most of the behind-the-scenes work and put forward specific sets of criteria or processes for the Advisory Committees to offer feedback on and refine. According to one stakeholder, *“The idea was fairly definite of what they had in mind, but they were certainly open to how the community felt about it.”* That being said, some ideas did emerge from the Advisory Committees and were integrated into the program development process, such as renaming the NYVRP to a name selected by each community, using community-specific logos designed by a local community member, and

inviting Elders to become involved in the program. Overall, the NYVRP project management team attempted to be as comprehensive as possible in incorporating the communities' perspectives on how the YVRP model should be adapted to work in the Northeast.

We asked the Elders for advice, for their direction and what they wanted to see in the youth as well too. Everyone was involved in trying to create that model to fit our community

Involving the Advisory Committees in making decisions about the NYVRP program delivery model was more successful for some elements of the model than others. In particular, it was challenging for the Advisory Committees to offer input into the NYVRP program logic model, as the committee members were unfamiliar with logic models and did not completely understand what they were being asked to do. Therefore, committee members often strayed from the topics at hand, making it difficult to obtain the information needed to include their perspectives in the logic model. One stakeholder recommended that additional training on program logic models for the Advisory Committee would have enhanced this exercise.

Corrections Program Delivery Decisions

Much like the Advisory Committees, meetings were also regularly held with Corrections to determine how they can work in partnership with the NYVRP to support the program. Corrections stakeholders reported that they worked collaboratively with the NYVRP to establish the eligibility criteria, referral process, and referral forms for corrections-involved youth referred to the NYVRP. According to one interviewee, *"I think the staff involved with NYVRP did a very good job at involving me (Ministry of Justice) in the program or at least in trying to figure out the logistics of things."* Corrections stakeholders also noted that they were included in key trainings for the NYVRP (e.g., YLS training, RPT training), which helped them gain a better understanding of the program's functioning at the community-level.

They had involved me in some of their training. For example, when they decided on what assessment they were going to be using for community-based referrals, they asked for myself, as well as some other people from the ministry, to attend the training with their staff. This allowed me to have an understanding of the types of areas they were going to be identifying as high risk with community referrals.

While, overall, Corrections stakeholders were satisfied with the level of engagement they had with the NYVRP project management team in terms of developing the program in a way that fit their organization and operations, some stakeholders did perceive the consultation process to be disorganized. Stakeholders indicated that the process would have been more efficient if more decisions had been made about how the program was expected to be delivered prior to consulting with Corrections. One individual noted that the program start date was extended several times, which resulted in a number of meetings wherein the information shared about the program was repetitive.

If another community were to take on this project, organization would be a huge factor including finding out all of the details before getting other agencies involved... There was

a lot of meetings leading up to it which were good; however, the start date kept getting extended by many months, so the same type of meetings with the same information continued until it started.

7.5.5 Interpretation

Overall, the NYVRP project management team involved all relevant stakeholders in the decision-making process used to refine the NYVRP program delivery model. Input and feedback was sought from the local Advisory Committees on nearly every aspect of the model, including the roles and responsibilities of the Advisory Committees and Core teams, adaptations needed to allow the program to be successful in the three communities, referral and intake processes, and staffing models and qualifications. While the NYVRP project management team did the majority of the background work and, ultimately made the decisions about how the program would be implemented, there are several examples where they asked for, and incorporated, the advice of the local governance committees (e.g., renaming the program to something more meaningful in each community, involving Elders). There were instances, however, where the Advisory Committees were not able to offer the direction the NYVRP project management team was seeking. For instance, when asked to provide input into the program logic model, the Advisory Committees did not have a sufficient understanding of what a logic model is to contribute productively to this exercise.

The other key stakeholder with whom the NYVRP project management team worked closely to make decisions about program delivery was Corrections. Through consultations with Corrections, eligibility criteria and the referral process for corrections-referred youth were established. Overall, Corrections was satisfied with the level of consultation they had with the NYVRP; although, some noted that the meetings between the two parties were sometimes disorganized and could have been more efficient if additional details about how the NYVRP was going to be implemented had been decided upon beforehand.

7.6 Adapting the YVRP and RIAP models

7.6.1 Evaluation Questions

- How were the YVRP and RIAP models adapted to allow for their implementation in Sandy Bay, Pelican Narrows, and Deschambault Lake?

7.6.2 Indicators

- Elements of the YVRP and RIAP models that have been adapted?

7.6.3 Data Sources

- Interviews
- Document Review

7.6.4 Results

Many of the adaptations made to the YVRP and RIAP models are captured in the Introduction of this report (see Sections 3.1.4 and 3.2.3) and were decided upon at the time the funding proposal for the NYVRP was submitted to NCPC. These planned adaptations of the YVRP model included:

- Implementing the NYVRP in Indigenous communities located in a rural and remote setting rather than the inner city.
- Focusing on youth at risk of violence and gang involvement rather than at risk of perpetrating or being the victim of a homicide.
- Engaging local community-based organizations, as well as probation officers (POs), police, and street workers, through Core teams to offer supports to youth in the program and allow for integrated case management.
- Having a smaller caseload wherein two HAWWs would be responsible for a combined caseload of 15 participants rather than having one street worker be responsible for 15 participants.
- A greater focus on supporting rehabilitation rather than on strictly supervising conditions.
- Using risk assessment tools to determine the risk level of youth and develop individualized case plans to address their identified risks/needs.
- Employing a consent-based approach to participation in the NYVRP rather than the court-mandated approach used in the YVRP.
- Extending the eligible age criteria to 12 to 24 years old (from 14 to 24 years in the YVRP model).

In terms of the RIAP model, the most significant deviation from this model is that most youth involved in the NYVRP will not have a custody sentence; therefore, the aspects of the model that occur in custody are largely irrelevant to the NYVRP. Otherwise, the RIAP model largely served to refine or enhance the YVRP model by:

- Placing an explicit focus on violent offending, reducing gang-like behaviours (e.g., vandalism, tagging), establishing new linkages between the justice system and the community, delivering targeted services and supports, and increasing community capacity to deliver justice services.
- Including an empirically-based method for assessing risk.
- Focusing on support and rehabilitation in addition to supervision and control.
- Incorporating integrated, multi-dimensional, comprehensive supports, including a focus on the family.
- Engaging the communities and developing strong partnerships (e.g., through the Core team, Advisory Committees, and Oversight Committee)

Interviews with key stakeholders involved in the NYVRP revealed greater insight into the adaptations made to the YVRP and RIAP models (with a focus on the adaptations made to the YVRP model). One aspect of the YVRP model that has been difficult to incorporate in the NYVRP is strict supervision of the youth by POs. According to the YVRP model, POs should have between 8 to 10 contacts with youth each month (i.e., four home visits accompanied by police for curfew checks, two other home visits and two office visits). Due to being understaffed,

the distance that needs to be travelled to the communities from the probation office in Creighton, Saskatchewan⁹, and other internal policies limiting the length of time POs can be in the communities (e.g., needing to: return to the office by 5:00 pm; avoid being in the communities after dark; and avoid working overtime), they are unable to be in the communities more than once per week and are generally available for only a limited number of hours while in the community. Thus, even though Corrections expressed interest in the NYVRP model and wished to support the program through increased supervision, they ultimately have not changed their practices or frequency of visits in the communities to allow for a higher level of monitoring. In the future, they may use RPT as a means of increasing their contact with NYVRP participants. Even so, it is not possible for POs to achieve the same level of contact as suggested by the original YVRP model.

When I first started working with community corrections and sharing the model with them, I brought to them a couple of questions of how we can increase corrections exposure in the community in terms of increasing supervision so it's more consistent with the YVRP model. I provided options...but I didn't get anything. They were good at showing up for meetings and engaging the community and the initiative; however, that didn't change, of course, their level of involvement in terms of actual client service delivery. They continued to be in the community only once/week.

The location of visits with the youth and the use of joint patrols involving the police in the NYVRP also varies from what the YVRP model describes. Probation officers typically meet the youth at a predetermined location within the communities; home visits are rarely conducted. Similarly, joint patrols are generally not conducted in the NYVRP. At best, the police officers may escort the POs to an individual's house to complete a daytime home visit when these visits are completed. However, the RCMP is generally responsible for conducting patrols and nightly curfew checks on their own.

Another area where the NYVRP modified its supervision standards is in relation to the nature of the contact that youth have with the police and Corrections. Rather than following a strict supervision model wherein surveillance and law enforcement are emphasized, the POs and police in the three communities take a friendly approach to supervision in order to maintain a positive rapport with the communities. That is, rather than immediately breaching youth, both RCMP and POs will use discretion and consider the factors underlying the infraction before initiating a breach.

Community policing/peacekeeping principles are the favorable way of law enforcement in these smaller remote communities where the RCMP also live with the residents. As such, RCMP take a friendly supervision and mentorship approach with NYVRP clients whenever possible.

With the YVRP, there is a balance of law enforcement, catch them being bad, balanced with the street workers. Our model is friendly supervision. And the police, even though there were police and corrections through the YVRP, it's about a lot of supervision and

⁹ From the Creighton probation office, it takes approximately 2 hours to drive to Deschambault Lake and Pelican Narrows and 2.5 hours to drive to Sandy Bay.

surveillance. With NYVRP, because they're small communities, it's about having positive relationships, we can't take that kind of law enforcement approach. It has to be about having a good relationship with the community members. That offender, they have grandmas, uncles, and aunts dealing with the RCMP too...for every action, there's a reaction. Corrections staff and RCMP can't go out being just worried about law enforcement, otherwise they won't have any friends whatsoever and won't be welcome in those communities.

One of the biggest adaptations is the approach being not just about supervision and surveillance. It's supervision, but not a lot about law enforcement, and catching them being bad....It's not about constantly breaching them. We know that behind those breaches/violations is a reason and we want to get to the underlying problem...Our corrections people, our YO corrections worker, they also follow the rule where they look at the underlying causes of the violation before they actually breach them. It's a different philosophy on how to work with youth.

In addition to maintaining positive relationships within the community, another reason for not following a strict supervision policy followed by immediate breaches is that the “*the Court system in the north is not equipped for the NYVRP to implement a swift sanction for violations.*”

The NYVRP also enhanced or added to several aspects of the YVRP model to increase the appropriateness of the model for implementation in northeast Saskatchewan. Namely, the addition of a cultural component to the NYVRP was deemed to be of utmost importance. For instance, Elders and mentors have been involved in the program on a regular basis to help the youth learn about their culture and traditions. As a result, several cultural (e.g., teachings and ceremonies, beading, Cree language) and land-based (e.g., culture camps, medicine picking, fishing, hunting) activities have been built into the program.

A lot of the adaptations were around culture, around tradition, around the Northeast, so that it fit us and our communities.

Throwing in our cultural aspects into our programming really helps us. A lot of our youth are interested in the fishing and hunting, they enjoy the camping. It takes them away from not only their friends, but also the peer pressure that comes within them. Being away for the weekend, if they could do that all week, they probably would.

In addition, the NYVRP has enacted a target for HAWWs to meet each youth three times per week, and did not establish any parameters around the location of the visits. In contrast, the YVRP aimed to meet their clients approximately four times per week (with approximately half of the contacts occurring in the home and the other half occurring in the community) but, in practice, tended to have only six contacts per month with them. Although the number of contacts specified in the NYVRP model are technically lower than the targeted number of contacts in the YVRP model, the substantive content of those contacts is different. The NYVRP values “*quality time over quantity*” as they perceived this approach to be more culturally appropriate in their particular setting. As a result, “*each meeting is purposeful and, therefore, more than just a contact,*” whereas, in the YVRP model, visits may be simple check-ins. In addition, the NYVRP

staff work flexible hours to ensure that they are available to youth during the times of day they are most vulnerable (i.e., late afternoon and evening).

Further, the NYVRP strives to connect youth with at least one or two natural, voluntary community supports (such as mentors) by the time they complete the program to continue to manage and mitigate their risk factors. Moreover, the NYVRP takes a specific interest in identifying youth who have mental health needs or cognitive deficits and referring them to appropriate supports and treatments. Given the lack of trained mental health professionals in the north, the NYVRP is in the process of introducing RPT to facilitate this objective. Once operational, RPT would allow the youth to receive the mental health treatment they require from trained mental health professionals based in Saskatoon without requiring the youth to physically travel to Saskatoon to obtain the services. This aspect of the service delivery model is also novel to the NYVRP.

Another adaptation is our use of community supports – the goal of NYVRP is that each individual has at least 1 to 2 community supports that they are attached to by the end of the involvement period. Another adaptation, which is not necessarily off the ground, but the focus on mental health. We're trying to provide services where they're not there right now or where it's a hindrance/problem, which is an adaptation.

Finally, there was one adaptation recommended by the communities that was not possible to integrate in the NYVRP program delivery model. The Advisory Committees (particularly the RCMP and school members) recommended that the NYVRP lower the age limit for youth allowed to participate in the program to 8 to 9 years. All three communities reported that children this age are already displaying violent behaviour and that intervention is required in this age group. It was ultimately decided by the NYVRP project management team that it was not possible to extend services to this age group, due to the extensive revisions to the model that would have to be implemented to accommodate this younger age group. For instance, children in this age group would be unlikely to have involvement with Corrections or the RCMP, making these elements of the NYVRP model irrelevant. In addition, the risk assessments employed by the program are only valid for youth who are at least 12 years old; therefore, a different strategy would need to be developed to determine the children's risk, as well as the risk factors that should be considered in their care plans. It also was anticipated that specialized staff who focus on child development may be needed to work with this age group rather than HAWWs. Taken together, there was concern that trying to meet the diverse needs of a wide range of age groups (e.g., 8-11 years, 12-17 years, 18-24 years) may place too much strain on such a new program.

7.6.5 Interpretation

Overall, the NYVRP is following the basic structure of the YVRP and RIAP models. The NYVRP has been predominantly shaped by the YVRP model, wherein the RIAP model was primarily used to refine or enhance aspects of the YVRP model. For instance, due to the consideration of the RIAP model, additional emphasis has been placed on using an empirical risk assessment tool, focusing on support and rehabilitation in addition to supervision and control, placing an explicit focus on reducing violent offending and gang-like behaviour, establishing linkages between the justice system and community, and incorporating comprehensive supports,

including families. One component of the RIAP model that is not particularly relevant to the NYVRP are those aspects that relate to the custody-portion of a youth's sentence, as most youth enrolled in the NYVRP have not been in custody.

In terms of the YVRP model, some adaptations were necessary to increase the suitability of the model for implementation in rural, remote, Indigenous communities in northeast Saskatchewan. These adaptations were: reducing the caseloads of HAWWs, focusing less on strict supervision and surveillance by police and POs in favour of a friendly supervision model, placing a greater emphasis on rehabilitation, using risk assessments to identify high risk youth and inform case management planning, incorporating a cultural component to help youth build stronger connections to their culture, involving local community agencies in the case planning process, connecting youth with local community supports, and helping youth seek treatment for any mental health and cognitive needs they have.

Several of the adaptations (i.e., focus on rehabilitation, friendly supervision, relaxed surveillance, lower contact standards with Corrections, police-only patrols, utilizing local community agencies and supports, encouraging youth to establish one or two local natural supports) were necessary due to the limitations faced by being situated in northern, remote locations where there is minimal access to formal supports and services (including regular contact with POs). Some of the other adaptations stem from a need to accommodate the worldviews of those living in the communities, such as decreasing the HAWWs' caseloads and contact standards to allow for more meaningful relationships to be developed with the youth and for more meaningful contacts to occur with them. Other adaptations (i.e., including a cultural component and a focus on mental health) are necessary to address issues that have resulted from a history of colonialism, residential schools, and intergenerational trauma in the communities.

Given the number of adaptations that have been introduced to the YVRP model to make it applicable for implementation in the north, some may argue that the NYVRP is substantively different than the YVRP. Overall, however, the NYVRP project management team and the evaluation team currently consider there to be more similarities than differences between the NYVRP and YVRP program delivery models. We argue that, because the NYVRP draws upon many of the key features of the YVRP (e.g., the use of street workers; provision of the intervention in the community; focus on high risk youth, mentorship, and connecting youth to supports and services; involvement of police to provide supervision and surveillance; employment of a similar governance structure), the program should still be considered a derivation of the original YVRP model. The most signature feature of the YVRP model that is lacking in the NYVRP is the active involvement of POs with youth participants. Aside from this component, many of the adaptations made to the NYVRP were necessary to allow the YVRP model to be delivered in northeastern Saskatchewan given the unique characteristics of this locale and the available resources (and capacity) in the communities, as well as to ensure more explicit adherence to the risk, need, and responsivity principles that are implicit to the YVRP model. Future NYVRP evaluations will continue to monitor the evolution of the NYVRP and offer additional clarity on whether the NYVRP should be considered a derivation of the YVRP model or a separate, emerging model.

7.7 Adherence to RNR Principles

7.7.1 Evaluation Questions

- How well does the NYVRP adhere to the principles of risk, need, and responsivity?

7.7.2 Indicators

- % of community-referred youth with completed YLS/CMIs
- % of corrections-referred youth with completed LSI-SKs or SPRA
- % of NYVRP youth with completed POSITs

7.7.3 Data Sources

- Interviews
- Document Review
- Casefile Review

7.7.4 Results

A key component of the NYVRP is the completion of empirical risk assessments to allow the risk, need, and responsivity (RNR) principles to guide the work performed with the youth enrolled in the NYVRP, including the development of the youth's care plans. In addition, risk assessments are an important data source for the evaluation and are intended to be completed at program entry and completion (as well as at follow-up) to assess the amount of change that has occurred in the youth's risk factors after receiving the NYVRP intervention. Unfortunately, several challenges were encountered during both the program design and implementation phases of the NYVRP that has detrimentally affected the use of risk assessments in the project.

Identifying Risk Assessments for Use in the NYVRP

A significant challenge in the program development phase was identifying a risk assessment tool that could be used with the community-referred youth. All youth referred to the NYVRP from Corrections are subject to the risk assessment protocols outlined by the Ministry of Justice. As such, youth who are between the ages of 12 to 17 years old are administered the LSI-SK by their PO, while youth 18 years of age and older are administered the SPRA. It was determined in November, 2016 that the Ministry of Justice's policies would not permit the use of the LSI-SK with the NYVRP's "at-risk"/non-adjudicated youth population; therefore, an alternative risk assessment had to be used with the community-referred youth. As such, the LSI-Screener was considered with this population, but was dismissed as it is only possible to assess whether individuals are low risk with this tool; it is not possible to differentiate whether someone is medium or high risk. Upon the advice of the Principal Investigator of the Evaluation, it was decided that the YLS/CMI would be employed with the community-referred NYVRP clients, as it had been successfully used elsewhere in a pre-charge diversion program with the RCMP and social development programs with First Nation agencies in Ontario. Thus, it was determined that Corrections would be responsible for completing the LSI-SK or SPRA for corrections-referred youth enrolled in the NYVRP, while the HAWWs/HAWC would be responsible for completing the YLS/CMI with the community-referred youth on their caseloads.

In addition to the YLS/CMI, LSI-SK, or SPRA, it was suggested by the Principal Investigator that a second risk assessment tool, the POSIT, be completed with all NYVRP participants (i.e., both corrections and community-referrals) by the HAWWs/HAWC to allow for a common instrument to be used across all participants. Moreover, the POSIT is a simpler instrument, as it is comprised of 139 yes/no questions and is easy to score. Thus, it was anticipated that it could be completed more quickly than the other assessments.

Number of Risk Assessments Completed during Program Delivery Year One

YLS/CMI. In the first year of programming, very few risk assessments were completed with the NYVRP participants. It was expected that the YLS/CMI would be completed with all community-referred youth; however, there were only two completed YLS/CMI risk assessments on file. An additional 12 YLS/CMIs had been started, but were not completed (see Table 9). In four cases, the responsibility for completing a risk assessment was transferred to Corrections (as the youth had become the responsibility of the Ministry of Justice at some point during their involvement in the NYVRP). Of these, three assessments had been completed by Corrections (but had not yet been provided to the NYVRP) and one was prioritized. Given that assessments should be completed on all community-referred ($n=38$) youth, the number of risk assessments completed (13%, $n=5$) or started/prioritized (34%, $n=13$) is far below the expected level, as approximately half of the clients have not been assessed (to any extent).

Table 9: Anticipated and Actual Number of Risk Assessments Completed with Community-Referred Youth in Year One

Anticipated Number of YLS/CMIs	YLS/CMIs Completed n (%)	YLS/CMIs In Progress n (%)	Assessments Transferred to and Completed by Corrections but <u>Not</u> in NYVRP Casefile n (%)	Assessments Transferred to and Prioritized by Corrections n (%)
38	2 (5.3%)	12 (31.5%)	3 (7.9%)	1 (2.6%)

LSI-SK/SPRA. At the conclusion of the first year of program delivery, there was only one SPRA assessment in the NYVRP casefiles; no LSI-SKs were on file (see Table 10). Correspondence from Corrections indicated that assessments had been completed on three additional youth referred by Corrections, but paperwork (i.e., submission of Response to Corrections' Candidate Initial Referral form) was required from the NYVRP program before the information could be released. Thus, 25% of corrections-referred youth ($n=16$) had been assessed, but only information on one youth was available to the NYVRP at the end of the first year of program delivery.

Corrections also indicated that the assessments of five (31%) corrections-referred youth would be prioritized. However, Corrections would no longer be completing assessments on six (38%) of their referrals—three were no longer eligible because their orders were expiring within the next two months, while the other three were no longer active with Corrections.

Table 10: Anticipated and Actual Number of Risk Assessments Completed with Corrections-Referred Youth in Year One

Anticipated Number of LSI- SKs or SPRAs	LSI-SKs or SPRAs in NYVRP Casefile <i>n</i> (%)	LSI-SKs or SPRAs	
		Completed but <u>Not</u> in NYVRP Casefile <i>n</i> (%)	LSI-SKs or SPRAs Prioritized <i>n</i> (%)
16	1 (6.3%)	3 (18.8%)	5 (31.3%)

POSITs. The POSIT was the most used risk assessment tool during the first year of programming. Fourteen POSITS had been completed (although dates were unavailable for six of the POSITS, which means it is possible that they had been completed in the second year of program delivery). The number of completed POSITS is far below the expected level, as it is recommended that a POSIT be completed with all program participants ($N=54$) and only 26% of the youth had completed assessments (see Table 11). Further, it should be noted that, while these POSITS were completed, they had not been scored. Therefore, they were not being used to inform case management to the fullest extent possible. Finally, the majority of POSITS on file had been completed by staff in Deschambault Lake and Pelican Narrows suggesting that the use of this instrument varied by site.

Table 11: Anticipated and Actual Number of POSITs Completed in Year One

Anticipated Number of POSITs	POSITs in NYVRP Casefile <i>n</i> (%)
54	14 (25.9%)

Challenges Associated with Completing the YLS/CMI for Community-Referred Youth

Overall, a minimal number of risk assessments have been completed during the first year of program delivery for both the corrections- and community-referred youth. A significant barrier to completing the YLS/CMI was the HAWWs' comprehension of the tool. A training session on how to use the tool was offered to the staff in May 2017; however, it does not appear that this training session was sufficient. Several interviewees noted that the HAWWs struggled with understanding the constructs underlying the risk assessment tool, the language used in the tool, and how to reword questions to ask collateral questions about the youth at hand. In fact, staff did not completely understand how to integrate collaterals into the assessment process and were completing the YLS/CMI in its entirety with each collateral rather than just the sections that pertained to that particular source.

One of the reasons why it was difficult for the HAWWs to understand the YLS/CMI is that most did not have the level of education recommended for administering the tool. Only two of the HAWWs had post-secondary training, while the remainder had high school diplomas. Further, it was noted that the quality of education in the communities where the HAWWs received their education is not as high as the quality of education in other parts of the province. Therefore, their high school diplomas may not be equivalent to diplomas obtained elsewhere (i.e., functionally,

they may have less than a Grade 12 education). Support and coaching were offered to the staff on the YLS/CMI throughout the first year of program delivery from both the HAWC and MOJ Manager; however, staff were still hesitant to use the assessment. Compounding the issue of comprehension, was a sense of intimidation among staff “*because it’s for the government.*” One HAWW stated that “*I was scared to do them.*”

When you actually look at most risk assessments, it states you should have the minimum of a degree in the humanities and experience in corrections or social work or CBT and knowledge. We took a really big risk in getting our staff trained. Even though the YLS/CMI may or may not have some of these requirements, it is still difficult for staff to understand it.

There was a general hesitancy too because we could go over it with them, and I’d sit there too and we’d talk about the questions. And they found it hard to understand the questions, the words... When you’re going into those things, too, where you’re always hesitant because you don’t want to screw up, so it exasperates it. That was the main thing with the YLS was trying to understand the words... For me, I can sit down and do it, and I can automatically change those questions to suit the source that I’m doing the assessment on, but that was challenging for them... because we work with people that have high school diplomas and even less. Our education system up here isn’t even something to... it’s less than what you see in the south.

They were afraid to do it. It was something new and they’ve never done anything like this before.

Right now, we have two [HAWWs] on staff that have actual degrees. We have one more that has had postsecondary education but wasn’t completed. We have people with experience working with youth and who have high school diplomas.

Further, the language of the instrument—English—posed an additional comprehension challenge for the HAWWs, particularly those based in Deschambault Lake and Pelican Narrows where the first language is Cree.

The one barrier that we recognized right away is the language barrier... In Deschambault Lake and Pelican Narrows, the first language is Cree. That’s what we recognized right away.

Completing the instrument in English was also difficult for some of the youth in these communities. Consequently, one adaptation that has been made to the YLS/CMI by HAWWS in Deschambault Lake and Pelican Narrows is asking the questions in Cree to the youth. By using their first language, it was perceived that youth provided more detailed and meaningful answers to the questions. In addition to obtaining more fulsome responses, staff also found it to be less personally invasive to complete the assessment in Cree.

Some of the questions I asked them in Cree...it was more in-depth I'd say when it was in Cree...cause the sentences are... kind of hard for them to understand when they're in English, but in Cree they have a bit of a better understanding what I'm asking them.

The other adaptation that you can make note of is that they are doing the interview questions in Cree. There are things that you can say in Cree, that the thing that might be so invasive might not be as invasive in Cree.

Indeed, another barrier staff faced in administering the YLS/CMI was the perception that the instrument was personally invasive, which then led the staff to feel uncomfortable when administering it, especially to collaterals, such as parents or teachers.

They are also sharing with us that the interview guide is very invasive. There are so many personal questions that are very personal not only to ask of the client but also for the client to answer. We want to do collaterals, so there are two sources...Even those interviews with the parent, with the teacher, those collaterals are very uncomfortable. So we are trying to work on that right now. The staff are aware that they need to be done.

I know looking at it, some of the questions were a little bit invasive. Especially when you're talking with the collaterals, the parents, are you working? What are you making? You don't want to go into the home and ask those questions. I tell them, you know, we need to know these things. I always redirect it back to the clientele. We need to be able to build a care plan for our client. We all know that our people live in poverty and people don't want to talk about that even though you know that by walking past houses or going to the school and seeing what kid is hungry. Put yourself in the position of the HAWWs, would you feel comfortable going into the home?

Another challenge that was documented in completing the YLS/CMIs is meeting the quality assurance standards developed to monitor the staff's use of the tool to ensure its fidelity and that consistent, valid assessments are being completed by staff. According to the quality assurance plan, staff can become certified at the "Assessor Level" by completing at least two YLS/CMI assessments with high risk youth with three or fewer errors that are audited by the Clinical Director from the MOJ who is responsible for the quality assurance of the LSI-SK. To build internal capacity to audit YLS/CMIs, the HAWC was to become certified at the "Mastery/Supervisory Level" under the supervision of the same Clinical Director, which would then allow her to audit the YLS/CMIs completed by the HAWWs. The HAWC began working on her certification status in the fall of 2017 and, in this reporting period, had not achieved master/supervisory certification. She was delayed in beginning the work required to receive her certification due to the need to provide support to staff while they were learning their roles and to facilitate the Core meetings in all communities until staff were comfortable to do so. Another obstacle has been using the Clinical Director of the LSI-SK to assess the quality of the YLS/CMIs completed by the HAWC and HAWWs. The LSI-SK has a more rigid scoring guide and applying that same criteria to the YLS/CMI has resulted in a greater number of errors being identified in the assessments submitted for review than is potentially warranted. As such, discrepant understandings in the standards that should be achieved also has slowed the certification process.

A final challenge that occurred with respect to the completion of YLS/CMIs was that, when they are completed, they were often completed much further into the youth's tenure in the program than expected. It was originally anticipated that the YLS/CMI would be completed two weeks after a client consents to participate in the NYVRP. However, this timeframe has not been achieved. Many of assessments were started or completed 3 to 4 months after the first cohort of youth gave their consent to participate in the program. In addition to the obstacles noted above, it was suggested that, because the NYVRP is a voluntary program, additional time is needed to build rapport with the youth in order to motivate them to answer the questions.

The difference to completing assessments in corrections is that through corrections they're sentenced and obligated to complete the risk assessments. It doesn't matter if they have a good relationship or not, it's part of their sentence. In the NYVRP, it's voluntary. They need to build up rapport and trust in order for them to want to answer the questions, especially since some of the questions are intrusive and very personal. Unless you have a good relationship, they may not want to answer the questions.

This compromises the use of risk assessments as baseline data for the evaluation, as youth likely received significant interventions before the YLS/CMI was completed which could affect their scores on the assessment. It also limits the amount of case management and planning that can be done with the clients while they are waiting for the risk assessment to be completed and the extent to which the principles of risk, need, and responsivity can be applied to the youth.

To address some of these challenges experienced with completing the YLS/CMI, staff have begun their assessment process with the youth by asking strengths-based questions to open the conversation. In addition, the MOJ attempted to draft a modified interview guide for the YLS/CMI with language more familiar to the NYVRP staff/clients; however, the process for receiving permission from the YLS/CMI Publisher to use this guide was too time-intensive to pursue this possible solution. Therefore, refresher training was offered to the staff instead in December 2017. In addition, the NYVRP project management team realized that not enough follow-up training was provided after the initial YLS/CMI training session and, consequently, plan to address this limitation by offering additional supports and training in the 2018/19 funding year.

Where we messed up is we didn't continue to do weekly follow-up with them. If we stuck with weekly follow up and training sessions until we got it...but it didn't happen... Because we didn't pick it up right away and it sat for a little bit, it made it that much harder for when they needed to pick it back up and need to use it.

Challenges Associated with Completing Risk Assessments with Corrections-Referred Youth

A number of challenges were also experienced in relation to the completion of risk assessments for the corrections-referred NYVRP youth. It was hoped that POs would be able to complete the appropriate risk assessment within six weeks of referring a youth to the NYVRP; however, Corrections have not been able to complete assessments in this timeframe. Instead, it is taking them two to three months to complete the assessments on youth.

Staff turnover and consequent staff shortages have affected Corrections' ability to complete the youth's risk assessments in the pre-determined timeframe of six weeks. High staff turnover is common in the Creighton Corrections office due to its distance from a major urban centre. As such, staff frequently use the Creighton office as a stepping stone to other positions in more desirable locations within the MOJ, leading to high turnover rates and caseloads being dispersed onto the remaining staff. In addition, it can be difficult to recruit qualified staff in rural Corrections offices, such as Creighton.

In the more remote/northern locations, we tend to have more turnover. Staff often come into the positions from southern Saskatchewan or Ontario. Distance becomes an issue to live in a remote centre. For example, it's a 4-hour drive to Prince Albert, so it's difficult to recruit those positions. We often get no qualified candidates after 2 weeks. If the position is vacant, the caseload is dispersed onto other staff... Then, once you're with government for a year, they have competition seniority. They have the training and are often put at the top of the list over people who don't.

Moreover, before any new staff can complete the LSI-SK or SPRA, they must receive training, which takes time to arrange. In March 2018, it was commented by Corrections that "*we have five new staff and they have not been to training (since June 2017).*" There is also a lengthy certification process that must be followed, and staff cannot complete the LSI-SK without supervision until they achieve their Mastery level. The certification process to complete the SPRA is much less onerous.

For the youth assessment—the LSI-SK—training is provided by Offender Services. Every worker is provided with training, which is about 5 days, and then there is a Mastery process. They go through a process with the supervisor and Clinical Director. They have to do a certain number of assessments with minimal errors to get certified at Level One. People can be trained but not get Level One for several months. Once they have Level One, then assessments just have to be vetted through supervisors.

For the SPRA, training is not as onerous. There is no requirement for the same level of mastery. They receive 5 days of training and then they write an exam at the end and pass/fail. They can then complete the assessments on their own.

In addition to differences in the certification process, it takes approximately twice as long to administer the LSI-SK compared to the SPRA.

If you are experienced, the LSI-SK takes 2-3 weeks. If you're less experienced, it takes 6 weeks.

The LSI-SK takes longer than the SPRA and you have to be really specific. You also need about 3 to 4 collaterals per item. Once you have some verified, you go to your supervisor and then your Clinical Director. It can take three rounds of edits, depending on the PO who writes it. For the SPRA, you are supposed to get just one collateral, and you can use the HAWW.

Finally, there is variance in staff in terms of their ability and willingness to complete risk assessments. According to one interviewee, *“we’re behind in assessments. Some staff were good, others were bad.”*

Additional factors that slowed down the completion of risk assessments are that the youth workers must drive to/from the communities from Creighton to complete the assessments with the youth, they are only in the community one day each week, they have high caseloads, waiting for sources/collaterals to validate the assessment may delay completion further, youth may not attend scheduled appointments or be willing to engage with the PO, there may be lack of a private space in the communities to complete the assessments (e.g., the building in Pelican Narrows where assessments were completed burnt down), and emergent demands may require the POs to delay working on the assessment.

One LSI-SK for one youth takes about 30 hours. The youth also has to be seen once per week. Their caseload is 25 youth and it’s a 1.5 hour drive to/from Creighton. And they are responsible for writing reports. That’s why assessments aren’t getting done.

Further, there is an unofficial practice in rural offices that are typically understaffed, such as Creighton, to prioritize assessments based on anticipated risk (i.e., assessments would be completed with youth thought to be high risk prior to youth perceived to be low risk) and sentence length (i.e., assessments for youth with a sentence of six months or less are deprioritized). This unofficial policy to only complete risk assessments for youth who have sentences greater than six months is one of the reasons why the NYVRP referral criteria specify that youth must be sentenced for 5 months or longer to qualify as a corrections referral; however, even with this criterion, situations have arisen where corrections-referred NYVRP youth have not had assessments completed by Corrections because their undertakings or probation orders expired before Corrections could do an assessment.

If the individual has no history and they are not disclosing drugs/alcohol/violence and has a less severe crime, then we assume the offender is low risk. We prioritize based on risk. We also look at when the most recent assessment was completed. If one was done fairly recently, we may pull it forward. An assessment is valid for 1 year...It’s also our practice, not our policy, that, if an offender has a sentence of less than 6 months, they typically go straight to the case manager and too look at any assessments on file.

Three of eight NYVRP youth assessments are not happening because of undertakings or their probation orders will be expiring within 3 months. If they have short turn arounds, we’ll take the 18 month probation order over the 3 month probation order. It’s a matter of case managing.

In Spring 2018, Corrections mandated that POs prioritize the risk assessments of NYVRP youth and that they be completed within one month. It is unclear, to date, whether that mandate has increased the timeliness with which assessments are conducted with the youth.

Finally, a few interviewees noted that some risk assessments from Corrections are coming back as medium risk whereas NYVRP staff in the community believe the client is high risk. They are concerned that Corrections does not have all the information they need (or that the client may be misrepresenting him/herself) for an accurate risk assessment score to be calculated.

Completion of POSITs

Staff are encouraged to complete POSITs for all youth, but are not required to do so. In general, it was perceived that the POSIT was easier for staff to complete and they were completed with a greater proportion of the youth than any other risk assessment. One interviewee commented, “*staff don’t have problems conducting the POSIT.*” The POSIT was discussed relatively infrequently by interviewees. One reason is that it seems to be valued less by some of the key stakeholders, as reflected by the following comment.

In terms of how valuable [the POSIT’s] been, I can’t tell you. Until we can get that database, or see the evaluation, or ask questions myself of staff, I’m not sure of the value of it.

Another issue that emerged with the POSIT is that, while staff were routinely completing them with youth, they were not scoring them. Upon learning this, the Evaluation team offered to score the POSITs and have provided the NYVRP with the total score, subscale scores, and risk rating for POSITs that have been completed to date.

7.7.5 Interpretation

The NYVRP program model is based upon the principles of risk, need, and responsivity and specifies that an empirical risk assessment instrument should be completed with each youth to develop a case plan that targets their areas of risk at the required level of intensity. To date, the completion of risk assessments has been a significant challenge for the program (for both community- and corrections-referred youth). At the community level, concerns about staff’s level of education and comprehension of the YLS/CMI have been identified as significant obstacles in completing assessments. Most staff only have a high school diploma; however, most risk assessments generally recommend that staff responsible for administering them have a university degree. In addition, the staff, who obtained their education locally may have received a lower quality education than what is observed in more urban parts of the province. Further, in Deschambault Lake and Pelican Narrows, the language of the instrument itself may limit comprehension among both staff and the youth being administered the assessment, as the first language in these communities is typically Cree. Finally, there was a perception that the instrument was personally invasive and intimidating. Taken all together, only two YLS/CMIs have been completed to date, the assessments that have been completed have been done at least 3 to 4 months into the youth’s tenure in the program, and much of the case planning completed with youth has not been informed by a risk assessment instrument.

Given the myriad obstacles faced in completing the YLS/CMI, the NYVRP must consider whether it is worthwhile to continue pursuing the use of this instrument for both program eligibility (i.e. determining whether youth are high risk) and case management purposes (i.e., a

guide for applying the RNR principles). Moreover, greater attention to, and reliance upon, the POSIT is warranted. The staff appear to be less intimidated by the POSIT, find it easier to complete, and are, consequently, using it more often. Further, the POSIT does not require specialized training or certification to administer it. Therefore, it is recommended that the NYVRP discontinue using the YLS/CMI and focus on using the POSIT, possibly in combination with the YLS/CMI: Screening Version (SV).

The YLS/CMI: SV is eight items and, therefore, easier and less time consuming to complete. Further, there is emerging evidence that it is possible to determine whether youth are low, moderate, or high risk using this tool (Campbell et al., 2014; Chu, Yu, Lee, & Zeng, 2014). While the YLS/CMI:SV provides a less detailed assessment of the youth, the NYVRP should consider this tool for the sake of having *some* information about a youth's risk level versus having *no* information, which is largely the case with the program's current reliance on the YLS/CMI. The POSIT, which the staff seem to prefer, can then be used to further understand the specific risk/need areas with which the youth require assistance, as well as the intensity of support required and responsivity considerations. If deemed necessary, it is also possible that the HAWC could complete the full YLS/CMI for any youth where there are concerns that his/her risk level may be closer to moderate than high risk or for whom additional information is desired.

A number of obstacles were also faced with the timely completion of risk assessments by Corrections for corrections-referred youth. The Creighton office, which is responsible for the three communities, is typically characterized by high staff turnover and understaffing. As a result, it is common for staff to be untrained in the LSI-SK or SPRA or to have so many youth on their caseloads that the completion of risk assessments must be prioritized based on perceived risk level and sentence length. As a result, there is a "back log" of assessments and it has taken much longer than the 6 weeks anticipated by the NYVRP service delivery model for Corrections staff to complete risk assessments for corrections-referred NYVRP youth. Other complicating factors also delay the speed at which assessments can be completed such as the lengthy process required to complete the LSI-SK, distance to the communities, willingness and availability of the youth to complete the assessments, availability of private spaces within the communities to complete the assessments, and amount of time POs have available while in the communities.

Consequently, it has also been untenable to rely on Corrections to complete risk assessments for NYVRP youth in a timely manner. As such, rather than waiting for, or demanding an already-overloaded system, to contribute to the program in this way, it may be more worthwhile for the NYVRP staff to complete the YLS/CMI: SV and POSIT for all youth at intake and to initially shape the youth's case plan with that information until such a time that detailed risk assessment information is available from Corrections. The youth's case plan can be re-adjusted at that time to reflect any new information emerging from the assessment, as well as the Individual Safety Plan developed by Corrections.

Finally, the low number of risk assessments currently available also has important implications for the impact evaluation. It is currently impossible to use risk level as an outcome measure since an insufficient number of risk assessments have been completed to date and, when risk assessments are being completed, they are being conducted too far into the youth's tenure in the

program (i.e., at 3 to 4 months) to be considered baseline data. Further, the likelihood that staff will be able to complete full risk assessments at program exit and follow-up seems unrealistic at this time.

7.8 Eligibility Criteria

7.8.1 Evaluation Questions

- What eligibility criteria are being used to select program participants?
- Have appropriate eligibility criteria been established?

7.8.2 Indicators

- Type of eligibility/referral criteria established
- Satisfaction with eligibility criteria

7.8.3 Data Sources

- Interviews
- Document Review
- Casefile Review

7.8.4 Results

The eligibility criteria for participation in the NYVRP are twofold. The youth must: a) meet the program's referral criteria; and b) be assessed as being high risk for engaging in violence. Two set of referral criteria have been established to determine whether youth meet the NYVRP's eligibility criteria: one for adjudicated youth referred by the Corrections (i.e., corrections referrals) and one for at-risk youth referred from within the community (i.e., community referrals). Overall, the referral criteria for the two groups are similar; they vary by what is needed to support the referral from the two different referral sources and details related to the sentence length and current charges or history of offenses for adjudicated youth. Table 12 presents the two set of criteria and highlights what is the same (and different) across the two groups of referrals

Table 12: NYVRP Referral Criteria for Corrections and Community Referrals

	Corrections Referrals	Community Referrals
Must meet <u>all</u> of these criteria	<ul style="list-style-type: none"> ★ Is between 12 to 24 years old • Is under the supervision of the Ministry of Justice • Has at least 5 months remaining on his/her sentence at the time of referral • Does not have any sexual offenses • Does not have any domestic violence-related offenses involving co-habiting adults 	<ul style="list-style-type: none"> ★ Is between 12 to 24 years old • Has a complete and valid referral form • Has incident reports of physical or verbal violence

	Corrections Referrals	Community Referrals
Must meet at least one of these criteria	<ul style="list-style-type: none"> ★ Is obsessed with or glorifies street gang culture ★ Is gang-involved according to a reliable source (e.g., a school teacher, RCMP, guardian, self-disclosure) ★ Displays antisocial or pro-criminal behaviours ★ Associates with antisocial peers • Has current charges, or a history of offenses, for gang-related activities (e.g., mischief for graffiti or tagging, membership in a criminal organization) • Has current violent charges or a record of violent offences within the last 12-months 	<ul style="list-style-type: none"> ★ Is obsessed with or glorifies street gang culture ★ Is gang-involved according to a reliable source (e.g., a school teacher, RCMP, guardian, self-disclosure) ★ Displays antisocial or pro-criminal behaviours ★ Associates with antisocial peers • Engages in gang-related activities (e.g., tagging, graffiti)

★ Reflects criteria consistent across corrections and community referrals; • Reflects criteria unique to corrections and community referrals.

Beyond meeting the referral criteria, program eligibility criteria state that the youth must be assessed as high risk on the LSI-SK or SPRA for corrections referrals or the YLS/CMI for community referrals.

Satisfaction with the Community Referral Criteria

For “at risk” youth referred to the program through community referrals, it was perceived among community stakeholders that “*they are selecting the right youth...agencies are referring the right ones.*” However, among the NYVRP project management team, there was concern that the RCMP were not using the community referral process to its fullest potential. For instance, the RCMP often completed community referrals for youth that had been charged and were awaiting sentencing. In some cases, it was deemed appropriate for the RCMP to make a community referral for these youth while, in other cases, it was perceived that the youth should have been referred by Corrections. It was also observed that several of the community referrals have been converted to corrections referrals part-way through the youth’s involvement in the program.

In Sandy Bay, there are more community referrals than corrections but a lot of them are turning over to corrections. When they came to the program, they had pending charges. Once they are sentenced, they go to corrections. If they go to mediation, they stay community referrals.

Another issue that was identified with the way the RCMP used the community referral form was that they were not referring youth to the NYVRP with the purpose of using the program as Extrajudicial Measures or Extrajudicial Sanctions. As such, in the summer of 2018, work was

underway to develop an RCMP-specific referral form to encourage and emphasize the use of the NYVRP for Extrajudicial Measures and Sanctions.

One other issue that was identified with respect to the community referral criteria was the requirement that an incident report be included with the referral. Only 42% of the community referrals included police and school incident reports to support the referral. Some agencies have been reluctant to share these reports with the NYVRP due to fear of breaching the youth's confidentiality.

Satisfaction with the Corrections Referral Criteria

Overall, Corrections stakeholders were satisfied with the referral criteria developed for adjudicated youth. Criteria such as being at risk for gang-related activities and the age group of the NYVRP clientele were deemed to be particularly relevant.

The criteria are very appropriate. There's lots of gang activity/historical divisions between groups/families. More in Pelican Narrows than the other two communities... so the criteria are appropriate in that it's targeting clients that need assistance and support the most.

We don't often see charges/convictions for gang activities, so it has to be "at risk" for it versus "involvement."

The age category is perfect...the 12 to 24 year olds are most at risk. They're starting to look outside of home with connections, they're looking to belong somewhere...They wanted to target the highest risk group – 12 to 24 years—and the highest risk is at that age group.

The only criterion that was unclear to the Corrections stakeholder was the exclusion of youth who had domestic violence offenses from the program and whether youth with a history of violence directed toward their non-common law partners were eligible to participate in the program. One interviewee suggested that excluding individuals who had a history of domestic violence from the NYVRP may have been a gap in the program, as specialized programming for this type of violence does not exist in the three communities. Ultimately, it was decided that individuals would only be excluded from the program if they had domestic violence-related offenses while cohabiting with another person.

There was some confusion as to what types of domestic violence offenses should be excluded...there was confusion about dating violence. They may have assaulted many people, they had a history of violence and that history may include a girlfriend or boyfriend they are not living with.

I do understand there has to be some limitations to what can be addressed through the program. Specialized programs would be available for those groups of people, but not in those three communities. Typically these are charges among the 18-24 year olds. I asked but don't clearly understand why that group is not part of it other than a numbers game.

Satisfaction with Risk Level Criterion

The criterion that youth be high risk to be eligible to participate was deemed important in principle by program stakeholders, but was also acknowledged as being difficult to establish in practice. One significant implication of whether a youth is classified as a corrections or community referral relates to who is responsible for completing the risk assessment. Corrections staff are expected to complete risk assessments for adjudicated youth who are referred by Corrections, while the NYVRP staff are expected to complete risk assessments for all other referrals. However, it has been challenging for both Corrections and NYVRP staff to complete risk assessments on the youth in a timely manner to determine their risk status and, therefore, eligibility for the program (see Section 7.7 for a more detailed discussion of the use of risk assessments).

I helped develop criteria for corrections referrals. I think they were good, right from the beginning. The biggest issue is the requirement of an assessed client. We have a back log of assessments – it's a crisis in the province – only 50% are completed within the required time provincially. So I knew that would be a barrier.

As a result, this criterion has often been overlooked and youth have been allowed to participate in the program without having their risk level verified.

An assessment for [Corrections] takes so much time, so if we waited for an assessment, it would take weeks and weeks before we would get a client.

7.8.5 Interpretation

Overall, appropriate eligibility criteria have been established for the NYVRP, including appropriate referral criteria for both adjudicated youth (i.e., corrections referrals) and at-risk youth (i.e., community referrals). Both community and corrections stakeholders are satisfied with the referral criteria that have been developed. That being said, the NYVRP project management team identified a potential gap in how the RCMP was using the community referral form and is currently in the process of addressing this gap by developing a RCMP-specific referral form to increase the RCMP's use of extrajudicial measures and sanctions in relation to the NYVRP. In addition, it seems that the program is not consistently receiving incident reports to support the eligibility of community referrals. Additional steps (e.g., developing information sharing agreements) may be needed to increase agencies' comfort levels with including these reports with their completed referral forms.

Finally, while the requirement that youth be high risk to participate in the NYVRP was perceived to be important, it has not been possible to apply this criterion to date. Risk assessments for referred youth (both corrections and community referrals) have not been completed in a timely manner, if at all. Therefore, this criterion has not been used to determine whether a particular youth should be enrolled in the program. Moving forward, the NYVRP should consider how it can increase how quickly risk assessments are completed and/or develop alternatives to current risk assessment procedures. For instance, it may be more expedient to implement a single

screening tool (e.g., the YLS/CMI-SV) with all referrals (both corrections and community) to at least verify that youth being admitted to the program are not low-risk (see Section 7.7.5 for a more detailed discussion).

7.9 NYVRP Participant Characteristics

7.9.1 Evaluation Questions

- How many youth participated in the NYVRP?
- What are the characteristics of the youth participating in the NYVRP?
- Is the NYVRP reaching its target population?

7.9.2 Indicators

- *n* and % of youth referred
- *n* and % of youth consented
- *n* and % of active and inactive clients at yearend
- Demographic characteristics of youth (e.g., gender, age, ethnicity)
- *n* and % of youth that meet the eligibility criteria
- *n* and % of youth that are high risk

7.9.3 Data Sources

- Casefile Review

7.9.4 Results

Referrals to the NYVRP

Based on the data provided to evaluation team (i.e., casefiles and the program's Community Data Collection [CDC] tracking sheet), a total of 82 referrals were made to the NYVRP during the first year of program delivery (i.e., March, 2017 to March, 2018)¹⁰. Approximately two-thirds (63%) of referrals came from community sources, while one-third came from Corrections (see Table 13). It was anticipated that approximately 50% of referrals would come from Corrections and, according to Table 14, these targets were achieved in Deschambault Lake and Pelican Narrows—it was only in Sandy Bay that Corrections referred fewer youth to the NYVRP than had been expected, which inflated the overall percentage of youth referred from community sources. All of the youth referred to the program were Indigenous and the majority of youth were male (71%) and between the ages of 12 to 17 years (64.6%).

Data about the specific eligibility criteria that youth met were not available as referring agencies were not required to indicate the specific criteria that youth met on the referral forms. However, it does appear that all youth met the age requirement (i.e., that they must be between the ages of 12 to 24 years) with the exception of one youth who was 25 years at the time she was referred to the program. This was the youth's second referral to the program, and she had been within the age criteria the first time she was referred. Similarly, based on the data available, it was not

¹⁰ Three youth were referred to the NYVRP twice, as they declined to participate in the program upon their first referral.

possible to determine the specific community agency that referred each youth to the program as referral forms were only available for youth who had consented to participate in the program.

Table 13: Demographic Profile of NYVRP Referrals (N=82)

Referrals	Total n(%)
Referral Source	
Community	52 (63.4%)
Corrections	30 (36.6%)
Gender	
Male	58 (70.7%)
Female	24 (29.3%)
Age	
12-14 years	16 (19.5%)
15-17 years	37 (45.1%)
18-20 years	12 (14.6%)
21-24 years	16 (19.5%)
25+ years	1 (1.2%)
Ethnicity	
First Nation	81 (98.8%)
Métis	1 (1.2%)

An examination of referrals broken down by each community indicated that Deschambault Lake received fewer referrals than either Pelican Narrows or Sandy Bay, who received approximately the same number of referrals. Both Deschambault Lake and Pelican Narrows received approximately equal number of referrals from Corrections and the Community; Sandy Bay received the majority of its referrals from community sources. In terms of gender, there were more males than females referred in all three communities, with Sandy Bay having slightly more female participants than the other communities. Deschambault Lake had a substantially older demographic than the other two sites with approximately 55% of their clients being between the ages of 18 to 24 years compared to 24% in Pelican Narrows and 29% in Sandy Bay.

Table 14: Demographic Profile of NYVRP Referrals by Community

Referrals	Deschambault Lake (N=22) n(%)	Pelican Narrows (N=29) n(%)	Sandy Bay (N=31) n(%)
Referral Source			
Community	11 (50%)	16 (55.2%)	25 (80.6%)
Corrections	11 (50%)	13 (44.8%)	6 (19.4%)
Gender			
Male	16 (72.7%)	23 (79.3%)	19 (61.3%)
Female	6 (27.2%)	6 (20.7%)	12 (38.7%)
Age			
12-14 years	1 (4.5%)	12 (41.4%)	3 (9.7%)
15-17 years	9 (40.9%)	10 (34.5%)	18 (58.1%)
18-20 years	5 (22.7%)	4 (13.8%)	3 (9.7%)
21-24 years	7 (31.8%)	3 (10.3%)	6 (19.4%)
25+ years	0 (0%)	0 (0%)	1 (3.2%)
Ethnicity			
First Nation	22 (100%)	28 (96.6%)	31 (100%)
Métis	0 (0%)	1 (3.4%)	0 (0%)

Consented Clients

Of the 82 referrals to the NYVRP, 57 (i.e., 70%) consented to participate in the NYVRP. Youth who failed to consent to the NYVRP exhibited characteristics, such as avoiding the HAWW, refusing to participate in the NYVRP, being resistant to HAWWs' engagement efforts, and, in some cases, being transient. Of the 57 who did consent to participate in the NYVRP, casefiles were available for 54 youth (i.e., 95%). As such, the data presented in this section is based on the 54 youth for whom casefiles were available.

Overall, youth who consented to participate in the NYVRP were primarily referred by community sources (70%), with the RCMP being the leading referral agency (52%) followed by Corrections (30%), and schools (9%). Other referral sources included families, ICFS, and Holistic Health who each referred 1 to 2 youth to the program. All youth enrolled in the program were Indigenous and the majority (72%) were male and between the ages of 12 to 17 years (70%). See Table 15 for an overview of the demographic profile of participants who consented to participate in the NYVRP.

Table 15: Demographic Profile of NYVRP Consented Participants (N=54)

Referrals	Total n(%)
Referral Source	
Community	38 (70.4%)
Corrections	16 (29.6%)
Referral Agency	
RCMP*	28 (51.9%)
Corrections	16 (29.6%)
School	5 (9.3%)
Family	2 (3.7%)
ICFS	1 (1.9%)
Holistic Health	1 (1.9%)
Unknown	1 (1.9%)
Gender	
Male	39 (72.2%)
Female	15 (27.8%)
Age	
12-14 years	16 (30.2%)
15-17 years	21 (39.6%)
18-20 years	11 (20.8%)
21-24 years	4 (7.5%)
25+ years	1 (1.9%)
Ethnicity	
First Nation	53 (98.1%)
Métis	1 (1.2%)

*In 8 of these cases, a referral was made jointly by the RCMP and Justice/CGG/CJC

An examination of the profile of consented participants in each community revealed some differences across the three sites (see Table 16). All but one client in Sandy Bay who consented to participate in the program were referred by community sources, whereas a mix of referral sources (i.e., community and corrections) were present in the other two communities. Further, the RCMP was the primary referral source in both Sandy Bay and Deschambault Lake, but Corrections was the most likely agency to refer youth who consented in Pelican Narrows. In terms of the male/female ratio, Sandy Bay had a slight more balanced clientele (with 59% male and 41% female clients) compared to the other two communities that had predominantly male caseloads (78-79% male). In terms of age, only Deschambault Lake had clients between the ages of 21 to 24 year olds and had an approximately equal division of clients between the ages of 12 to 17 years and 18 to 24 years. In comparison, Sandy Bay and Pelican Narrows had younger clienteles with 82% and 77% of the consented youth, respectively, falling between the ages of 12 to 17 years.

A comparison of the demographic profile of the youth who were referred to the NYVRP and to those who consented revealed that an approximately equal proportion of males and females who were referred to the program also consented to it, $\chi^2(1)=.13$, $p=.72$. Further, there was no

significant difference among corrections- and community-referred youth in terms of their likelihood to participate in the program, $\chi^2(1)=.04$, $p=.84$. There also were no significant differences regarding the likelihood of youth belonging to different age groups to consent to the NYVRP, $\chi^2(3)=2.87$, $p=.41$.

Table 16: Demographic Profile of NYVRP Consented Participants by Community

Referrals	Deschambault Lake (N=19) <i>n</i> (%)	Pelican Narrows (N=18) <i>n</i> (%)	Sandy Bay (N=17) <i>n</i> (%)
Referral Source			
Community	12 (63.2%)	10 (55.6%)	16 (94.1%)
Corrections	7 (36.8%)	8 (44.4%)	1 (5.9%)
Referral Agency			
RCMP	11* (57.9%)	4 (22.2%)	13 (76.5%)
Corrections	7 (36.8%)	8 (44.4%)	1 (5.9%)
School	----	2 (11.1%)	3 (17.6%)
Family	1 (5.3%)	1 (5.6%)	----
ICFS	----	1 (5.6%)	----
Holistic Health	----	1 (5.6%)	----
Unknown	----	1 (5.6%)	----
Gender			
Male	15 (78.9%)	14 (77.8%)	10 (58.8%)
Female	4 (21.1%)	4 (22.2%)	7 (41.2%)
Age			
12-14 years	3 (15.8%)	7 (41.2%)	6 (35.3%)
15-17 years	7 (36.8%)	6 (35.3%)	8 (47.1%)
18-20 years	5 (26.3%)	4 (23.5%)	2 (11.8%)
21-24 years	4 (21.1%)	----	----
25+ years	----	----	1 (5.9%)
Ethnicity			
First Nation	19 (100%)	17 (94.4%)	17 (100%)
Métis	----	1 (5.6%)	

*In 8 of these cases, a referral was made jointly by the RCMP and Justice/CGG/CJC

Days to Consent. Overall, the median number of days it took for youth to consent to the NYVRP once referred to the program was 21 days (or three weeks). The number of days to consent ranged from 0 to 97 days (i.e., approximately 3 months). According to the NYVRP service delivery process, 6 weeks was allocated for obtaining consent from corrections-referred clients, while 3 weeks was allocated for obtaining consent from community-referred clients. Interestingly, the median number of days it took for corrections-referred youth to consent to the program ($Med=20$, range=0-97 days) was slightly lower than the median number of days it took for community-referred youth to consent ($Med=22$, range=0-85 days). In general, corrections-referred youth consented to the NYVRP more quickly than community-referred youth and all but two corrections referrals (i.e., 89%) consented within the allocated 6-week period. In contrast, only 49% of community referrals consented within the allocated 3-week period and only 71% had consented within 6 weeks (see Table 17). Further, there were no significant differences

across the three communities in terms of the average number of days it took youth to consent to participate in the NYVRP, $F(2, 49)=2.85$, $p= 1.00$. As such, a greater amount of time may need to be allocated to obtaining consent from community referrals in the program delivery model.

Table 17: Number of Weeks for NYVRP Corrections and Community Referrals to Consent

Number of Weeks From Referral	Corrections Referrals ($n=15$) Total % Consented	Community Referrals ($n=35$) Total % Consented
1	33%	23%
2	47%	37%
3	73%	49%
4	73%	54%
5	80%	63%
6	87%	71%
7	93%	74%
8	93%	77%
9	93%	94%
10	93%	97%
11	93%	97%
12	93%	97%
13	93%	100%
14	100%	100%

Duration in NYVRP. As of March 31, 2018, the majority of youth (56%, $n=32$) who had consented to participate in the NYVRP were still actively participating in the program. Sixteen youth (28.1%) had been deemed inactive due to reasons such as a lack of participation in the program or avoidance of the HAWW; one had revoked consent. The status of eight youth was unknown based on the data available and will be assumed to be inactive.

The 32 participants who were active in the program on March 31, 2018 had been in the program for an average of 231 days or approximately 8 months (with duration in the program ranging from 18 to 374 days). Notably, 55% of the participants had been in the program for 243 or more days (i.e., at least eight months), while the remaining 45% of the participants had been in the program for 172 days or fewer (approximately 6 months) suggesting that a second intake of participants occurred partway through the first year. Participants who were inactive (and who can be considered program dropouts) participated in the program for an average of 139 days or 4.5 months (with participation ranging from 16 to 315 days). Youth in Sandy Bay ($M=236$ days) and Pelican Narrows ($M=218$ days) remained in the program significantly longer than youth in Deschambault Lake ($M=102$ days) before becoming inactive, $F(2,15)=5.05$, $p=.02$.

Table 18 presents a summary of the targeted and actual number of participants for the first year of program delivery. NYVRP had a target of enrolling 50 youth in the program during the first year of program delivery and achieved that targeted with 57 youth consenting to participate. However, 44% of these youth did dropout by the end of year one. At the community level, there was a wide degree of variation in the extent to which each site retained clients throughout the

first year of program delivery. Specifically, Deschambault Lake retained 36% ($n=7$) of its clients throughout the year, Pelican Narrows retained 50% ($n=9$), and Sandy Bay retained 94% ($n=16$). It is unclear based on the data available why the dropout rates varied so much across the three communities.

Table 18: Number of Targeted, Active, and Dropout Clients by Program Delivery Year

	Targeted Number of Participants	Number of Consented Youth	Number of Active Clients at Yearend	Number of Dropouts at Yearend
Year 1	50	57	32	25

Adherence to Program Eligibility Criteria. As stated earlier, referring agencies were not required to specify the specific eligibility criteria each referred youth met. In addition, the eligibility criteria that each youth met have not been systematically tracked in program documentation. Thus, it is difficult to determine the extent to which NYVRP clients meet the program eligibility criteria; however, the following observations can be made.

All consented youth, with the exception of one, met the age requirements of the program (i.e., that youth be between the ages of 12 to 24 years). The one youth who did not meet this criterion was 25 years old at the time she was referred for a second time to the program and ultimately consented to participate.

In terms of the youth's current or past history of violence, involvement in gang-related activities, or being at risk of gang-involvement, NYVRP staff perceptions were available¹¹ for 39 of the 54 clients included in the present analysis. Among the 39 youth, 13% ($n=5$) were perceived to not meet any of the violence and gang related criteria required for eligibility in the program; however, documentation in the casefiles (i.e., a police incident report) suggests that one of these youth did in fact meet the eligibility criteria for past involvement in violence. Of those who were perceived to meet the eligibility criteria (87%, $n=34$), it was believed that most youth had behaved violently (69%) and were high risk (62%). In addition, 18% were perceived to be at risk for gang-involvement and 15% were believed to have engaged in gang-related activities¹². An additional 6 youth had court orders on file at the time of their referral to the NYVRP suggesting that they also meet the eligibility criteria of the program. Taken together, there is evidence that at least 76% ($n=41$) meet the eligibility criteria of displaying violent behaviours or being at-risk of gang involvement. It is possible that the remaining participants also meet the eligibility criteria, but data is currently lacking to verify their eligibility.

Risk Level. In the first year of programming, few risk assessments were completed with the NYVRP participants. Among the YLS/CMI, LSI-SK, and SPRA, only three completed risk assessments were available. Of these, two youth scored as high risk and one as moderate risk.

POSITS were completed more readily with NYVRP youth and were available for 14 (26%) program participants. The POSIT consists of 10 subscales wherein each subscale is generally

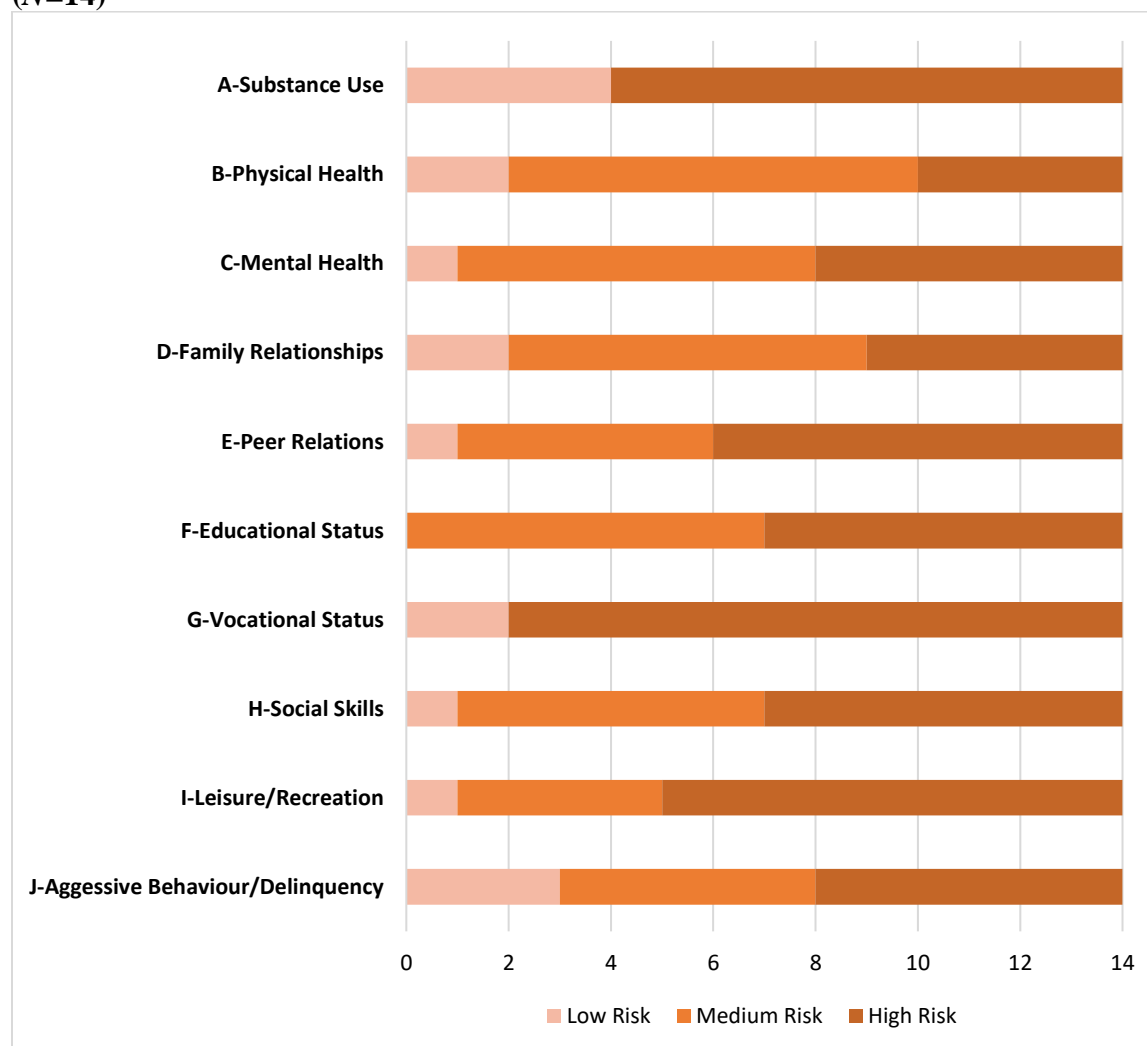
¹¹ From a CDC tracking sheet dated July 2018.

¹² These categories are not mutually exclusive; youth could be perceived to meet more than one of the criteria.

interpreted independently of each other. That is, the tool is not designed to provide a global risk rating of the youth (i.e., cut-off scores for low, moderate, and high risk based on the total scale score are not available). That being said, the total possible scale score on the POSIT is 139 and the average score among NYVRP youth was 63, with scores ranging from 21 to 101. Thus, youth tended to score around the mid-point of the scale.

In general, youth typically scored as either moderate or high risk on the various subscales (see Figure 1). There was only one case in which a youth scored as low risk on the majority of subscales, suggesting that this individual does not meet the NYVRP's eligibility criteria. The risk areas that were most problematic for NYVRP participants (in descending order) were: Vocational Status, Substance Use, Leisure/Recreation, and Peer Relations. Over half of the youth scored as high risk in these domains. Notably, three youth scored as low risk in the Aggressive Behaviour/Delinquency domain, possibly suggesting that they do not meet the NYVRP's criterion of perpetrating violence.

Figure 1: Number of Youth Scoring as Low, Moderate, and High Risk on POSIT Subscales (N=14)



7.9.5 Interpretation

During the first year of program delivery, the NYVRP received 82 referrals and 57 youth consented to participate. The NYVRP had a target of enrolling 50 youth in the first year of programming and, therefore, met that target. Of the 57 youth who consented, 56% were still active at yearend, while the remaining 44% were inactive (and could be considered program dropouts). Reasons for being deemed inactive included a lack of participation in the NYVRP, avoidance of the HAWWs, or moving to a new community. Inactive youth participated in the program for an average of 4.5 months while, at the end of year one, active youth had been in the program for an average of 8 months.

An approximately equal number of referrals in Deschambault Lake and Pelican Narrows came from the community and corrections, as anticipated in the program delivery model; however, in Sandy Bay, the vast majority of referrals came from community sources. Many of the youth in Sandy Bay had some level of involvement in the criminal justice system; therefore, it is unclear why many of the referrals originated from the community. Among community agencies that referred to the NYVRP, the RCMP was responsible for the greatest number of referrals, with a handful of referrals also coming from schools or other sources (i.e., families, ICFS, Holistic Health).

In general, the majority of youth who consented to participate in the NYVRP were male (71%), between the ages of 12 to 17 years (65%), and Indigenous (100%). A comparison of the demographic profile of the youth referred to the NYVRP and those who consented revealed that approximately the same proportion of males and females referred to the program also consented to participate. Similarly, there were no significant differences in the likelihood to consent based on the referral source (i.e., corrections or community). A visual inspection of the data suggested that youth who were 21 years of age or older may be less likely to consent to participate in the NYVRP, but a chi square analysis indicated these differences were not significant. One important limitation of our ability to analyze whether age is related to consent is that only the age group an individual belongs to was recorded for the individuals referred to the NYVRP (but who did not consent) rather than their age or birthdate; as such, it was not possible to conduct a more powerful statistical analysis (i.e., ANOVA). Hopefully more robust data (e.g., birth dates or ages for all youth referred to NYVRP) will be available from the program in the future and this potential trend can be explored further.

Once youth were referred to the program, corrections-referred youth generally consented to participate more quickly than community-referred youth. It was anticipated in the program delivery model that it would take longer for corrections-referred youth to consent, but this has not been the case. It may be that, due to their involvement in the criminal justice system, these youth may initially be more motivated to participate in the program as they are encouraged by their Probation Officers and may see benefit in working with an agency that can help them meet their court-ordered conditions.

Based on the data available, it is difficult to assess the extent to which current NYVRP clients meet the program eligibility criteria. Referring agencies were not required to indicate the specific

eligibility criteria youth met upon referral to the program; therefore, this data has not been systematically collected. On a recent CDC tracking sheet, NYVRP staff were asked to indicate the eligibility criteria they believed their clients met. In addition, information such as police incident reports and court orders included in the youth's casefiles can be used to determine whether the youth had been involved in violence prior to enrolling in the NYVRP. Based on these sources, it seems that at least 76% ($n=41$) of the youth met the eligibility criteria of being in the targeted age group, as well as displaying violent behaviours or being at-risk of gang involvement. It is possible that an even greater proportion of youth met the eligibility criteria; however, there is a lack of data to confirm their eligibility.

Finally, an important criterion for participation in the program is the risk level of the youth, as the NYVRP is intended to serve high risk youth. By the end of the first year of program delivery, only three YLS /CMI, LSI-SK, or SPRA risk assessments had been completed. Of these, two youth scored as high risk and one as moderate risk. Further, the POSIT had been completed with 14 youth. On this assessment, which consists of 10 subscales, the youth tended to score as either high risk or moderate risk on the majority of domains. Indeed, over half of the youth scored as high risk in four domains—Vocational Status, Substance Use, Leisure/Recreation, and Peer Relations—suggesting that these are the most problematic areas for youth in these communities in general. Only one youth scored as low risk on the majority of the domains and three youth scored as low risk in the Aggressive Behaviour/Delinquency domain (suggesting that these four individuals may not meet the criteria for participation in the NYVRP). Thus, based on the limited data currently available, it most likely the NYVRP is currently serving both high risk and moderate risk youth. To be successful, it is recommended that programs implementing the YVRP model recruit youth who have a sufficiently high risk level (i.e., as close to high risk as possible) to ensure the appropriateness of the intervention (vis-à-vis the risk principle of RNR), as well as the ability to demonstrate change through the evaluation (Public Safety Canada, 2018; Wortley, 2011).

7.10 NYVRP Program Delivery

7.10.1 Evaluation Questions

- What programs and services were delivered through the NYVRP?
- Have appropriate services been established?
- Are additional services or program activities required?

7.10.2 Indicators

- Average of 3 contacts per week with youth
- Non-traditional hours work
- Caseload of 15 clients per 2 HAWWs in each community
- n of Core Team meetings
- % of agencies attending Core Team meetings
- n of care plans
- n of action plans
- n and type of supports youth are connected with
- n of mentors and Elders

- Completeness of casefiles and reports
- Degree of community visibility and credibility

7.10.3 Data Sources

- Interviews
- Document Review
- Casefile Review

7.10.4 Results

Initial Implementation of the NYVRP

The NYVRP officially began delivering services in March 2017, with the first referrals being received that month. Over the first few months of programming, the HAWWs contacted local agencies and Corrections on numerous occasions to encourage them to refer youth to the program. In addition, a community feast was held to raise awareness of the program. Staff were expected to obtain two referrals each week to build their caseloads and two of the three communities (Pelican Narrows and Sandy Bay) were able to reach or exceed their referral quotas. The youth were receptive to the program and the majority of those referred provided their consent to participate. Once the staff had built up their caseloads, they then turned their attention to identifying Mentors and Elders who could support the youth in the program. Table 19 presents a timeline of program delivery milestones.

Table 19: Timeline of Program Delivery

Date	Event	Description
July – January, 2016	Monthly Advisory Team Meetings	Participated in developing program criteria and adapting the YVRP model.
January, 2017	Core Team Orientation	Reviewed Terms of Reference, eligibility criteria, and referral process.
February, 2017	Corrections Orientation in Creighton	Reviewed program processes and procedures, program forms, and role and responsibilities of Corrections in assessments and case management.
January-March, 2017 (and ongoing)	Development of NYVRP policies and protocols for NYVRP personnel	Included policies related to: professional development and training, vehicles, conflict of interest, safety, and staff/human resources.
March, 2017	Program referral forms and criteria distributed to stakeholder agencies	Referral forms were distributed to Corrections and agencies in the communities to refer youth to NYVRP and HAWWs began canvassing for referrals. Emails were sent to all stakeholder community agencies outlining the process for making community referrals. HAWW staff also made weekly contact with Corrections.
March, 2017	First community referrals received by NYVRP and	By the end of March, Sandy Bay had received six referrals and had two clients consented; Pelican Narrows had received six referrals and

Date	Event	Description
	first clients consent to participate	had four clients consented; and Deschambault Lake received 11 referrals and had four consented.
March, 2017	Vehicles leased for NYVRP	Vehicles were leased in all three communities for HAWWs to transport clients.
April, 2017	First corrections referrals received by NYVRP	Following a presentation and information session with Corrections staff to review the referral and integrated case planning process, Corrections staff started making referrals to the NYVRP.
April 4-6, 2017	NYVRP Community Awareness Week (Feast and Presentations)	A presentation on the NYVRP followed by a community feast was held in all three communities to increase awareness of the NYVRP. Questionnaires were collected from all youth in attendance.
July to September, 2017	HAWW engage stakeholder agencies to increase referrals	HAWWs met with the schools, PBCN Health Holistic Services, Child and Family Services, and the MCRRHA on a regular basis to increase referral rates.
July, 2017 and ongoing	Volunteer mentors help support NYVRP youth	Mentors were identified in each community to support the youth: 9 in Deschambault Lake; 7 in Sandy Bay; 6 in Pelican Narrows. Each mentor has completed a criminal record check.
December, 2017 and ongoing	Elders help support the NYVRP	Elders in each community have agreed to support the youth. Each Elder has completed a criminal record check.

Adherence to Program Standards

Regular One-on-One Contact with Youth. One of the key program services that NYVRP staff offer to the youth is frequent contact with them. Many interviewees observed that the majority of HAWWs were regularly in contact with their clients and, in many cases, the youth actively sought out the HAWWs. A review of the chronological notes included in the casefiles for youth revealed that staff are indeed in regular contact with the youth and typically have between one to three visits with them each week.

Most [youth] are having daily contact. I'm uncertain about one or two because I haven't received feedback from the worker. The ladies carry their cellphones, the kids can access them at any time, the workers have let the kids know that they're available and they really go out of their way to support the kids. Kids will walk over to see the worker or call their worker too for extra stuff.

I try and contact them about three times a week, and if they need me on the weekends, they usually give me a call on my cell phone.

The HAWWs and HAWC have been able to establish and maintain their connections with their youth clientele through “relentless outreach”. One HAWW describes the approach she takes to encourage youth to become more involved in the program in the following extract.

I motivate them...take them for drives or just to talk, and they know that my door's always open. They have my cell number and my work number. I can tell them to give me a call whenever. If they're getting bored even. Just to call me and then we'll do something.

Another factor that facilitates regular contact between the HAWWs and their clients is that a high level of trust has been established between the HAWWs and the majority of their clients. Several stakeholders observed that the HAWWs are positive role models for the youth and sometimes one of the only positive influences in their lives.

They're able to share a lot of things with me, and they know I won't share, I won't go share it with anyone else...they've never had anybody to really listen to them...So it's a real natural process. It's all about listening. It's all about caring and showing compassion, and not judging them.

Non-Traditional Hours of Work. The NYVRP staff have flexible working hours to ensure that they are available during the times of day that the youth are most vulnerable. For the most part, staff have been working Monday through Friday, from approximately 1:00pm to 9:00pm. They also vary their work hours to spend time with the youth on the weekends as necessary.

Caseloads. It was anticipated that there would be a caseload of 15 active youth in each community shared among two HAWWs, resulting in an individual caseload of 7 to 8 youth each. NYVRP staff's caseloads varied each month, depending on the number of clients who have consented to participate in the program and who have been deemed inactive. Therefore, to provide an estimate of the caseload staff have been carrying throughout the first year, the average caseload for each HAWW was determined using information reported by the HAWC at monthly update meetings and oversight meetings.¹³ The caseload information presented in Table 20 reflects consented, active clients only. In addition to their active clients, NYVRP staff also typically have one to three referrals for which they are seeking consent, as well as clients who have been deemed inactive due to a lack of engagement in the program. Clients may be considered inactive for a number reasons, such as not wanting to engage in the program, being unavailable or difficult to contact, and being transient.

Table 20: Average Caseload by HAWW and Community during Year One

	HAWW1	HAWW2	HAWC
Sandy Bay	5.9	6.7	2
Pelican Narrows	6.3	6.8	n/a
Deschambault Lake	5.8	3.9	n/a

¹³ For program delivery Year One, the first date caseload information was available was July 5, 2017, and the last date was March 19, 2018.

Based on the data presented in Table 19, throughout the first year of program delivery, one HAWW in Sandy Bay and Pelican Narrows were close to carrying their anticipated caseload, with an average of approximately 7 youth each. The other two HAWWs in these communities were just under the targeted goal with an average caseload of approximately 6 youth. HAWWs in Deschambault Lake had the lowest caseloads throughout the first year, with an average of 6 and 4 youth per staff, respectively. The lower caseloads in Deschambault Lake are likely due to the lower number of referrals being made to the program in this community.

The HAWC also had a small caseload during the first year of two youth. It was necessary for her to have her own clients to help her attain her Mastery certification of the YLS/CMI, as she needed to have clients with whom she could administer the instruments. According to one interviewee, “*you have to create a relationship with them to ask some of those personal questions;*” thus, it was insufficient for the HAWC to merely administer the instrument, she needed to work with the youth in a meaningful manner. Further, having her own clients helped her connect more with staff and allowed her additional opportunities to mentor and coach them by demonstrating how she works with her own clients. She also was able to develop a shared understanding of the struggles they face in their positions (such as completing paperwork).

The way I show the HAWWs is by doing their job too and doing it so that they'll know how to do their job...It's a good thing. I want to be able to...show the HAWWs that I'm doing this too, I understand where you're coming from. It gives us both an understanding. I can talk to them—I know about the forms and they know about the forms—to decrease any chance of a lack of understanding. For me, in order for me to be an effective supervisor, I need to know what they're doing and what better way to know and understand what they have to do than if I have to do it too.

In terms of the NYVRP staff's satisfaction with the caseloads, some interviewees commented that a smaller caseload would be better, with a maximum of 5 to 6 youth per HAWW. A smaller caseload would ensure that staff are able to fully support the youth while having sufficient time to complete the requisite paperwork.

I'd recommend that they have 5-6 max...you don't want to start working with someone and not fully meet their needs and not give them the attention they need.

I'm thinking maybe 6 would be more realistic for the extent of help they may need or supports they might need.

Core Teams. The purpose of Core Teams is for HAWWS to work in partnership with local community agencies to discuss what referrals the NYVRP should accept, develop care plans (i.e., case plans) for youth admitted into the program, and assist with implementing and monitoring the care plans developed for each youth. It was hoped that the agencies involved with a given youth would share information that could be used to tailor his/her case plan to meet his/her needs using the available community resources.

When our staff meets with the core team members, which are inter-agencies, or all stakeholders, including the RCMP and Corrections, that's where they sit and they share

information about the clients in the program, which then gives our staff more information to work with and to build that case and care plan for those young people.

The types of agencies that participate on the Core Team varied by each community, as did the participation rates of the agencies. Sandy Bay had the most robust Core with regular participation from the RCMP, schools, health region, restorative justice, and, to a lesser extent, Corrections. It had the most Core Team meetings and best attendance rates out of any community. With the exception of Corrections, which attended approximately one-third of the meetings, the other agencies' attendance rates ranged from 67% to 100%. In this community, stakeholders involved observed that the Core meetings were helpful to both the NYVRP and their own work.

Core meetings are really helpful....we do an introduction with who's all involved. We have eight youth so we start one by one and go down the list. The worker of the youth would bring up a summary of what happened since our last meeting. We review what the youth has been involved in for that week. What's going on, what's going wrong in the home—maybe struggling with a parent with addictions. She would give her stuff and it would go around to the school people and around the board. Addictions and Mental Health workers will say how many times they met with the youth. There's an update from RCMP in terms of whether things are going good or any concerns. The Probation Officer will discuss whether they're reporting consistently, what you see, any changes, if the youth requires any additional help in certain areas.

It is actually pretty good because we hear from different organizations, different people that are in the program, and different people that work with the students. So we know each other's goals for the child.

Pelican Narrows had moderate attendance rates. In this community, the schools, holistic health, RCMP, an Elder, Corrections, and a local youth worker attended the Core team meetings, with agency representatives participating in approximately one-third to one-half of the meetings that occurred.

Deschambault Lake had both had the lowest participation rates at Core meetings. In this community, the RCMP attended almost all of the meetings (i.e., 88%). Corrections had the next highest attendance rate at 44%, followed by the other agencies (i.e., the schools, PBCFS, Holistic Health, Justice) who attended between 6% to 25% of the meetings. Stakeholders in this community were disappointed by the lack of participation in the Core Team meetings.

At first it was kind of like everyone was super involved, now it's just kinda RCMP and the NYVRP showing up. I don't know why. I mean, Holistic should be there a lot of the times, but I think everyone's kinda short staffed. I think that plays a role...Overall I think that we all get along together, like the inter-agencies. It's just that a lot of the times the other ones don't show up. Like especially education and that's a big one. They should be showing up all the time but they don't.

Table 21 presents the agencies involved in the Core team and the number of Core Team meetings each agency participated in the three communities.

Table 21: Core Meeting Attendance by Community and Agency

	Agencies	Staff Assigned to Core	% (n) of meetings attended
Deschambault Lake N=16 meetings	Corrections	Probation Worker	44% (7)
	RCMP	Sergeant, Constable, Support Staff	88% (14)
	PBCN Education		25% (4)
	• Kimosom Pwatinahk Collegiate	Principal, Guidance Counsellor	
	• Kistapiskaw School	Principal, Teacher	
	PBCFS	Youth Worker	6% (1)
Pelican Narrows N=14 meetings	PBCN Health	Holistic Health	25% (4)
	PAGC Justice	Justice Worker	6% (1)
	Corrections	Community Youth Worker	29% (4)
	RCMP	Staff Sergeant, Constable	50% (7)
	PBCN Education	Behaviour Coordinator	57% (8)
	• Wapanacak Elementary School	Recreation Coordinator*	
	• Wapawikoscikan School		
	PBCFS	Prevention Coordinator	0% (0)
	PBCN Health	Holistic Health	57% (8)
Sandy Bay N=21 meetings	Elder		36% (5)
	Advisory Representative	Youth Worker	21% (3)
	Corrections	Probation Worker	33% (7)
	RCMP	Sergeant, Constable	100% (21)
	Education		76% (16)
	• Hector Thiboutot Community School	Social Worker	
	PBCFS	PBCFS Staff	0% (0)
	MCRRHA	Mental health, Addictions	76% (16)
	Restorative Justice	Justice Worker	67% (14)
	Community Resource Centre (CRC)	CRC Staff	10% (2)

*Position shared between Wapanacak Elementary School and Wapawikoscikan School

One stakeholder suggested that the presence of the HAWC position in Sandy Bay may account for higher participation rates and engagement in that community, as it is necessary to have someone championing the program within a given community to build connections and motivate agencies to participate.

[The HAWC] seems really good at making connections in Sandy Bay, getting them involved and keeping them motivated. Not so much in Pelican Narrows and Deschambault Lake. It's fallen off a little bit. Even though she makes her trips, obviously a constant presence is key and who has that level of energy and is passionate about the work.

It was also noted that, when agencies do participate in meetings, they sometimes send designates who are not knowledgeable about the youth and, as a result, time must be taken to inform them of the status of each youth. It was also observed that agencies do not necessarily know how they can support the youth and do not readily identify the programming and skillsets they have available to support the NYVRP; however, through prompting, they can identify assets that can be utilized with the youth.

When they do send a designate, they're not up-to-date, not up to speed, and it's time consuming to bring them up to speed, play catch up. Just because some agencies think, I didn't work with this kid before...but you may have programs that can be used with this youth. They just think what can we provide, we don't have nothing. Yes, you do. I've sat at Core Team and asked what kind of skills do you have? We found out one person could actually do anger management classes. So I used her right away. Sometimes people forget what skills they have. Just because they keep getting training. They need to be more at the table and when invited they need to acknowledge that and be apart of the process instead of thinking they don't have anything to provide.

Not surprisingly, greater participation in the Core Teams by local community agencies (particularly in Deschambault Lake and Pelican Narrows) was identified as an area where the NYVRP needed to be improved. One suggestion to increase participation was to engage in more outreach with the various agencies to increase the value they place on their participation in the Core Team and willingness to collaborate and share information.

[The HAWC] and the HAWWs need to go out more and do outreach. It needs to be valued. There needs to be more collaboration and information sharing, especially with Education, RCMP, Mental Health, and Addictions.

During this reporting period, the NYVRP project management team did attempt to address the low participation rates of key agencies by emailing directors and supervisors. In addition, Core Team meeting dates have been purposefully selected to allow the RCMP and Corrections to attend (e.g., by avoiding court days). However, such efforts have not led to increased attendance rates among frontline staff

It was also suggested that participation rates in Core Team meetings may be increased by: a) abiding by a regular meeting schedule; b) decreasing the length of meetings; and c) decreasing the frequency of meetings. Some interviewees perceived that Core Team meetings were not scheduled on a regular basis and have been frequently scheduled and/or canceled at the last minute, which decreased their motivation to participate in the meetings. Indeed, records from the Core Team meetings indicate that:

- In Deschambault Lake, of 20 scheduled meetings, 16 occurred (80%).
- In Pelican Narrows, of 21 scheduled meetings, 14 occurred (67%).
- In Sandy Bay, of 22 scheduled meetings, 21 occurred (95%).

Thus, the cancellation of Core Team meetings was most prominent in Pelican Narrows, followed by Deschambault Lake. It should be noted that sometimes meetings were cancelled due to reasons outside of the control of the NYVRP (e.g., deaths in the community); other reasons for the cancellations were not noted by interviewees or in program documentation.

In addition, it was perceived that the Core Team meetings were too long and may be affecting participation rates, as agencies set aside a whole day to attend. The expectation that meetings be held weekly also was perceived to be too burdensome and unrealistic by Core Team members. As such, in approximately May 2017, the NYVRP adjusted the expected frequency of Core Team meetings to twice a month. In November 2017, the frequency of Core meetings was further reduced to once every month as bi-weekly meetings were still deemed to be too burdensome.

There are a lot of last minute scheduled meetings as well as meetings getting cancelled last minute. I'm not sure if there is much consistency in the frequency of the meetings, so going forward or with a community starting this up, I think they should make realistic and attainable guidelines for meeting. For example, at one point, I believe there was talk about weekly core meetings, which was not attainable for us due to other caseload priorities.

After enacting this change, the NYVRP staff indicated that they, too, preferred monthly meetings as it provided them with more time to work their clients and gather information.

Beyond increasing participation rates in Core Team meetings, strategies were also offered for increasing the effectiveness of Core Team Meetings. Specifically, it was recommended that each meeting begin by focusing on the youth who have the most community agencies involved in their files. Once there are no more youth for a given agency to report on, that agency can then leave the meeting. It was also suggested that formal update/progress reports on each youth be disseminated on a regular basis for each agency to include in their own files. For instance, one probation officer suggested completing a monthly calendar for each youth that would document how many appointments or how much programming each youth has received in a given month.

I think it would be beneficial for some sort of formal update/progress report to go out regarding each participant in the program involved in justice on a regular basis. I don't know what timeframe would be best but it could be at least every few months. I think this would be beneficial as we could include it in our files and our POs to know what criminogenic factors they should be focusing on when with their clients and what is being addressed in the program. It would also give us a better picture of how the clients are doing and what they have been doing while in the program. It would also be beneficial for the POs who may have missed the core meeting.

[What would improve core?] A plain jane calendar for each one of the youth where it would be like, you know, how many addictions appointments he had in that month. They write it in, so I can tell the number of times the youth has gone to counselling. I'm finding that to be helpful. Then you can see and track the services and how many contacts they're having.

Currently, no formal meeting minutes are recorded at Core Team due to concerns that the existence of minutes may compromise the youth's confidentiality. In fact, participating agencies are asked to refrain from taking notes; they are only allowed to take notes on their action items. According to one interviewee, "We ask that no one takes notes. It goes back to client privacy so we can protect them." Trust is a significant issue in the communities and the program is wary of the Core Team acting in such a way as to breach a youth's trust. It has been noted that:

Community members may refuse specific types of social or health programs due to either perceived or real breaches in confidentiality. NYVRP staff will need to work diligently with Core Teams on implementing and maintaining strict procedures for sharing NYVRP client information so that collaborative case planning is both effective in providing individualized supports yet highly confidential in sharing information between identified core team agencies.

Another characteristic of the Core Teams that was discussed in the interviews was that youth are not directly involved in Core Team meetings. The primary reason behind the decision to exclude youth from Core Team meetings was to prevent the NYVRP staff, community agencies, and youth from feeling uncomfortable about discussing the youth's concerns in their presence. The agencies also did not want the youth to know what each agency had said about them at the Core Team meetings.

Initially, we had wanted the youth to come and sit at that table, but again, when our staff speak about the client, they say that they will not be comfortable.

Finally, it was expected that HAWWs would facilitate the Core meetings. The HAWWs found this task to be daunting at first but, over a period of six months, they slowly became more comfortable with speaking at Core meetings.

Care Plans and Action Plans for Youth. Care plans are supposed to be developed for each youth enrolled in the NYVRP. Care plans were found in 37 (69%) of the 54 casefiles available for review. Of the 37 case plans, evidence of updates through Core Team meeting notes were available for 15 (41%) of the youth. Therefore, it is unclear how often they are reflected upon and used to guide the work completed with the youth. One staff member suggested that it may take several months before a care plan is actually developed, which may explain why not all youth had one in their casefiles. However, the NYVRP Service Delivery model states that a care plan should be developed following the first Core Team meeting at which a youth is discussed (which generally occurs at the first Core Team meeting following their provision of consent). Thus, there may be a disconnect between the program's expectations and staff's understanding of when a care plan is developed.

I'm not even there yet, and none of us are there yet. I think that comes after six months. After we are done the YLS and the POSIT, then that leads us to the case plan, and lets us know where they're at and what we need to do. I know at our other regional meeting, I know they were introducing a new case plan to us, one that we should follow, but we're not at the case plan yet.

The care plans included in the youth's casefiles were generally simple and straightforward. Since few risk assessments had been completed (and should form the basis of the care plans), it seems that, instead, they were based upon information gathered through discussions with the youth, the community safety plan developed by Corrections for adjudicated youth, and information from Core Team members. The care plans are considered to be dynamic documents and may be modified to better meet the youth's needs as new information comes to light. However, it was noted that the amount of information agencies were willing or able to share about youth varies by organization.

Case plans are ongoing—we build a relationship during the first three weeks doing 3 contacts minimum per week. During that time, we're talking to the youth, asking questions, likes/dislikes, taking an interest in the youth. Then we go the next step but we're still building the relationship. We start the assessments, start gathering info from prior agencies they have been involved with. But we have to consider, too, with the agency that some of them have different policy guidelines. Some are more willing to share info, some aren't able to give a lot of info. Then we have to get to developing the care plan.

We go to Core and we talk about a youth and then everybody at the table goes around putting their input about what they know about the youth. And we have a sheet and they'll write what they'll do and how long they'll do it, if it's like once a month, twice a month, continuous. And they'll sign it and they'll say what they're gonna do like get the youth to trust the RCMP more, or do home visits with the youth, and or get the youth into Holistic, like stuff like that.

When we're looking at the behaviours, if something comes up with a client, we feel that they're lacking or we're not meeting their needs, we do take the plan back. The good thing is, we can look back at the care plan and change it so that we can meet all those needs.

Core Team members indicated that, while they contribute to the development of care plans, care plan documents have not been shown to them. They only engage in discussions about how they can help a given youth and receive verbal updates about the youth's progress in the program. Similarly, the care plans are not directly shared with the youth or developed in collaboration with them; however, the information they provide to the HAWWs/HAWC is an integral component to the care plan making process. The HAWWs also discuss the care plan with the youth to ensure they are aware of what the NYVRP is trying to accomplish with them. According to one HAWW, "I let them know what's happening and why we're trying to do what we do."

One tool that is completed directly with the youth are Action Plans. In these plans, goals are established directly with the youth and achievable steps for reaching those goals are identified. Only one action plan was found in the casefiles provided to the Evaluation team. Thus, it seems that this tool was not utilized by HAWWs during the first year of programming.

Regular Communication with Corrections. The initial program design specified that NYVRP staff should be in contact with Corrections at least weekly in addition to Core Team meetings. Some Corrections staff indicated that they were dissatisfied with the frequency of contact they had with HAWWs and the quality of the information being provided to them about the youth on their caseloads. These concerns were largely specific to certain HAWWs, who have since left their positions; however, there are instances where greater information sharing could be occurring from all HAWWs. For example, the results from any POSIT or YLS/CMI assessments completed with youth who are involved in Corrections through undertakings or short-term probation orders (and will therefore not be assessed by Corrections) could be shared with their POs.

We have seen some communication problems between the POs and HAWWs. It's more of an individual issue of not providing information we need or not telling us everything we need to know (because they were protecting the youth). There are some negative perceptions of POs—it could be the training or a language/cultural thing. POs are looked at as outsiders. They just come in, check in, and then leave.

I'm also not sure what has happened since NYVRP staff have received their assessment training. If they are completing the assessments on community and police referrals, it would be beneficial for some of the information in those assessments to be shared if it is a mutual client. The best example of this would be with a client on an undertaking or recognizance as they would be seeing us weekly, but they are considered a police referral as we do not complete assessments on those who are not sentenced. It should be noted this could be happening at Core meetings, but, if it is, I haven't heard anyone mention it.

Providing Youth with Supports. One of the most successful components of the NYVRP's implementation to date are the many supports HAWWs have been able to connect youth with or provide directly to them. HAWWs have offered the youth personal support, as well as addressed their needs in domains such as education, employment, mental health, addictions, meeting court-ordered conditions, cultural and land-based teachings, and prosocial recreational activities (e.g., sports, arts and crafts). The following extracts, as well as Table 22, highlight some of the ways in which the HAWWs have been supporting the youth.

They have been doing leisure, mental health and addiction appointments. They are taking the youth to Pelican Narrows for counselling. They have been taking them to conferences. They received funding where a couple of youth have been able to travel out to Alberta and Saskatoon. They have been able to access a suicide prevention conference, self-esteem conference. They have been able to access those kinds of things. With NYVRP, they have been meeting with Elders on Wednesdays. They've been doing sweat lodge ceremonies, fishing, trapping, snaring, learning how licensing works. Just doing

wonderful things for the kids. They've been involved in so many proactive amazing things.

One worker is very active...if they've been having a tough day, they phone and get permission to take them to Flin Flon to go shopping or go to McDonalds. They have some one-on-one time and talk about what's going on at home. We do our goal setting. A few youth want to obtain their drivers, do a work resume, we've identified future goals with something we would like to see happen with them. And HAWWs helps carry out those goals.

Table 22: Supports HAWWs Offer to NYVRP Participants

Domain	Activities Engaged in by HAWWs
Personal Support and Development	<ul style="list-style-type: none"> • Shopping in nearby urban centres to remove them from stressors • One-on-one time to talk about what is going on at home • Creation of vision boards • Facilitated attendance at Safe Talk • Facilitated attendance at Girl Power • Facilitated attendance at parenting classes • Delivered presentations related to self-esteem • Made NYVRP offices a safe place for youth to hang out and have access to snacks
Educational Assistance	<ul style="list-style-type: none"> • Arranged for tutoring from mentors • Arranged online educational programs
Employment	<ul style="list-style-type: none"> • Assisted with obtaining driver's license • Assisted with creating a resume • Facilitated attendance at resume writing workshops • Facilitated attendance at job fairs • Connected youth with local training opportunities (e.g., heavy equipment training, rock crushing, carpentry) • Helped youth obtain summer employment
Mental Health and Addictions Support	<ul style="list-style-type: none"> • Arranged mental health counselling appointments • Arranged addictions counselling appointments • Transported youth to counselling appointments (when held in other communities) • Facilitated attendance at a suicide prevention conference • Facilitated attendance at anger management classes • Facilitated attendance at programming offered by Holistic Health

Domain	Activities Engaged in by HAWWs
Support with Meeting Court Ordered Conditions	<ul style="list-style-type: none"> • Supported youth in writing an apology letter • Facilitated youth completing community service hours • Ensured youth reported to POs
Cultural and Land-Based Teachings	<ul style="list-style-type: none"> • Cultural camps • Cultural ceremonies (e.g., sweat ceremonies, round dances, Sun dance ceremonies) • Beadwork • Hunting • Fishing • Snaring • Traditional medicine picking • Berry picking • Nature walks • Visits with, and teachings from, an Elder (e.g., cooking, men's roles) • Drum making
Arts	<ul style="list-style-type: none"> • Scrapbooking • Crafts
Sports and Other Recreational Activities	<ul style="list-style-type: none"> • Involved youth in local sports (e.g., hockey, volleyball, baseball, yoga) • Boating and tubing • Swimming • Movie nights

In general, HAWWs initially strive to provide the youth with lots of hands-on support at the beginning of their duration in the NYVRP (e.g., by scheduling appointments for them) and then help the youth become more independent and take on some of these responsibilities themselves.

Our goal is to help get them involved, get them into the program, but then we don't want them to depend on us, to take them to every program. Because we want them to build some independence. We will book the first Mental Health and Addictions appointment. We pick them up and we take them. From there, they will want to book themselves. Then we'll ask if they booked their next appointment, and we'll ask the time and date. That's when they'll want them to start taking themselves. They tend to miss it, so that's why we go pick them up and we take them there. Mental Health and Addictions is our biggest program. We don't have any other mental health programs, that's all we have.

When they start to open up to the workers, that is when the workers can suggest stuff and link them to resources that might help them, that might not have been linked to before, or felt like they were too shy to access before. The workers don't just say "there's an Anger Management place up the hill". No. We actually take them over, introduce them, and we support them. Afterwards, we will say "hey, how did it go", and do some follow up.

The NYVRP also strives to be responsive to the youth. For instance, if someone is having problems building a relationship with their assigned HAWW, the HAWC will reassign the youth to the other HAWW in the community. Further, prior to assigning the youth to a HAWW, the HAWC asks about any potential conflicts of interest the HAWW may have with a given youth.

In addition to connecting youth with various supports and resources in their communities (and beyond), the NYVRP staff also help the youth build natural supports, with the intent that these supports will remain in the youth's lives following their tenure in the NYVRP. The HAWWs often play an important role in the youth's lives, as they may be one of the only positive role models the youth have. Therefore, staff are tasked with helping youth build a healthy support network that will be able to support them indefinitely after their time in the program ends.

Our workers might be the only positive thing that they have going on with them right now. Now that also can be a detriment too, because this last week, our staff were gone for three days. So if something were to happen to the clients over those three days, they need someone who they can turn to. So our staff have been tasked with building natural supports around that youth, so that if they are suicidal, that they have someone else to turn to besides our staff. And that is when the family comes in, and sometimes if not their parent, they might have an aunt or an uncle or grandmother, or maybe their Phys Ed teacher is their best friend. Let's bring those people in, let's let them be mentors to the young people. Let's make sure that there's a back up plan for these young people. We also will think about staff burnout. We don't want our staff to be burned out either, we have to take care of our staff.

One type of natural support that has been incorporated in to the NYVRP whenever possible is the youth's families. The NYVRP regularly communicates with youth's parents, are sometimes sought out by the parents directly, and encourage parents to be involved in any family-oriented activities to which youth are being connected. Anecdotally, some parents have expressed their appreciation for the work that their children have been completing through the program. Other natural supports to which youth have been connected are Elders and mentors (discussed in greater detail below).

[The HAWWs] do spent a fair amount of time in the homes and talking with the parents, trying to share the good and the bad about their kids.

The good thing about the program is that we're able to involve the families. If there is any program that comes up and is family oriented, we will tell the parents this something that will benefit you and will help your child as well. In some of the communities, some parents are taking us up on that offer. Parents are saying thank you for sending me.

The parents really like it. They work closely with the parents. They make the home visits. They're connecting with the parents, although it depends on the youth and the worker.

One interviewee commented that some parents have been relying on the NYVRP and HAWWs too much and have been taking advantage of the workers (e.g., allowing their children to seek rides from the HAWWs when the parents should be providing transportation, calling during

inappropriate hours). In response to this challenge, the HAWC and HAWWs have met with these families to clarify the HAWW's roles and responsibilities, as well that of the families.

One limitation that was reported in relation to the NYVRP's ability to provide youth with the supports they need is that the program has a limited budget to spend on activities. As a result, the NYVRP routinely makes applications for funding from partner agencies to offer programming to the youth or take them to events or conferences outside of the community. For instance, the NYVRP solicited funds from local agencies to support a Christmas Feast for the youth in 2017. It was perceived that, if there was more funding available for program activities, the HAWWs could do even more activities with the youth. When asked what they would improve about the program, nearly all of the HAWWs commented that increased funding would be helpful.

Mentors and Elders. Mentors and Elders have been incorporated into the NYVRP to help the youth build their natural support networks, but also to offset HAWWs' unavailability when they are away from the community on training or during times of staff turnover. The intention is for Mentors and Elders to support the youth in ways in which the HAWWs are unable (e.g., by helping develop a specific interest, providing the youth with cultural teachings) or during times when HAWWs are unavailable. Several Mentors and Elders have been identified in each of the communities:

- Deschambault Lake: 2 Elders, 6 Mentors
- Pelican Narrows: 7 Elders, 7 Mentors
- Sandy Bay: 6 Elders, 8 Mentors

Unfortunately, due to inconsistencies in the casefile records, it was not possible to determine the number of NYVRP youth who have worked directly with Elders and Mentors during the first year of programming. However, there is evidence from the interviews and document review that many of the youth have responded favourably to working with the Elders and Mentors and the connection to the Elders is particularly valued. The Elders provide the youth with one-on-one counselling and culture-based programming.

All clients need help, but when it comes to the Elder, they take advantage of it to spend time with an Elder. A lot of time, we're losing people because of alcoholism and drugs, just the sicknesses, diabetes, heart problems, they do utilize the Elders and they're not afraid to be with them. We have good Elders, people that want to help the youth.

The Mentors involved in the NYVRP tend to be adults in the community who are living a healthy lifestyle and have skills they can share with the youth (e.g., setting up a cultural camp, picking traditional medicines, tutoring, teaching employment-related skills).

There are some young adults doing well, some older adults doing well. They have skills they can share with the youth. We have one that's setting up in Sandy Bay a cultural camp. Because a number of our youth here are getting assessed at the school, we're finding a lot of them will never go to university, life skills training is more suited for them so they can have a job later on in life. We're utilizing him, because a lot of youth here have expressed interest in carpentry.

The amount of time Mentors and Elders spend with the youth is at the Mentor/Elder's own discretion. Mentors work with the NYVRP on a volunteer-basis, while the Elders are typically provided with an honorarium. One obstacle that has emerged with respect to paying the Elders an honorarium is that the program's ability to involve Elders is influenced by the NYVRP's budget and availability of funds. It was noted in meeting minutes that, at points in time when the NYVRP's budget was limited, Elders were drawn upon less frequently as a result.

All Mentors and Elders must submit a Criminal Record Check and Vulnerable Sector Check. To be eligible to work with the youth, they must have no recent offences on their Criminal Record Check and no offenses on their Vulnerable Sector Check. Some Elders invited to be involved in the NYVRP refused to obtain a Criminal Record Check as an Elder is supposed be a respected community member who is honoured, and they were offended at being asked to submit a Criminal Record Check. Consequently, they have chosen not to participate in the program. Other Elders did not have the necessary identification to submit such a request—some of these Elders have chosen to apply for the identification required to submit their Criminal Record Checks.

Remote Presence Technology (RPT). One of the unique innovations of NYVRP is the intention to use RPT to connect youth with the mental health treatment they require and increase their contact with their POs. The licenses for the RPT units were purchased at the end of the 2015/16 fiscal year and it took over a year to set-up the equipment and make it functional in each of the three communities, as well as in the Corrections offices. Some of the challenges that were encountered in making the equipment functional was having the proper modem and MiFi¹⁴ equipment to increase the bandwidth to a sufficient speed to use the equipment and to allow the units to run by hotspotting on a phone or tablet, downloading licenses and having access to the licenses in Corrections, and prioritizing the set-up of the equipment. As of late spring 2018, the RPT units were available for use between the communities and Corrections. However, there have been delays and setbacks in entering into a partnership with a mental health provider to provide treatment to the youth. The NYVRP project management team had approached the psychiatry department at the University of Saskatchewan, who ultimately decided not to participate in the program as there were no monetary funds available to support their involvement in the program. They then approached the University of Saskatchewan pre-doctoral resident program through the Saskatoon Health Region, which was interested in being involved but has not yet formally committed to providing services. One of the reasons stakeholders believed it has been challenging to find a mental health service provider to take on the RPT component of the NYVRP is that there is an insufficient number of mental health providers in the province, especially to serve the North.

Timeframe of Youths' Involvement in the NYVRP. As the first cohort of program participants come to the end of their 12 months in the NYVRP, preparing the youth to exit the program has been noted as a challenge due to the attachment that the youth (and their families) have to the staff, but also due to the attachment the staff have to youth. Therefore, a "weaning period" was introduced where, over a six- to eight-week period, HAWWs have been instructed to reduce their contact with youth who have been deemed ready to exit the program by 50%. Decisions to fade youth out of the program is determined on a case by case basis, since some youth may not be ready to exit the program after 12 months, as healing can occur at different

¹⁴ Similar to a Wi-Fi connection.

speeds for different individuals. Consequently, the NYVRP is considering extending the length of duration in the program from 12 to 18 months for those who are perceived to still need the support of the program. Further, youth who were assigned to one of the two HAWW positions in Pelican Narrows and Sandy Bay that underwent turnover have not actually received 12 months of quality programming; therefore, these youth will remain in the program until they have received a satisfactory amount of programming. It should be noted that, once youth are phased out of the program, they are still able to contact the NYVRP, if needed.

I do always stress to the HAWWs where they are going to be so attached to us, we're going to have to let them go, and leave them with their identified supports. We're working on leaving them so they'll be okay without us. I want the best for my clients but we still have to have the defining factor. Even with the parents. The parents become too reliant on the workers. I tell them, back-up, tell the parents they have to do that, it's their child.

It's difficult if they have a good bond with the worker. It's hard for the worker to let go. They know there's not a lot of other options. Not a lot of other staff youth can be connected to...Exiting the program is something they've struggled with. They've talked about increasing the program from 12 to 18 months.

Even once they are phased out, we will still be there. We don't want to completely cut them off.

Completion of Reports and Files. The completion of program forms and the maintenance of accurate, comprehensive casefiles is currently a weakness of the NYVRP. In general, the staff prefer spending their time working directly with the youth and find the amount of paperwork required by the program and the agencies where their positions are located to be overwhelming. Staff are repeatedly encouraged by the NYVRP project management team to take notes on their meetings with the youth and to document their work in the casefiles. In addition, mock casefiles have been developed and provided to each HAWW to assist them in creating their own casefiles. However, even with these prompts, the casefiles are not as comprehensive as they could be and staff's casefiles are not up-to-date. Upon reflection, it has been suggested that, because the guiding criteria for hiring staff was their passion for working for youth and living a healthy lifestyle and not their formal work experience, some staff lack the computer skills required to perform the administrative aspects of their job efficiently.

The amount of work that we have given to our staff in regard to documenting, that is a lot of work, but spending that very valuable time with the young people is also very important.

They have paperwork with the youth and they have paperwork with their position. I've made mock files for them and included different forms they need for each community...When I created that, I recognize that some people are better if they see it.

I'd like to spend more time with the youth, but sometimes like paperwork and stuff has to get done. The paperwork and all these forms we have to go through with the youth... you

wanna help these youth, but then you have to do so much other... You know what I'm getting at? It's been challenging but it's been getting done.

The visiting I don't mind, but it's the paperwork that comes afterwards. Like right now, I feel like I am so behind on paperwork because I am getting all my visits done, all my programs done. There's not only the YLS questionnaire, but I guess we have to grade them and then that's not even including the POSIT... We have to document all of our visits, typing it all out, going to our meetings, typing all that information out when we are done. It's lots of paperwork after the fact. They don't want us to claim too much overtime, and the visits three times a week, that's good because we get to communicate and get to know them better, but we have to make time for our paperwork.

In addition to the issues noted earlier in this report (i.e., limited number of risk assessments, care plans, and action plans completed), other program forms/administration have also been completed minimally. For instance, once a client has consented to participate in the NYVRP an Enrollment Status form is supposed to be submitted to the referring agency. Only a handful of these forms were returned to Corrections and, in some cases, delayed Corrections' ability to send risk assessment information to the NYVRP. No Community Referral Status Forms were identified in the casefile review, suggesting that these forms have not been used. There also have been no concerns emerging in the evaluation from the lack of use of these forms, suggesting that the need for them should be re-visited.

Chronological notes were available in nearly every casefile; however, some HAWWs kept more detailed records than others. That is, from some notes it was possible to determine the types of services the clients had been connected with, their current status in the program, and so forth, but for others it was not. Overall, Sandy Bay had more complete casefiles than the other two sites and the NYVRP may wish to use these files as a model to the others.

Another significant issue with recordkeeping is that the information recorded in the CDC Tracking Sheet (which is the only existing spreadsheet for tracking NYVRP client information) is unreliable. The data contained in this spreadsheet is sometimes inconsistent with the information recorded in a client's casefile and is often completed incorrectly (e.g., information about risk areas are often completed when no risk assessments are available), making it challenging to use this spreadsheet to monitor program activities and functioning. Concerns about the reliability of the CDC data applied across all three sites.

Finally, a significant problem faced by the program during the first year was the lack of intake and involvement summary forms, as well as monthly progress update forms. There are no data sources that systematically track the youth's demographic characteristics, needs, the type of work completed with the youth to meet those needs, as well as their successes and setbacks. This is problematic from both a case management and an evaluation perspective, as the staff are not systematically collecting the same information from each youth and do not have any tools to help them determine whether the youth is or is not meeting the objectives set out in their case plans. From an evaluation perspective, there is a lack of information to develop pre-/post-test measures to determine whether the NYVRP had any impact on the youth.

Program Database. One of the key components of the contribution agreement between Public Safety Canada and the MOJ was the creation of an Information Management System to facilitate performance monitoring and assessment. The MOJ intended to use its existing Customer Relationship Management (CRM) database structure to create a database specific to the NYVRP and, consequently, purchased licenses during the first year of funding and arranged for a MOJ data analyst to build the NYVRP CRM database. Due to upgrades being made to the database, it was decided that work would not be completed on the database until after April 1, 2016. In September 2016, the province decided to discontinue the CRM database and cease any plans to use the database. The MOJ sought special permission to continue using the database with the NYVRP, since licences for the database had already been purchased and permission was granted to use the CRM database in February 2017. By this time, however, personnel arranged to support the development of the NYVRP database were re-directed to other projects or positions leaving the NYVRP without MOJ support and IT human resources to build the database. Thus, it was then decided that the database would be built by a small working group led by the MOJ Manager of the NYVRP and which included support from the Strategic Systems and Innovations' CRM specialist. Due to a lack of human resources to build the database, competing priorities to attend to more immediate program operations issues, and ensuing technical difficulties in developing the database (e.g., finding a test site), its development has been delayed indefinitely. There are currently no concrete deadlines in place specifying when the database will be completed.

Community Visibility and Credibility. The NYVRP has made a concerted effort to be visible in the communities and to participate in community events. For instance, the NYVRP has hosted a feast in all three communities to introduce the program to community members (April 2017). It also hosted a Christmas feast (December 2017) for NYVRP clients, families, and stakeholders (including the RCMP, Corrections, Education, Health, PBCFS, and other Advisory and Core team members) to honour the youth involved in the program. In addition, NYVRP staff routinely attend interagency meetings and participate in, and volunteer for, community events. They have also participated in school presentations and in radio shows on the local radio station.

Several community partners interviewed for the evaluation indicated that they respected the NYVRP staff for the work they were doing and perceived that the program was “well ran.” For instance, one interviewee stated, *“I really like the staff that we work with. I just want to commend them for the work that they do in this program.”*

7.10.5 Interpretation

Overall, the NYVRP is largely being implemented in line with its program delivery model. The data available indicates that HAWWs have between one to three contacts with the youth each week and that contacts tend to be substantive (i.e., more than just a simple check-in). The HAWWs are also readily available to the youth whenever the youth need them, including evenings and weekends. In fact, the HAWWs work non-traditional hours, with most working four evenings a week. The HAWWs also have been successful in establishing trusting relationships with the youth as reflected by the fact that youth often seek them out and are willing to disclose personal information to them. They also have garnered the respect other community members and agency representatives.

Further, the NYVRP has been successful in identifying and connecting youth with vast array of supports and services available in their communities, including those related to education, employment, mental health and addictions, cultural and land-based teachings, personal support and self-development, arts, meeting court-ordered conditions, sports, and other recreational activities. Interviewees indicated that, while they have been able to offer participants an array of supports, they are limited in what they can do by the NYVRP's budget and that, with increased funding, they could provide the youth even more activities. They currently have to seek funding from other agencies to support the youth's participation in certain activities or to take them to events outside of the community.

In addition to connecting the youth to supports and services, the NYVRP has involved the youth's families in the program (when they are willing to participate), such as in attending parenting classes and the Christmas feast. The engagement of families in support of the youth has been found to be an important factor related to the successful implementation of the YVRP model in other jurisdictions in Canada (Public Safety Canada, 2018). Moreover, the youth in all three communities have been connected with Mentors and Elders. Mentors have typically been used to teach the youth a shared interest, while Elders have offered the youth one-on-one counselling and cultural teachings. Some challenges encountered with involving Elders in the program were that some were offended at being asked to obtain a Criminal Record Check and decided not to participate in the program, some did not have the identification required to obtain a Criminal Record Check and had to obtain identification before they could submit one, and the extent to which Elders could work with the youth was limited by the NYVRP budget as an honorarium is paid to them for their time. Notably, many of the activities and supports the youth have been offered map onto the "central eight" criminogenic needs that are considered to be the most important to address to decrease the likelihood of future delinquency or antisocial behaviour (Andrew & Bonta, 2010). These criminogenic needs are family circumstances, schools/work, leisure/recreation, substance abuse, antisocial behaviour, antisocial personality patterns, antisocial cognition, and antisocial associates.

Based on the caseload review, it is apparent that an individualized, strengths-based approach has been taken to developing and implementing care plans for youth. In fact, the NYVRP developed a strengths-based questionnaire to help elevate the focus on strengths in the case planning process. In addition, not all youth are offered the same types of supports and services, also reflecting that the supports offered to youth are tailored to their specific needs and circumstances. An important limitation of the current case planning process is that few risk assessments have been completed; therefore, the decisions about what supports a youth should be offered are not necessarily being informed by an empirical risk assessment. However, the staff are tailoring the services provided based on other sources of information they have (e.g., needs self-reported by the youth and other service agencies involved with the youth). Individualized interventions for youth who are gang-involved or at-risk of gang involvement have been identified as key factor in successfully implementing the YVRP model elsewhere (Public Safety Canada, 2018).

Another aspect of the program delivery model that was reviewed in this evaluation was the caseloads carried by HAWWs. It was expected that HAWWs would have caseloads of 7 to 8

youth. The HAWWs in Pelican Narrows and Sandy Bay were just short of this target with average caseloads of 6 or 7 youth. The HAWWs in Deschambault Lake carried slightly lower caseloads at 4 or 6 youth. It was suggested by a handful of interviewees that the caseloads be lowered to approximately 6 youth a piece; however, there was insufficient information in the evaluation to suggest whether this recommendation should be seriously considered. Regardless, small caseloads have been associated with successful implementations of the YVRP model and have been achieved by the NYVRP (Public Safety Canada, 2018; Wortley, 2011).

The use of Core Teams is another key element of the program delivery model. It was originally anticipated that Core Teams would be held weekly; however, this target was unrealistic and too burdensome for member agencies. Therefore, the frequency of Core Team meetings have been reduced to once per month. Core Teams were most successful in Sandy Bay where there was a high level of participation and attendance by many local agencies, followed by Pelican Narrows and then Deschambault Lake. In Deschambault Lake, only the RCMP regularly attended Core meetings in addition to the NYVRP staff. One reason that the Core Team in Sandy Bay may have been stronger is due to the presence of the HAWC in that community and her ability to maintain a stronger network among the agencies involved by virtue of living and working in the community. It was suggested that the NYVRP engage in more outreach in Deschambault Lake and Pelican Narrows to increase the value agencies place on participating in the Core Teams.

Other challenges that were documented in relation to the Core Team meetings were that sometimes agencies sent designates that were not knowledgeable about the youth, there was not always a regular meeting schedule, some meetings were cancelled on short notice, and the meeting lengths were too long. Further, it was suggested that the meetings be re-structured to be more effective by discussing the youth that have the most agencies involved in their care plans first and allowing agencies to leave once there are no more youth for them to discuss. In addition, it was recommended that regular progress updates about each youth (e.g., a monthly calendar documenting all activities/appointments the youth participated in) be circulated to Core Team members to include in their own files. Regular progress updates may also allow the Core Team to more fully assess the progress each youth has made. In particular, Corrections would benefit from such an update because it would help them monitor what aspects of the youth's individualized safety plan and criminogenic needs are being met. Corrections was also interested in receiving YLS/CMI and POSIT results for youth who are on undertakings and short-term probation orders to inform their own work with the youth (as they youth would not be prioritized for a risk assessment within Corrections).

A final component of the program delivery model that was considered in the evaluation was the completion of reports and casefiles. As is common among frontline staff (Ames, 1999; Blake, 2010), the HAWWs preferred working with the youth rather than completing paperwork. Therefore, the casefiles were not as comprehensive and accurate as they could be. For instance, the care plans seemed to be relatively simple, only 69% of the casefiles had one, and there was little evidence that they were updated on a regular basis. Action Plans with youth seemed to be underutilized, with only one example being available in the casefiles. In addition, the information contained in the CDC tracking sheet was unreliable. It was unclear if some of the work was being completed with the youth and was just not being documented (e.g., such as updated case plans and Action Plans). In other cases, such as the CDC tracking sheet, it seems that HAWWs

did not necessarily understand how to document the information that needed to be captured. Thus, additional training and coaching is required with respect to the integrity of their casefiles and the CDC tracking sheet. Ideally, the implementation of the database would mitigate some of the documentation issues that are present, as it should be more clear as to what needs to be documented and what specific variables means. The NYVRP is encouraged to implement the database as soon as possible. Maintaining accurate and thorough records is a well-documented challenge in social work practice; therefore, the NYVRP is not alone in struggling in this domain (Ames, 1999; Blake, 2010).

In terms of program forms, one area where the NYVRP can improve its effectiveness is by ensuring the HAWWs submit a Notification of Enrollment Status form to Corrections as soon as a youth consents to the program to ensure that Corrections can share any risk assessment information as soon as it is available. A comparable form is also supposed to be submitted to referring community agencies; however, there was no indication that these forms were used during the first year of program delivery. There also does not seem to be any implications for not using this form. Therefore, the NYVRP should consider whether it is necessary. Finally, intake and involvement summary forms would highly enhance the program's documentation, as consistent information would then be collected from each youth at intake and program completion, which can then be used to inform both case management and the evaluation. Further, the information collected in these forms could be cross-referenced with the CDC tracking sheet to verify its accuracy. These forms are currently in the process of being implemented and should allow for improved data collection in second year of program delivery.

7.11 Community Strengths and Obstacles

7.11.1 Evaluation Questions

- What community strengths facilitate the implementation of the NYVRP?
- What community barriers hinder the implementation of the NYVRP?

7.11.2 Indicators

- Types of community strengths
- Types of community barriers

7.11.3 Data Sources

- Interviews
- Document Review

7.11.4 Results

Community Strengths that Facilitate the NYVRP

The main strength of the communities that has facilitated the implementation of the NYVRP is their support for the program. In addition to participating in Advisory Committees and Core Teams, community agencies have supported the program financially with funding for NYVRP activities (e.g., providing funds to support trips to conferences, culture camps, and the Christmas

feast). In addition, partner agencies have invited NYVRP staff to participate in training opportunities being offered to their own staff. Finally, agencies in all three communities allow NYVRP clients from other communities to attend their programming or access their services. This is beneficial in two ways. First, it allows youth to access programming that may not be available in their own community.

In Deschambault Lake, they do have a lot of programming, but it's garnered toward adults. For the youth in NYVRP, it automatically puts them out of getting that programming. Something that we've done is try and meet the needs, if one of the other communities is offering the program, then we get our kids into that program and take them there.

Second, if youth are not comfortable receiving services in their own community for reasons such as not trusting the local service provider, they are able to access services in a setting in which they are more comfortable. For instance, in Sandy Bay, youth have expressed concerns about the quality of the mental health counselling they received from the local counsellor. Therefore, the NYVRP staff arranged for them to receive counselling in Pelican Narrows instead.

Community Barriers that Hinder the Implementation of the NYVRP

As alluded to above, two of the community-level barriers that limits the implementation of the NYVRP is a lack of trust for local service providers and a lack of suitable services. Some families have expressed concerns about seeking programming from local mental health counsellors for fear that their confidentiality will be breached. In some cases, they may have a pre-existing relationship with the service provider (e.g., they could be a family member), which makes it undesirable to receive services from that person. It was also perceived that adequate mental health and addictions services were generally lacking in the communities and some providers were perceived to be ineffective in their positions or unqualified.

Sometimes the families will not go see a Mental Health Worker. In a small town community, they say that they'll talk, it's the confidentiality.

There are also conflicts because the communities are small and the people are related.

The people in the community are not qualified. How do we help with addictions when you are not qualified?

Another barrier that has been encountered is that, while there was a high level of excitement and participation in Advisory Committee Meetings and Core Team meetings at the outset of the program, the willingness of agencies to collaborate with the NYVRP has dissipated over time. This was perceived to stem from a general unwillingness to collaborate in the communities. It was noted by one participant that the communities are great at coming together when a crisis occurs but, in the absence of a crisis, there is not much interest in working together in a positive manner to build the community. Historical personal conflicts among individuals in different agencies also were perceived to contribute to a reduced interest in collaborating.

7.11.5 Interpretation

The communities involved in the NYVRP have been able to facilitate the implementation of the NYVRP in four main ways by: 1) participating in Oversight and Advisory Committees, as well as Core teams; 2) granting the program funds required to implement various program activities; 3) inviting NYVRP staff to participate in training opportunities; and 4) allowing youth from all three communities to access available programming. Without this support, the NYVRP would not be able to offer the same number of activities to the youth and the youth would not be able to access the programs and supports they require as easily. There were some concerns about the confidentiality of local service providers, which may make youth less likely to seek treatment in their own community. Therefore, the opening of services in other communities to the NYVRP is particularly advantageous.

The barriers faced by the NYVRP related to programs and services in the community—a reluctance to seek assistance from within one’s community due to confidentiality concerns or conflicts of interest and a general lack of mental health and addictions services—are not unique to the three NYVRP communities. These barriers have been well documented as factors that limit access to services across northern Saskatchewan (Jeffery, Burles, & Hamilton, 2009; Jewell et al., 2016; Provincial Auditor of Saskatchewan, 2018).

Perhaps the most significant community-level barrier that has affected the NYVRP is a diminishing interest to participate in the NYVRP’s Oversight and Advisory Committees and Core Teams. It was noted that, due to past historical conflicts within the community and the traumas that have been experienced, the communities are not accustomed to working together to accomplish a positive outcome. Collaboration (or cooperation) within the communities has generally been crisis-driven. Therefore, the NYVRP program delivery model, with its focus on integrated case management, is a new approach to service delivery within the communities and it is not surprising that meaningful buy-in for the model has been limited, as it requires community agencies to shift their mindset from working competitively with each other to working more cooperatively. Consequently, the NYVRP needs to continue to work on increasing community-level engagement for the project and collaboration across agencies. However, it should be noted that working together in a collaborative fashion is difficult for many programs, not just the NYVRP, and many programs find it difficult to achieve their ideal level of collaboration with other agencies (Axelsson & Axelsson, 2006; Lips, O’Neil, & Eppel, 2011). As of September 2018, there were tentative plans to increase the involvement of community agencies through strategies, such as one-on-one agency meetings and having non-NYVRP program champions (e.g., RCMP, School, Health) encourage other partner agencies to participate more fully in the program.

7.12 Staffing

7.12.1 Evaluation Questions

- What challenges existed in hiring qualified staff?
- Are adequate levels of staffing in place?
- What training did individuals involved in project delivery receive?
- How effective was the training provided to staff?

7.12.2 Indicators

- Length of staffing process
- Qualifications of staff
- Amount of staff turnover
- Satisfaction with staffing levels
- Number and type of training opportunities

7.12.3 Data Sources

- Interviews
- Document Review

7.12.4 Results

Staffing the Project Manager, HAWC, and HAWW Positions and Identifying Service Agreement Holders

Project Manager. The first staffing process attended to by the NYVRP was hiring a project manager. It was initially intended that the MOJ would contract a project manager to oversee the development and implementation of the NYVRP; however, several unsuccessful attempts at staffing this position over the first year of the initiative resulted in MOJ staff (i.e., the Community Partner Services' manager) being largely responsible for conducting the community engagement process and putting all of the program components in place for program delivery. In fact, the MOJ had originally intended to hire a project manager by May 2015 (one month after funding for the NYVRP started), but were unable to hire someone until January 2016. During the first six months of the initiative, the MOJ attempted to recruit internally for a project manager and found a number of staff who expressed interest in the position but, ultimately, decided against the opportunity. These individuals declined the position for a variety of reasons including not wanting to accept a term position at the expense of leaving a permanent position to do so, not wanting to relocate or spend a substantial portion of their time travelling to the northeast, and deciding to pursue other job opportunities.

Therefore, in October and November 2015 an expression of interest for the NYVRP project manager position was circulated widely, including within the three NYVRP communities. In the expression of interest, the job description was scaled back as it was anticipated that it would not be possible to find a candidate who could fulfill all of the duties and meet the qualifications originally specified.

On the second posting in November, we expanded our area to include all of the North. We still didn't receive that many applications and that's likely because of the area...And we had to, based upon our job description we had prior to hiring...we decided to make some revisions to the advertisement again. It was more important to hire locally and make sure that people knew the Project Manager, they had a good reputation in the community, and that we would be willing to do some of the training with the individual. We went in knowing there was strength there but that we would have to work with them to develop some areas.

Four candidates from the North were identified through this process and interviewed; one of these individuals was offered the position and began working in the capacity of project manager in January 2016.

Service Agreements. The next element of the NYVRP staffing plan was to secure service agreements with agencies in each community that would be able to house NYVRP staff. The service agreements were intended to be a mechanism for investing as much of the NYVRP budget into the communities as possible, to further a sense of community ownership over the initiative, and to create partnerships where programming decisions could be made collaboratively (to the extent permitted by program standards and the contractual conditions of the agreements).

Discussions with potential agencies to take on the service agreements began in June 2016 in each community; however, it took until December and January 2017 to sign service agreements in all three communities. Service agreements were signed with PBCN Pelican Narrows Administration (in December 2016), the Northern Village of Sandy Bay (in December 2016), and PBCN Deschambault Lake Administration (in January 2017). However, one or two additional agencies (e.g., PBCN Health in Pelican Narrows and Deschambault Lake; Education in Deschambault Lake; MCCRHA and the Northern Lights School Division in Sandy Bay) had been explored in each community prior to entering into an agreement with the agencies that ultimately took on the service agreement.

A lack of physical office space for the NYVRP staff was a significant barrier for several of the community agencies who were approached to take on the service agreements.

Honestly, one of the challenges, that was one of the biggest obstacles that we actually had, was trying to find space within an agency who was willing to sign a service agreement. If they signed a service agreement, and they did not have physical space, that delayed the service agreement. If they delay the service agreement, we can't hire staff because where will they go? So in Pelican, we signed with the Band, in Deschambault we signed with the Band, and in Sandy Bay we signed with the village, the Municipality.

In addition, in Sandy Bay, there were some negative community perceptions that the NYVRP was only for PBCN members; therefore, a concerted effort was made to find a municipal service provider to hold the NYVRP service agreement. Finally, one of the agencies approached in Sandy Bay thought the NYVRP would be a better fit for another organization.

HAWWs. Once service agreements were signed in each community, it was possible to move forward with hiring HAWWs. Throughout the second half of 2016, the Advisory Committees recommended job titles they thought would be appropriate for NYVRP staff within their communities and decided that the term Health and Wellness Worker would be used to describe frontline NYVRP staff, while the term Health and Wellness Coordinator would be used to describe the regional supervisor position. In addition to determining the names of the NYVRP positions, the Advisory Committees also finalized and approved the job descriptions and postings used to hire HAWW staff. A hiring panel was created in each community and the hiring committee for the HAWW positions included three local Advisory Committee members and the project manager, while the hiring committee for the HAWC included Advisory Committee members from Deschambault Lake and Sandy Bay, the Oversight Committee chair, the project manager, and the MOJ manager. HAWWs started in Pelican Narrows on January 9, 2017, in Sandy Bay on February 6, 2017, and in Deschambault Lake on March 1, 2017. It was possible to hire HAWW staff in all three components following the initial circulation of the job posting; however, in Deschambault Lake, the postings were circulated two weeks longer than anticipated to garner enough applications to proceed with interviews. It was believed that the job postings may not have been widely known about in Deschambault Lake because they do not have a local radio station and there are only a few places where job advertisements are displayed. In addition, the requisite for individuals to be living a “healthy lifestyle” may have limited the number of candidates who perceived themselves to be qualified for the position.

HAWC. It took two attempts to hire the HAWC. An expression of interest for the HAWC position was first circulated from October to November 2016. One candidate was interviewed during this process, but was deemed unsuitable for the position. The expression of interest was re-circulated in January 2017 and three candidates were interviewed. The successful candidate was offered the position and began on March 21, 2017. A key challenge in recruiting the HAWC position was finding someone who had the required skillset and who was willing to live in northeast Saskatchewan. An implication of the delayed hiring process of the HAWC position is that this person could not contribute to adapting the service delivery model for implementation in three communities. In fact, one of the biggest regrets that NYVRP project management team identified in relation to the program implementation process was not hiring the HAWC position earlier. In addition, a community stakeholder indicated that the HAWC position should have been hired sooner to allow the HAWC to shape her team of employees. Table 23 summarizes the NYVRP staffing process timeline.

The biggest mistake we made was waiting to hire the HAWC. We were still trying to get the agency presentations and consultations done. I couldn't think what could I get this person to be doing at the time. We didn't even have the job description done up at that time. By the time we were done with our consultations, we decided we needed to hire the coordinator...that's when I realized I should have hired them sooner and had them working on the areas around the program manual and all of those pieces.

They should have had [the HAWC] position hired first. She knew what she wanted. She would have known what she's looking for.

Table 23: NYVRP Staffing Process Timeline

Event	Date
NYVRP Project Manager Hired	January, 2016
Service Agreement Signed	
• Pelican Narrows	December, 2016
• Sandy Bay	December 19, 2016
• Deschambault Lake	January 27, 2017
HAWWS Hired	
• Pelican Narrows	January 9, 2017
• Sandy Bay	February 6, 2017
• Deschambault Lake	March 1, 2017
HAWC Hired	March 21, 2017

Overall Strengths and Challenges related to Staffing

Overall, staffing has been a significant challenge for the NYVRP. In general, it has been challenging to find qualified staff who were willing to live in the communities (and who would also be accepted by the communities). It ultimately took the NYVRP 24 months to fully staff the project, which also contributed to the delay in program delivery. Indeed, the challenges with staffing further led stakeholders to believe that the original expectation that the NYVRP begin program delivery within six months was unrealistic.

The main qualities we were looking for was whether they were: 1) qualified; and 2) willing to live in the communities. I said you have to have someone who's local. If they don't want to be part of the community, it's difficult for them to be accepted and welcomed at the local level.

It creates some issues—i.e., the expectations of the federal government when they approve these types of projects. We aren't in Prince Albert, we can't put out a job opportunity and have 50 applications and be operational in 6 months. The dynamics of the community also influence the success of hiring. The expectations were unrealistic.

While the NYVRP project management team had always intended to hire local individuals for the HAWC and HAWW positions, after the first failed attempts at staffing the project manager position, the team placed even greater value on hiring local individuals for all of the NYVRP staff positions. The two characteristics that were valued the most in deciding which local persons to hire were that they be living healthy lifestyles and be interested in working with youth. As a result of the prioritization of these characteristics, other characteristics were given less emphasis, such as formal education and experience.

We wanted local people. They can be educated from life skills they've gained themselves and personal experience. It's important to me to have workers who are committed, healthy. We're constantly evolving and always having those teachable moments. Formal education is not very important.

For the most part, staff have been excellent. Even though we didn't ask for a lot of credentials, the biggest being they're living a clean and healthy lifestyle and have some experience or a love of working with youth or young people. Really the biggest attribute were the qualities of a good mentor.

The decision to hire local has served the project well. Several interviewees commented that one of the greatest strengths of the NYVRP is that it is delivered by local individuals who are respected within their communities. It was also perceived that hiring local helped to increase community buy-in for the program and made it easier for HAWWs to build relationships with the youth.

You know the best part about the NYVRP is that we hired locally. You know that I am local, so I speak my Cree language fluently, and that is such a big bonus. We hired locally also because these staff members that we have already know the community, and they are already known in the community and people trust them. They have a good rapport and respect within the community that they finally are now starting to open up to them, which is how we can get to do some of the work we've been meaning to get to.

I like it because our own people are actually working with their own. The way I see the justice system, you know, if we have 90-80% are First Nations then why can't the First Nations people run those institutions? They'd have a better way of dealing with them. That's the way I look at it sometimes. It was easier to have our own people as well working with them and to have that bond with them and to meet with them to develop that trust with each other.

There was concerns with programs that they tried that—I don't want to try and be demeaning to any agencies or the government—but there was a lot of this stigma that the government would just throw funding into a community and for it to be done just like that [snapped finger]. And they would not have locals doing it, and they would hire people from outside and have them do that, and that does not work. This approach is very different; they hired a local Project Manager, they hired local staff, everybody that is involved in the NYVRP right now has a vested interest in trying to make this succeed.

One unanticipated consequence of hiring local is the risk of staff burnout among the NYVRP frontline staff. Specifically, tragedies happen within the three NYVRP communities on a regular basis. These tragedies affect everyone in the community, including both the NYVRP staff and the youth they serve. Moreover, the staff are constantly exposed to the effects of colonization and trauma—through the stories they hear from youth, from their own experiences, and from their family and friends. Therefore, there are times when the staff themselves require support. For the most part, this debriefing is offered by the HAWC, which increases the risk of burnout in this position.

When something happens in the community it affects everyone and there is always something happening in these communities.

It's hard working in the communities and having to deal with all the different factors that make up our community. So much is happening. So many epidemics. Violence, low-self-esteem, suicides, substance abuse, sexual abuse. Kids don't know who they are. Everything is here. We have to deal with that on a daily basis. That's the draining factor.

Something that I find really taxing, just because of the history of the people in each community, you know the colonization effects. Something that I'm finding is that I'm supporting them a lot because we're working with these kids and we're trying to give them the tools they need. And some are so, they recognize once the relationship is established that they're willing and they want to learn to help themselves. We can give them all the tools they need, but when they're not with us, they're going back to the same situation and it's really hard. I find that's the hard part and that's the thing the HAWWs have also recognized. That it is difficult, you know, and we have to try to work past that.

Thus, unlike frontline staff who work in urban environments and who can more easily seek some distance from their clients and the environments in which they work, the communities in which the NYVRP are offered are too small to offer the staff the same break that may be achieved in urban settings.

Our staff are never really off. When the kids need us, we have to be there. Sometimes they will work well into the night.

Adequacy of Staffing Levels

Overall, the NYVRP has maintained the original staffing complement hired to deliver the program. There has been no turnover in the project manager and HAWC positions. In addition, two HAWWs in Deschambault Lake, one in Pelican Narrows, and one in Sandy Bay have been in their positions since the NYVRP commenced. However, there has been frequent turnover in the second HAWW positions in Pelican Narrows and Sandy Bay—Pelican Narrows has had two staff leave the HAWW position between March 2017 to April 2018, while Sandy Bay has had one staff resign and two staff be terminated from the HAWW position between March 2017 to July 2018. All of the former staff in Sandy Bay had documented performance issues and two were not living a clean and healthy lifestyle, as required by the position.

Re-staffing the HAWW positions has been difficult in both communities. For instance, after the first HAWW resigned in Pelican Narrows in May 2017, the position had to be posted three times between July to September 2017 before the position was filled in October 2017 due to a lack of interest from qualified candidates.

Finding someone was the biggest challenge and continues to be when they lose someone and have to replace them.

Another obstacle that was experienced as a result of staff turnover was the offsetting of that person's caseload onto the remaining HAWW. The remaining HAWW could not work in-depth with the youth on the other HAWW's caseload; however, they did try to remain in contact with the youth. As such, it was identified that the program could benefit from casual staff who could

assist with maintaining contact with the youth in the event of staff turnover or when staff are away from the community for training or meetings. Further, the two HAWWs that were terminated in Sandy Bay left few notes regarding their work with the clients, which made it difficult for new staff to pick up where the previous HAWW left off. Finally, having new hires meant that training had to be provided to these staff, yet the training budget for the NYVRP is limited and basic training materials, such as a program manual, have yet to be developed. Therefore, the extent to which new staff are able to deliver the program in a way that adheres strongly to the program model is compromised by the expediency at which they are able to receive training.

Another consideration that was raised in the evaluation about the adequacy of staffing levels was the number of HAWWs in each community. In general, it was perceived that having two HAWWs in Deschambault Lake was adequate; however, given that Pelican Narrows and Sandy Bay are larger communities and have a higher number of referrals, several stakeholders believed these communities could benefit from having three HAWWs. In addition, two stakeholders perceived that the HAWWs should have lower caseloads (with a maximum of five or six clients each) to ensure that they can offer youth the level of the support they require and have time to do the necessary paperwork. Finally, it was suggested that, where possible, it would be beneficial to have a both male and female HAWW in each community.

In terms of the HAWC position, it was identified that having some administrative support for this position would be an asset. In addition to the administration of the NYVRP, the HAWC has two clients of her own, offers oversight on all NYVRP files, and supports and coaches the HAWWs. If there was additional support for the administrative component of her position, she would have more time to complete her other duties. In addition, an administrative assistant could coordinate and support the use of the RPT equipment as someone has to be available in the community to set it up each time there is an appointment. The NYVRP has attempted to staff a part-time administrative assistant but have not yet been successful in finding a suitable candidate for this position (i.e., an individual who has relevant work experience, would be able to maintain confidentiality, and does not have a criminal record); although it is unclear how much attention this staffing process was given. According to one interviewee, *“we have a part-time admin assistant position but can’t fill it. Mind you, I’m not sure how much work really went into it these past 6 months.”*

The project manager position was perceived to be a vital position in the project for addressing personnel issues, troubleshooting issues as they emerge, monitoring day-to-day operations, and providing staff with support and supervision (over and above that which is received from the HAWC). It was observed that staff are frequently in contact with the project manager to seek approval for anticipated activities. However, the level of involvement the project manager has in the day-to-day activities of the program has limited the amount of time that has been devoted to developing a program manual, as well as program policies and protocols. Given the staff’s current level of reliance on the project manager for supervision, there is also a concern about the sustainability of the program, as it likely will not be possible to fund such a position if the program is funded by another organization at the conclusion of the five-year pilot project.

They're doing well now, but I know that having a project manager supervising so closely is something that the province/we would have difficult time to try to find funding for.

Training Opportunities and Adequacy of Training

The inaugural HAWWs received a basic two-day training session on the NYVRP and Community Connections models just prior to when the program began receiving referrals. Most of the training received by HAWWs has been one- or two-day workshops on topics or skills relevant to their positions (e.g., motivational interviewing, YLS/CMI, suicide training). Some of the training has been funded and arranged directly by the NYVRP, while other training has been offered by partner organization (e.g., PBCN Health Services). The following training was provided to HAWWs during the first year of program delivery

- NYVRP and Community Connections Orientation—March 1-2, 2017 in Flin Flon
- Motivational Interviewing – March 27-30, 2017 in Prince Albert
- ASIST – April 11-12 in Pelican Narrows
- RPT Training – HAWC: April 13, 2017
- YLS/CMI – May 25-26, 2017 in Prince Albert
- NSVOP – September 27, 2017
- Critical Incident Stress Management – HAWC: October 23-27, 2017 in Prince Albert
- Safe TALK Training – November 2, 2017 sponsored by Deschambault Lake PBCN Health Services
- ASIST – November 28, 29, 2017 sponsored by Pelican Narrows PBCN Health Services
- NYVRP Refresher Training – December 6-7, 2017 in Prince Albert
- CPR and First Aid Refresher Training – March 14, 2018 in Sandy Bay sponsored by the RCMP
- Caring Hearts Training – March 26, 2018 in Saskatoon
- Trauma-informed Care – March 27-28, 2018 in Saskatoon

By the end of the first year, HAWWs received training in all of the core areas identified on the NYVRP training regime (i.e., motivational interviewing, core correctional practice, trauma-informed practice, emotions management, ASIST training, First Aid/CPR, and crisis management) with the exception of mental health first aid.

In general, it has been perceived that the training for NYVRP staff has been rushed and not comprehensive enough. Essentially, the NYVRP began delivering programming with only a basic orientation to the service delivery model and case management. As a result, staff have had to learn “on-the-job” which has led to feelings of confusion and self-consciousness while delivering the program (e.g., at Core Team meetings, administering risk assessments). Consequently, staff require weekly and sometime daily support from the HAWC, Project Manager, and MOJ Manager to continue to build a more complete understanding of their roles, enhance their skillsets, and increase their confidence. There also has not been enough follow-up on the training they have received to ensure that they are applying these skills in their daily activities. The most notable instance where training was inadequate is with respect to the YLS/CMI as, even after receiving a two-day training, most staff were unclear about how to conduct the instrument and were uncomfortable with using it (see section 7.7).

All of the training, not just the assessments, as we know, everything's been rushed. We haven't been able to take the time and follow through with motivational interviewing. Let's make sure that staff spend a half hour each meeting on Motivational Interviewing and another half hour on Risk Assessments so they can actually retain that knowledge.

The provision of core training to new staff has also been inadequate. There is currently no program manual for staff to use to become acquainted with the program. Therefore, training is provided informally by the MOJ manager and staff are encouraged to engage in self-directed learning until such a time that it is possible for them to meet with the MOJ. New staff commented that the program model is confusing and overwhelming to learn in this way.

Like I said, nothing has really been put at me like it's supposed to...I feel like I'm in chaos right now...Right now, I'm just doing what I can to meet the relationship duties with the client. Then the forms are coming into play. But we still have no structure of what's supposed to be. We don't have a program manual and that would be helpful. They've given me this information, this is the program and how it came out of the Philadelphia thing. I read some of this, but this still doesn't tell you how to do it in order.

7.12.5 Interpretation

Staffing the NYVRP was one of the most significant challenges the program has faced to date. It was challenging to finding qualified individuals who were willing to live in the communities for both the project manager and HAWC positions. As a result, it took two or three rounds of circulating an Expression of Interest for each of these positions before a suitable candidate was found. As such, future programs being implemented in rural and remote settings, such as northeast Saskatchewan, should build in additional time to allow for lengthy staffing processes. In addition, the HAWC position should be hired early in the program design process to ensure that this person can: 1) help develop the program's policies and protocols, including creating a program manual; and 2) be involved in hiring the team of individuals they will be supervising.

Similarly, if service agreements are pursued in the future where a local community agency houses the NYVRP staff, program developers should be aware that the availability of physical space within a given agency is at a premium within many First Nation communities and may be the determining factor in whether an organization can take on a service agreement. Thus, additional time may also need to be allocated to finding a suitable agency to host the program, as this also proved to be a lengthy process in the NYVRP.

One of the greatest strengths of the staffing processes employed by the NYVRP was the focus on hiring local community members to fill all program positions, ranging from the project manager to the HAWC and HAWWs. Further, it was learned through these processes that it was more important to hire local individuals living a healthy lifestyle and who had an interest in working with the youth than to look for individuals who had formal experience and training. The decision to value the qualities of the person versus their education and employment history was successful. Many stakeholders commented that the hiring of local, respected community

members was one of the program's greatest strengths, as it facilitated greater buy-in for the program from both the community in general and the youth themselves.

One anticipated consequence that arose from hiring local individuals, however, was an increased risk for staff to experience burnout. Due to the history of colonization in the communities, tragedies (e.g., deaths) occur frequently and affect the wellbeing of both the staff and the youth they serve. Further, staff often find themselves in the position of not only supporting the youth in the program, but other staff members and other people in the community and do not often get a break from the "heavy work" they do as part of their jobs. The cumulative toll of all of these roles the staff play puts them at greater risk for burnout. In fact, a wellness retreat was arranged for the staff wherein it was revealed that their jobs were having a detrimental effect on themselves and their own families. Therefore, attention needs to continue to be paid to ensuring that staff have the support and debriefing required to maintain their own wellbeing and be successful in their positions.

The NYVRP has adequate staffing at the management levels and in Deschambault Lake. The program has been continually short-staffed at the Pelican Narrows and Sandy Bay sites. Program stakeholders have suggested that a third staff would be helpful at those two sites since they are larger communities and have higher referral rates, but since they have not consistently had a full complement of qualified, committed staff, it is difficult to say at this point whether a third HAWW is necessary. A third HAWW would, however, allow the program to lower the caseload, which the NYVRP may consider to increase staff's ability to complete all of the requisite paperwork while still spending the time they need to with the youth. Finding staff who meet the primary criteria for the position (i.e., living healthy lifestyles, passion for working with youth) to replace the two HAWW positions where there has been high turnover has been difficult and the staff who have been hired to re-fill the positions have not possessed those characteristics to the same extent as the long-term staff. Therefore, it may not be realistic to hire a third HAWW in these communities. It was also identified that the program could benefit from hiring a part-time Administrative Assistant to support the HAWC, which is a position that has been allocated to the program but not filled. The program should invest additional time into staffing this position to ease the workload of the HAWC, as it would likely reduce the burden currently placed on this position.

Finally, the NYVRP has provided HAWWs with basic training on topics and skills required to perform their jobs (e.g., the NYVRP model, Community Connections, motivational interviewing, suicide training, YLS/CMI). However, in the future, a stronger training curriculum could be developed to ensure that the training provided to staff is comprehensive and timely, with the bulk of training occur prior to program delivery. In addition, training needs to be provided to new hires as soon as possible to ensure that they understand the program model before they begin working with youth. Finally, given the lower educational levels and lack of formal experience, greater attention needs to be paid to follow-up training to increase staff's confidence and ability to apply the training they receive.

8. PROCESS EVALUATION FINDINGS AND INTERPRETATION

Many of the evaluation questions and results presented in relation to the formative evaluation also can be considered to fall under the domain of a process evaluation. For instance, topics covered in the formative evaluation, such as the adherence of the NYVRP to its program delivery model and RNR principles, participant characteristics, adequacy of staffing and training, community strengths that facilitate program delivery, and community barriers that hinder program delivery, are routinely examined in process evaluations. Therefore, additional process evaluation findings will not be presented for the first year of program delivery.

The annual evaluation reports for the final two years of the project will have dedicated process evaluation components and will build upon the initial results presented in the formative evaluation. Some of the topics that will be considered in the future process evaluations are the:

- Extent to which the NYVRP model has been implemented as intended
- Extent to which the NYVRP adheres to the principles of risk, need, and responsiveness
- Effectiveness of the governance structure
- Programs and services available to NYVRP participants
- Factors that facilitated or hindered program delivery
- Gaps in service delivery
- Characteristics of NYVRP participants and their correspondence to the intended target group
- Extent to which adequate staffing is in place
- Extent to which adequate training is provided to staff
- Extent to which the NYVRP is able to work with community partners and the MOJ
- Satisfaction of youth, staff, and other stakeholders with the NYVRP

9. IMPACT EVALUATION FINDINGS AND INTERPRETATION

The impact evaluation will be focused on in earnest in the final evaluation report, which will be submitted following the final year of program delivery. It was hoped that baseline data from the first cohort of youth could be presented in this report; however, there was insufficient data available to do this. As noted throughout the report, few risk assessments were completed with the youth and minimal data about the youth was systematically collected in relation to other outcomes of interest, such as their participation in bullying, aggressive, and violent behaviour; use of alcohol and drugs; school attendance and school performance; involvement in prosocial activities and peers; involvement in employment-related activities; and attachment to their families and other natural supports. The lack of data collected is of significant concern to the viability of the impact evaluation, as it will not be possible to assess the pre-/post-program outcomes of the first cohort of youth in relation to the aforementioned outcomes based on data available through the program.

Consequently, the evaluation team is currently in the process of establishing data sharing agreements with the RCMP to access data about the number and type of offenses NYVRP participants have been involved in prior to, during, and up to two years after their participation in the program. Similarly, data sharing agreements are being established with Northern Lights School Division #113 and PBCN Education to access data related to NYVRP participants' school attendance, GPA, school incidents, and suspensions/expulsions. A concerted effort will be made in the remainder of 2018 to finalize these agreements. If the RCMP is unwilling to enter into a data sharing agreement, a second avenue that the evaluation team will pursue to access offense-related data is to seek permission from RCMP National Headquarters to access CPICs for each of the youth enrolled in the program. Thus, it is anticipated that the quantitative, quasi-experimental design component of the impact evaluation will be limited to the following outcomes: number of offenses, severity of offenses (i.e., offense type); school performance (i.e., GPA), school attendance, and school behaviour (i.e., incidents, suspensions, and expulsions). It is unlikely that other outcomes, such as risk level and substance use, can be considered in this design.

To more fully capture the impact of the NYVRP on the youth and the communities involved, qualitative methods will also be incorporated into the impact evaluation. To assess youth outcomes, an interest in completing a photovoice study has been expressed by program stakeholders and will likely constitute one component of the impact evaluation. Among community partners, a survey and/or interviews will be used to more fully understand the impact the NYVRP has had on increasing linkages between community agencies and increasing community capacity to address justice related issues. In fact, through the formative evaluation, some community stakeholders have already described some of the program outcomes they perceived the NYVRP to achieve following the first year of program delivery. These preliminary outcomes are described in the following section.

9.1 Preliminary Outcomes

9.1.1 Evaluation Questions

- Did the program produce the intended outcomes in the intermediate and long-term?
- What unintended outcomes, both positive and negative, did the NYVRP produce?

9.1.2 Indicators

- Perceived anticipated outcomes achieved
- Perceived unanticipated outcomes that occurred

9.1.3 Data Sources

- Interviews
- Document Review

9.1.4 Results

Formal results from the impact evaluation are not yet available; however, many interviewees offered anecdotal comments about the changes they have perceived among the youth and the community as a result of the NYVRP. Corrections stakeholders also noted that the program has had a positive impact on their own work with justice-involved youth.

Community-related Outcomes

At the community level, one successful outcome of the NYVRP has been the fact that interest and support for the program has been maintained for over a year. Many interviewees were aware of programs that failed soon after being introduced to communities. One stakeholder credits the NYVRP's longevity to its community-based approach

I have seen many programs that have failed, have not been able to continue, where the community was skeptical at first. As I got more involved, it really grabbed my interest. It's a really good approach—I haven't seen anything work this well in this short period of time. They've established, progress, evolved, gotten commitment of managers and community people involved. It's community-based, and the NYVP is the epitome of this. It's not perfect, but it has all the elements required to make an impact.

When this program first started, I thought it would be normal, and my expectations weren't very high. I thought in a year, everything would fizzle out. But we now passed that year point. We still have people at the table.

Another perceived positive outcome of the NYVRP was that it has allowed the community agencies involved to focus on a common goal, which is to improve youth's lives and wellbeing.

I think the program is wonderful because it brings the community members together to focus on these young people. These young people don't... I shouldn't say they're not important to the community... They kind of fall into the cracks, right? So what do they turn to but gangs? Crime?

I think it works because of all of the organization... How can I put it... We all have the child's best interest at heart. So we work hard at getting them the help they need whether it be counselling or just someone to talk to or help with homework. It's pretty good.

Finally, one stakeholder perceived that the NYVRP has increased a sense of safety in the community as it has targeted the highest risk offenders in the community.

This spring there was a lot of muttering in the community about how they gotta do something about those youth and how it's not safe, like that. That's really when they got the first batch of kids involved in the program. The workers were very active, and got the kids and spent a lot of time with them. That muttering about those darn kids seemed to die away, because they had targeted the worst offenders.

Corrections-related Outcomes

An unanticipated outcome of the NYVRP that was not documented in the program logic model is the positive impact the program is having on probation officers. Corrections stakeholders noted that they have benefited from the NYVRP in several ways. For instance, the HAWWs are valuable collaterals for helping them complete the LSI-SK with youth on their caseloads. In addition, the HAWWs help Corrections meet their reporting standards, as the HAWWs are able to see the youth on the behalf of a PO in the event that the officer is unable to attend the community. In addition, the program was perceived to be an added support that clients may access and may also help the youth overcome barriers to accessing programming (e.g., mental health or addictions counselling) they are mandated by Corrections to take.

We love them, they do awesome for us. They help us with our job and mandate because they are in the community. They help with assessments because they are easily accessible collaterals. Otherwise, we can't get a hold of people. Often they have no phone, etc. They also help with our reporting standards. We can get updates from them rather than try to see them every week. We have 30-40 clients to see each week. They help with programming (e.g., anger management, holistic). They will transport the clients. They will also talk with the youth about why they aren't going.

Because we have standards regarding frequency of contact, it gives us an opportunity to collaborate and provide additional supports to clients. The NYVRP worker can go see the client if the worker is not able to get to the community. They are another professional to consult with.

Youth-related Outcomes

At an individual-level, many changes were described in the youth participating in the NYVRP by program stakeholders, such the NYVRP staff, Core Team Members, and Advisory Committee members. At a basic level, the interviewees noted that the NYVRP youth they interacted with were more communicative and cooperative than they had been prior to their involvement in the program, suggesting the clients have undergone personal transformations (at least to some

extent) and have developed more prosocial behaviours. This change in behaviour was, in part, credited to the positive relationship the youth have with the HAWWs.

One client went from being totally uncooperative, not responding, to opening up and contributing to personal challenges. We see a change in some of these clients. Most aren't criminals, but are high risk to offend or get in trouble. The relationship between the client and HAWW is the key piece. They see that change and willingness to open up to a worker and to work on their own challenges.

First time I met him, he told me to get the fuck out, he didn't want to be in therapy. I gave him a week and then I started showing up. I was like that fly that wouldn't go away. That's the thing, they're going to test you. Are you here for the long run? I took him, one of the first things I did with him when we started working was to take him to a culture camp. He was very challenging there with his behaviour. It was like I was always on edge. I had to make sure he didn't run. Be aware all the time, sleep with one eye open. We just took our kids for another culture camp this week. I can tell you, the other people had been to the prior one, the Elder and the other HAWW. They came to me and said there's such a major change in his behaviour. I didn't have to ask him or beg him the way I did in the beginning to do programming at the camp, he just did it. He was helping the Elder, gathering wood for the fire. He was doing those things without being told. And that was a kid that didn't want me around.

I see a huge difference in the boys from the first time I met them til now. At the beginning they weren't showing up for their appointments. They were very disrespectful, arrogant, you know, that kinda just... chaotic. Chaotic. They've calmed down. Lots of questions regarding alcohol and drugs and how it affects the family. How it affects violence. Whether they're involved in gang related activity. At the beginning, they were hiding their colours, they weren't giving me a whole lot of information. But everything that's shared in here is confidential right? So they're open. They're willing to share. The behaviour has changed a lot. A whole lot. A lot of them are not getting into trouble anymore, they're not involved with the police anymore

Several interviewees, including Corrections and RCMP representatives, indicated that youth involved in the NYVRP have not engaged in any new offenses since participating in the program.

The results have been amazing. What we've identified is that the crime has gone down. Youth are no longer in trouble. They are fully participating and accessing the support of NYVRP... Since this program, none of them have been involved in the law again.

Once the program was up and going, and we got referrals going in, there was a steady decline of dealing with the boys. It's working, in my mind, from what I can see.

Even though some stakeholders perceived a reduction in criminal behaviour, the casefile review revealed that at least 12 youth (22%) have incurred new charges since being referred to the program. Therefore, it is important to note that stakeholders' perceptions is only anecdotal and

additional quantitative analysis is required to determine the full extent to which participation in the NYVRP has led to reduce crime in the communities.

Regardless, in addition to a perceived reduction in offending, it was also reported that some of the youth have developed more positive attitudes toward the police.

I have an RCMP officer that said, at first this one youth, he said “I can tell he doesn’t trust the cops” and then, a couple of months later he came to a core group, a core meeting and he said “Yeah, I seen him last week...I couldn’t believe that those youths came out and helped us find this girl, and he was there too and really cooperative and was helping us.” And from there we know that he was not hating cops as much as he did before, and not trusting them.

Changes were also observed with respect to some of the youth’s behaviour in school and their ability to achieve educational or employment goals. The number of incidents in which some youth were involved in school have decreased substantially; however, such observations should be confirmed with official school data. Further, some youth are now participating in school more than they had been prior to joining the NYVRP, while others are seeking new educational opportunities. In at least one case, a young person was able to participate in school in a more meaningful manner because the NYVRP help him get a diagnosis to access the resources he required to be successful in an educational setting.

Big change. We had a couple of our students in there and they used to get in trouble lots. Like almost every day we had write ups on them and everything. Now it’s maybe down to once every two weeks I see them.

Another client has taken some workshops and got certificates as she is done. She has a more positive outlook on life and we are looking into enrolling her into Northlands College, as she would be more comfortable in an adult setting than a high school one.

The changes I have seen have mostly been positive in the youth. I can notice a big difference in some. One of my clients barely spoke. Now he can have a conversation and he’s community involved. People thought he couldn’t do stuff because he had cognitive issues—but now he’s enrolled in education and employment. People didn’t expect this of him. He has a long history of SVOs and he’s had no offences since then. Only a small breach for drinking. You can see his risk factors decrease.

Finally, changes were observed with respect to some of the youth’s substance use. One HAWW perceived that one of her client’s was using alcohol less frequently compared to when he first started the program.

One of my client's attitude has changed since I have been working with him, he is more positive and takes direction well. He is following his case plan well. He knows that talking to an Elder and holistic is helping him and he realizes now that alcohol is not for him and he has been sober for awhile now.

9.1.5 Interpretation

Program stakeholders have attributed a number of positive outcome and changes to the NYVRP following its first year of operation. At the community level, the simple fact that interest and support for the NYVRP remained after the first year of programming was considered to be a positive outcome, as other programs in the communities have not been able to sustain the interest of the community for this length of time. It was also perceived that the NYVRP has brought community agencies together to achieve a common goal, which suggests that it is building both capacity and greater linkages between community agencies to address justice-related issues. In addition, there is a sense that feelings of safety in the communities have improved due to the NYVRP targeting some of the highest risk offenders in the communities.

One partner in particular, Corrections, has noted a number of positive, unanticipated ways in which the NYVRP has benefited their organization. The HAWWs have become valuable supports to the POs serving these communities as they can serve as collaterals for the completion of LSI-SK risk assessments and can also help POs achieve their reporting standards by meeting with the youth on their behalf. In addition, it was perceived that the HAWWs are helping the justice-involved youth overcome barriers that may otherwise prevent them from meeting their court-ordered conditions and that the NYVRP is a valuable support to the youth.

At an individual level, many stakeholders commented on the positive changes they observed in the attitudes and behaviours of youth who participated the NYVRP over the past year. It was perceived that the youth have become more respectful, communicative, and cooperative. In addition, a reduction in offending was observed among some youth (although the casefile review suggests that at least 22% of NYVRP clients committed new offenses since enrolling in the program). Further, some stakeholders indicated that the number of school incidents youth have been involved has decreased since they enrolled in the NYVRP. Finally, it was perceived that some youth were attending school more regularly and had reduced their alcohol use.

It is important to note that the information presented in this section is based on perceptions only and that the formative evaluation did not rigorously assess program impact or the achievement of program outcomes. The findings presented in this section emerged in relation to stakeholders' perceptions of the program. The formal impact evaluation, in which quantitative school and police data will be used to systematically test whether school incidents and criminal offences have decreased following participation in the NYVRP, will be an important activity for confirming the extent to which stakeholders perceptions can be generalized to the NYVRP overall.

10. COST ANALYSIS FINDINGS

A cost effectiveness analysis was not included in the current formative evaluation. Future evaluation reports will attend to this aspect of the evaluation. Specifically, for the next annual evaluation report, the evaluation team will explore the types of data available to conduct a cost effectiveness analysis and determine whether there are any gaps or challenges that may prevent the team from completing one. In addition, a basic description of the cost of the NYVRP to date

will be included. Barring any limitations related to the availability of data, the cost effectiveness analysis will be included in the third, and final, evaluation report.

11. RELEVANCE

The NYVRP seems to be a timely and needed intervention in the three communities in which it is being implemented: Deschambault Lake, Pelican Narrows, and Sandy Bay. Violence continues to be a pressing issue in these communities, as reflected by the crime and socio-economic statistics presented in section 2.1 describing the need for the project and recent homicides of young adults in the communities of Sandy Bay (October 2017¹⁵) and Pelican Narrows (May 2015¹⁶, February 2017¹⁷). In at least one of these instances, gang involvement seemed to be a factor in the homicide. Further, through the needs assessment activities conducted by the NYVRP, community stakeholders revealed numerous factors underlying the high rates of violence in the communities (see section 7.3) that are unlikely to dissipate in the short duration in which the NYVRP has been operational. Finally, the problematic nature of youth violence in these communities is further supported by the fact that the majority of youth (at least 75%) enrolled in the NYVRP appeared to meet the program's eligibility criteria based on available risk assessments or current/recent involvement in the justice system for violence-related offenses. Together, all of these sources of information indicate that an intervention targeting youth violence and gang-involvement in these communities continues to be warranted.

Given that the NYVRP allows for a multi-faceted, culturally appropriate, strengths-based approach to be taken to reduce the risk of violent offending by offering individualized interventions intended to target various criminogenic risks and needs (i.e., antisocial cognitions, attitudes, and behaviours; education; employment; mental health and addictions; and prosocial recreational activities), it is a suitable intervention for meeting the needs of youth in these communities. Moreover, there are no other community-based programs in the three locations that are specifically designed to intervene with youth/young persons between the ages of 12 to 24 years at high risk for violence or gang-involvement. Thus, the NYVRP fills an existing gap in the communities by offering a holistic intervention to this age group.

12. CHALLENGES, OPPORTUNITIES, AND LESSONS LEARNED

A number of positive and negative lessons learned emerged from the formative evaluation. Some of the lessons learned pertained to the program design and development phase of the NYVRP, others emerged in relation to program delivery, and a few are specific to the evaluation itself. These lessons learned are presented below, with an eye towards discussing opportunities and challenges that would be informative to others implementing similar projects or evaluations.

¹⁵ <https://globalnews.ca/news/3797488/youth-charged-with-second-degree-murder-in-sandy-bay-sask-death/>

¹⁶ <https://globalnews.ca/news/2804205/7-charged-in-2015-pelican-narrows-sask-death-heading-to-trial-next-spring/>

¹⁷ <https://globalnews.ca/news/3530154/murder-pelican-narrows-saskatchewan-homicide/>

12.1 Program Design and Development Lessons Learned

12.1.1 Lessons Learned about the Engagement Process

One of the most significant undertakings of the NYVRP was a comprehensive community engagement process intended to garner support for the NYVRP from all relevant stakeholders within the three communities in which it was to be implemented (i.e., Deschambault Lake, Pelican Narrows, and Sandy Bay). A respectful engagement process was followed whereby support was first gained from provincial stakeholders and community leadership (e.g., PBCN Chief and Council, Northern Village of Sandy Bay) followed by local managers and decision makers in each of the communities and, finally, frontline staff. This approach was deemed to be successful by the stakeholders involved as it resulted in: a) nearly all relevant stakeholders being engaged; and b) a sense that the program was community-driven and community-owned. Moreover, the regional approach to community engagement and program implementation taken (i.e., simultaneously engaging all three communities) was perceived to be an additional enhancement to the engagement process, as it facilitated excitement about the NYVRP across all the communities. Therefore, future government-funded programs may be well-advised to take a similar approach when implementing programs in Indigenous communities, especially for programs where minimal support is available beforehand (as was the case of the NYVRP) and that are being implemented in multiple, nearby locations.

If adopting this respectful engagement approach, however, it is critical that realistic timelines be established for the community engagement process to occur as this approach takes longer than other, potentially more superficial approaches to engagement, especially when it is occurring simultaneously in three communities. It is also necessary to build in time for unexpected delays in the community engagement process, such as forest fires leading to community evacuations and a lack of availability among stakeholders at certain times of the year (e.g., summer, December). In the NYVRP, the community engagement process took two years to complete; however, only six months had been allocated to program design and development in the original project timelines. Therefore, the program was continually behind schedule in terms of meeting its intended milestones.

Another lesson about community engagement that was learned by the NYVRP is to carefully enter into agreements with other agencies to jointly engage communities. The NYVRP initially agreed to allow PSC's Aboriginal Community Safety Team to lead engagement efforts in the communities, as both groups wanted to complete similar activities within the communities. However, in doing so, the NYVRP lost control over the speed at which the engagement process occurred, which resulted in an approximately six month delay for the project. As such, it is recommended that, when projects are entering into partnerships with other agencies to share community engagement efforts, they try to maintain as much control over the engagement process as possible, potentially by clearly defining the terms and conditions of the partnership prior to committing to it.

12.1.2 Lessons Learned about Advisory and Oversight Committees

It was perceived that the combination of having Advisory Committees comprised of local decision makers with an overarching Oversight Committee comprised of senior level decision makers was an effective governance structure. In particular, the local Advisory Committees played a critical role in adapting the YVRP model for implementation in the three communities, developing and refining program processes and procedures (e.g., eligibility criteria, referral and intake processes), and facilitating community buy-in for the program.

Some challenges, however, were experienced in relation to the operations of these committees. For instance, consistent participation in, and attendance at, Advisory and Oversight Committees has decreased over the course of the NYVRP. In addition, new designates have frequently been sent to attend the meetings that lacked prior knowledge about the NYVRP. Further, concerns about the organization of meetings, including the cancellation of meetings with no or short notice, were raised by some stakeholders.

Therefore, one lesson learned through the NYVRP is that it is important to continually engage the agencies involved in these committees to ensure their continued involvement. One way of doing this is by using these committees to their fullest potential by ensuring the focus during meetings is on problem-solving and resolving emerging issues rather than reporting back on program activities. It is also important to ensure that meetings are well-organized and that members are notified when they are cancelled. Finally, it is necessary to find a way to balance the information needs of newcomers to the committees with those of long-term members, as it can be repetitive (and de-motivating) for long-term members to be regularly subjected to an overview of the project's objectives and current status instead of carrying out the business at hand. To strike this balance, suggestions were offered by stakeholders, such as sharing a briefing document to bring newcomers up-to-date on the status of the project, ensuring that agencies are aware of the time commitment involved with participation in the committees prior to agreeing to participate, and identifying agency designates who can commit to the committees over the long-term.

Finally, another important lesson learned in relation to Oversight and Advisory Committee meetings is to be realistic about the frequency at which meetings should be held. Originally, it was anticipated that the Oversight meetings would be held quarterly and Advisory Committee meetings would be held monthly; both of these targets were found to be too burdensome by participating agencies and was potentially contributing to reduced attendance rates, particularly at the Advisory level. Therefore, a realistic meeting schedule needs to be established. As such, Oversight Committee meetings are now held every six months and Advisory Committee Meetings are held every two to three months.

12.1.3 Lessons Learned about Adapting the YVRP Model

A number of lessons were learned about how the YVRP model needs to be adapted for implementation in rural, remote Indigenous communities. One important adaptation is the incorporation of a cultural component to help connect the youth with their culture and to address some of the effects of colonization present in the communities. Accordingly, the inclusion of

Elders and mentors in the program with a focus on cultural teachings and traditions, land-based learning, and the use of Cree language have greatly enhanced the relevance of the YVRP model to the three communities. In addition, the decision to emphasize more meaningful, less frequent contacts with the youth over more frequent, superficial meetings is also in line with the worldviews present in the communities. Further, due to the large amount of trauma present in the communities and the youth's lives, there is a focus on connecting the youth with mental health treatment in the NYVRP. This speaks to the importance of being responsive to underlying needs that may not be explicitly addressed by the YVRP model based on the specific setting in which it is being implemented. Relatedly, there may also be a need to extend the length of the youth's duration in the program to 18 months, as the healing process can take longer for some individuals than others.

Other elements of the YVRP model that needed to be modified were the frequency of contact POs were expected to have with participants and the nature of the supervision provided by police and POs. Specifically, POs are only in the communities once per week. Therefore, it is not possible for them to have the same level of contact with the youth as specified in the YVRP model (i.e., 8 to 10 contacts per month). Further, joint patrols and home visits with the police are generally not possible given the limited time that POs are in the communities. Given the small size of the communities, it is also necessary for the police and Corrections to adopt a friendly supervision model rather than a strict supervision model focused on law enforcement to maintain positive rapport in the communities. As such, there is a greater emphasis on rehabilitation than supervision in the NYVRP. Further, the NYVRP does not focus on enacting swift sanctions if participants violate their court orders, as both Corrections and the police would rather try to understand the causes underlying the infraction before breaching the youth. The court system is also not set up to facilitate swift sanctions in the north. All of these changes underscore the importance of adapting the YVRP model to meet the specific demands and realities of location in which it is being implemented.

12.1.4 Lessons Learned about Finding Service Agreement Holders

One of the significant barriers the NYVRP faced in moving towards program delivery was finding organizations within each of the three communities that were willing to sign service agreements to house and administer the NYVRP program. In particular, physical space was at a premium within the communities and most organizations approached to take on the agreements did not have space available to allocate to the NYVRP/HAWWs' offices. Therefore, physical space was an important determining factor in whether an organization could take on a service agreement and one which other projects may face in trying to implement programs in rural Indigenous communities. Further, an appropriate amount of time needs to be allocated to finding a suitable agency to host the program, as this proved to be a lengthy process in the NYVRP.

Another important consideration that emerged in relation to finding service agreement holders is that in communities, such as Sandy Bay, that have both a municipal and reserve component, it may be necessary to strategically seek a service agreement holder that will result in the most positive perceptions of the program. For instance, in Sandy Bay, it was desirable for the NYVRP to partner with a municipal agency to avoid the program being seen as a PBCN initiative.

12.1.5 Lessons Learned about Staffing

Staffing was another significant challenge faced by the NYVRP for both the management and frontline positions. Several expressions of interest had to be circulated to hire both the project manager and HAWC positions, as it was difficult to find staff who had the necessary qualifications, were willing to live in one of the three communities, and who would be accepted by the communities. In fact, it was necessary for the NYVRP project management team to relax the number of qualifications they wanted the project manager to possess with the understanding that additional training would be provided to compensate for any deficiencies. Therefore, projects being implemented in similar geographic locations should anticipate lengthy staffing processes for management-level positions and that project implementation may be delayed by the ability to find suitable staff.

Based on the experiences of the NYVRP, it is also recommended that management-level positions be hired as soon as possible to help with program design and development. In particular, the HAWC was the last position hired when it should have been among the first. If this position had been hired earlier, it would have been possible for this person to assist with developing the NYVRP's policies and protocols, program forms (such as intake and involvement summary forms), and a program manual. As this did not happen, many of these program forms and the program manual have taken much longer to develop than is desirable.

Staffing the frontline HAWW positions has been subjected to the same types of issues as staffing the management-level positions. It was possible to hire HAWWs at the outset of the NYVRP by circulating a single round of job postings in the three communities; however, the response to job postings to re-hire HAWW positions following staff turnover has been low. In some cases, it has taken months to re-staff these positions.

In addition, it was decided that potential candidates' personal qualities (i.e., that they be leading a healthy lifestyle and have a passion for working with youth) would be valued over their formal education and experience. This decision has served the NYVRP well, as four of the six original HAWWs are still in their positions, are highly committed to their clientele, and management are satisfied with their performance. In addition, the hiring of local, respected staff has helped to increase community buy-in for the program and made it easier for HAWWs to build relationships with the youth. The only downside of this approach is that the lack of formal education amongst most HAWWs has presented some challenges in their ability to conduct risk assessments with the youth and to complete some of the paperwork. As a result, projects taking this type of staffing model need to be prepared to offer staff additional training to ensure that they have the skills and confidence needed to perform all duties to the level expected.

The final lesson that was learned in relation to staffing is that the NYVRP staff are at high risk for burnout. Since the staff both live and work in these small communities, they are never really "off." They also are subjected to the effects of colonization on a regular basis, both through their jobs and in their personal lives. In addition, there are a large number of tragedies in these communities, which affect all community members, including the staff. Therefore, programs like the NYVRP need to be prepared to provide staff with adequate forms of debriefing to ensure that they are able to remain healthy and productive in their positions.

12.1.6 Lessons Learned about Training

Training is a critical component in most programs and the NYVRP is no exception. Given that staff were hired more for their personal attributes than for their formal education and experience, training should have been a critical component of the NYVRP. However, training in the NYVRP has been conducted on an ad hoc basis, wherein a basic two-day training session was offered to staff at the beginning of the program with all other training occurring as it emerged throughout the year. A challenge with delivering the program in Northeast Saskatchewan is that access to training is limited and the program has minimal control over when training opportunities become available (e.g., they often must wait until training is offered by partner organizations or in nearby communities). Other factors, such as the cost of course offerings and travel costs associated with attending training in distant communities, also limited staff's access training. Therefore, it took the full first year of program delivery for staff to receive training in all competency areas identified in the NYVRP training regime (with the exception of mental health first aid training which was provided in the second year of program delivery).

Another resource that would have helped staff learn how to deliver the NYVRP is a program manual. The NYVRP did attempt to develop a program manual during the first year of program delivery; however, due to a lack of experience in this area, a focus was placed on documenting personnel policies rather than on outlining program delivery processes and standards. In the future, to more adequately prepare staff for their positions, most training should occur prior to accepting clients to the program (or shortly thereafter) and a detailed program manual should be developed to guide the staff in their work at the earliest opportunity. Staff should not be expected to learn "on the job," particularly when there is no precedent or program manual for them to follow. Moreover, specialized training may also need to be provided to the project management team to ensure they have the skills required to perform all aspects of their job, such as developing a program manual.

In addition, given that HAWWs do not necessarily have much formal education and training, it is necessary for follow-up training or coaching sessions to be implemented to help them apply and refine their newly learned skills (e.g., completing risk assessments, motivational interviewing). Essentially, if projects relax the qualifications necessary for staff to possess, they need to be prepared to offer additional training and follow-up sessions to compensate for any skills that may be lacking in the employees they hire. Finally, the project should ensure that new hires receive the training they require as soon as possible after they are hired.

12.2 Program Delivery Lessons Learned

12.2.1 Lessons Learned about Risk Assessments

The use of risk assessments in the NYVRP has proven to be a daunting undertaking for the program. Few risk assessments were completed during the first year of program delivery, which has meant that the program has not been able to: a) verify the risk level of participants enrolled in the program; b) use risk assessments to inform case management; and c) establish a baseline measurement of the participants' risk level upon entry to the program for use in the evaluation.

Among community-referred youth, the YLS/CMI has been the primary risk assessment of focus; however, staff's comprehension of the YLS/CMI has been a significant barrier to completing the assessment with the youth. For instance, staff have struggled with understanding the constructs underlying the risk assessment tool and knowing how to reword questions to ask collaterals about the youth. Indeed, most risk assessments recommend that administrators have postsecondary education; however, most HAWWs only have a high school diploma. Complicating matters is that most staff obtained their education locally and, due to the quality of the educational systems in the communities, may have received a lower quality of education than what is observed in more urban parts of the province.

In addition, in Deschambault Lake and Pelican Narrows, the fact that the assessments were in English posed another barrier to comprehension, as the first language in these communities is Cree. To address this barrier, some staff translated the YLS/CMI to Cree and found that both they and the youth were more comfortable with using the instrument in this language. Further, some staff were uncomfortable asking the questions on the assessment because they found them to be personally invasive. Moreover, there was an overall sense of intimidation in relation to the YLS/CMI because it was "for the government" and the staff were afraid of doing it wrong.

Based on these challenges, it is necessary for the NYVRP, as well as future projects being implemented in similar settings, to seriously consider whether it is realistic to expect HAWWs to complete a full risk assessment, such as the YLS/CMI, on their clients. If it is decided that a risk assessment tool, such as the YLS/CMI, is necessary, the project should be prepared to offer intensive training and supports to ensure that staff are able to successfully and confidently complete the assessments. It is also suggested that the simplest risk assessment necessary to meet the program's objectives be employed. For instance, in the NVYRP, the HAWWs were more successful with using the POSIT (which consists of yes/no questions) than the YLS/CMI (which consists of open-ended questions and requires collaterals).

The completion of risk assessments was also challenging for corrections-referred NYVRP participants. Due to the heavy demands placed on Corrections in the northeast, combined with high levels of staff turnover, POs assigned to these communities found it difficult to complete assessments on youth in a timely manner (i.e., within six weeks). Further, given the heavy caseloads and backlog of assessments, it was necessary for them to prioritize risk assessments wherein it was unofficially decided that youth must be serving sentences of at least six months in order to be assessed and anticipated to be of a high risk level. Thus, the problems associated with relying on risk assessment information also apply to the corrections-referred youth, not just to the community-referred youth.

12.2.2 Lessons Learned about Core Team Meetings

Core Team meetings are operational committees where NYVRP staff work with local agencies to determine which youth should be accepted in to the NYVRP, as well as to develop and monitor care plans for youth admitted to the program. When they function effectively, as has been the case in Sandy Bay, they are seen to be beneficial to all agencies involved.

Unfortunately, many of the same challenges that affected the Advisory and Oversight Committees also affected the Core Teams, such as declining agency participation and attendance in meetings, sending designates who are not knowledgeable about the youth involved, and a meeting schedule that was too burdensome. As a result, Core Team meetings have been reduced in frequency from weekly to monthly meetings, underscoring the need for projects to have reasonable expectations about the time commitment they can expect from partner agencies to contribute to their program. It was also noted that agencies in the three communities were not accustomed to working collaboratively outside of a crisis-driven context. Therefore, the lack of participation being observed in the Core Teams (as well as the other committees) may be a symptom of the community agencies not having an in-depth understanding of what was expected of them due to their lack of experience with working collaboratively.

Based on stakeholder's feedback about the Core Teams, there are additional changes that may need to be implemented to increase their effectiveness. For instance, the restructuring of meetings to discuss the youth that involve the most agencies first may allow agencies to leave the meeting once there are no more youth left for them to discuss. In addition, formal updates about the youth's activities may help other agencies complete their own casefiles about the youth. In particular, Corrections is a key partner who indicated that they would benefit from monthly calendars documenting the type and number of activities NYVRP youth engaged in each month. They also expressed an interest in receiving the results of any risk assessments completed with youth who were involved in corrections but will not be prioritized for a risk assessment. Thus, it may be necessary to balance the desire to maintain the confidentiality of the youth with ensuring that there is enough documentation available to meet the needs of all agency partners.

12.2.3 Lessons Learned about Providing Supports to Youth

One of the positive lessons learned through the NYVRP is that, despite the limited availability of formal services in the three NYVRP communities, it is possible to provide the youth with a wide array of supports to address their risk factors and needs. In fact, the regional approach taken to implementing the NYVRP and the broad-based support for the program that resulted has been a critical piece in achieving this goal, as all three communities have opened their programs and services to youth participating in the NYVRP, regardless of what community they originate from. Therefore, if there are concerns about the confidentiality or effectiveness of a service provider in one community, youth have been able to access comparable programming in one of the other communities. This finding is another reason in support of taking a regional approach to implementing the NYVRP.

Further, it has been possible to draw upon volunteer supports in the communities through Mentors and Elders (although Elders do receive an honorarium). In fact, this has been viewed as a significant enhancement to the NYVRP. However, other projects considering involving Elders should be prepared for some delays or resistance that may be encountered when asking Elders to complete Criminal Record Checks. Some Elders did not have the necessary identification required to obtain a Criminal Record Check and had to order identification before they could submit a check. Other Elders in the current project were offended at being asked to submit a Criminal Record Check and opted not to participate in the program as a result. Thus, this is an instance where Western and Indigenous culture clashed in trying to implement the NYVRP.

12.3 Evaluation Lessons Learned

Several lessons also have been learned in relation to the evaluation throughout the first three years of the project. First, our expectations about what data can be used and analyzed in the evaluation have to be modified to correspond with what the program is capable of collecting. This lesson is particularly important for the upcoming impact evaluation, where we had hoped to use risk assessments as a major data source. Further, supplementary sources of data (e.g., case notes, care plans) have not been consistently completed in enough detail to serve as secondary sources of data. Therefore, moving forward, we have to focus more on obtaining data from external organizations, such as the RCMP, PBCN Education, and Northern Lights School Division, and less upon information that was expected to be available through risk assessments, as the program is simply not at a point where it can collect this information at baseline, let alone at program completion or 6- and 12-month follow-ups.

In addition, the evaluation team should have been more involved in developing program forms that could serve as valuable data sources for the evaluation (such as intake forms, involvement summary forms, referral forms, and the CDC tracking sheet) earlier in the program development process. The evaluation team took on the development of the intake form (in May 2018) and involvement summary form (in September 2018) and offered detailed feedback on the CDC (in summer 2018); however, as these activities took place during the second year of program delivery, it means we missed important data collection opportunities during the first year of program delivery. Key program documents that feed into both case management and the evaluation should have been established prior to program delivery and implemented from day one of program delivery.

Similarly, the referral forms should have been reviewed more closely earlier on in the program development process to ensure that the referral criteria youth meet are being specified on the forms. Finally, we should have implemented a solution to the challenges staff were experiencing with risk assessments earlier, such as having them use the YLS/CMI: SV in lieu of the YLS/CMI and encouraging them to focus on the POSIT, as soon as it became apparent that they were struggling with the YLS/CMI. Our greatest lesson to date is that it is important for both the project management team and the evaluation team to have reasonable expectations about the use of risk assessment tools by frontline staff who have limited experience with administering these types of instruments.

13. RECOMMENDATIONS

The NYVRP has had many successes over the first three years of the project, but has also encountered several challenges and learned many lessons along the way. The following recommendations are offered to continue to enhance and refine the NYVRP during the remaining two years of the initiative.

13.1 Program Delivery Recommendations

Oversight Committee, Advisory Committees, and Core Teams

1. Engage in outreach with community partners to increase participation and attendance rates for the Oversight Committee, Advisory Committees, and Core Teams and to identify and mitigate issues underlying their low participation and attendance rates. To accomplish this, consider holding: a) one-on-one meetings with each of the agencies represented on these committees; and b) another regional workshop (similar to the kick-off workshop in Baker's Narrows) to revitalize the project and regenerate excitement.
2. Ensure that Oversight and Advisory Committees are used to their fullest potential by focusing on resolving issues that emerge and making decisions about the program rather than on reporting program activities.
3. Modify the structure of Core Team meetings to reduce their length and increase their effectiveness. Specifically, discuss the youth that have the most agencies involved first and allow agencies to leave the meeting once they no longer have anything to contribute.
4. Circulate a formal update/progress report at Core Team meetings for each youth summarizing the types of appointments/activities he/she has attended and how much programming he/she has received in the last month to help partner agencies maintain accurate files of their own. To support this activity, a Core Team progress report template should be developed.

Program Delivery

5. Modify referral forms to require referring agencies to indicate the specific referral criteria youth meet on the referral forms. This would help provide additional information about the characteristics of the population the NVYRP is targeting.
6. Discontinue requiring the HAWWs to complete the YLS/CMI with youth who are referred to the NYVRP by community sources. Instead, have the HAWWs complete the YLS/CMI: SV for all youth enrolled in the program (regardless of whether they are referred from the community or corrections) as soon as possible after they consent to participate in the NYVRP. By implementing the YLS/CMI: SV, which is shorter and easier to administer, the NYVRP would be able to verify whether any youth are low risk (and, therefore, ineligible to participate in the NYVRP). If there are concerns that a youth may be moderate risk, the HAWC could administer the full YLS/CMI to this individual.
7. Administer the POSIT to all youth enrolled in the NVYRP (regardless of whether they are referred from the community or corrections) as soon as possible after they consent to participate in the program. The POSIT can then be used to inform the development of a care plan, as it identifies their risk level in 10 areas. It should be easier for the staff to administer the POSIT because it is comprised of 139 yes/no questions, does not require an open-ended interview with the youth, and specialized training is not needed to administer it.

8. Consider whether it is appropriate for the NYVRP to be serving both high risk and moderate risk youth as, based on the available data, it is likely that at least some of the youth enrolled in the program are moderate risk.
9. Extend the length of program duration from 12 to 18 months and base decisions to wean a client from the program on his/her level of readiness to exit the program. In cases of HAWW staff turnover, keep youth enrolled in the program until they have received the equivalent of at least 12 months of programming
10. Ensure care plans are developed for each youth enrolled in the NYVRP and kept in their casefiles.
11. Ensure that Offender Candidate Enrollment Status Forms are filled out and returned to Corrections as soon as possible after a youth consents to participate in the NYVRP to avoid any potential delays in Corrections being able to share any completed risk assessments with the NYVRP.
12. Develop an information sharing protocol with Corrections to share any risk assessments (e.g., YLS/CMI, POSIT) completed by the NYVRP for youth who have open files with Corrections, but will not be prioritized to receive a risk assessment from Corrections.
13. Determine whether Community Referral Status Forms are necessary, as there is no evidence this form has been used during the first year of program delivery.
14. Implement intake and involvement summary forms as soon as possible to help guide the case management process, as well as to establish additional data for the evaluation.

Staffing and Training

15. Develop a program manual to ensure that new and existing staff have a clear document outlining the program delivery model to guide their work.
16. Use Sandy Bay as a model to teach staff in other communities about the most effective way to implement the NYVRP, as this community has the most effective Core Teams as well as the most systematic approach to connecting youth with services and completing program documentation.
17. Fill the administrative assistant role allocated to the NYVRP to offset some of the administrative duties placed on the HAWC.
18. Continue to provide HAWWs with the supports they require to remain healthy and productive in their positions to avoid staff burnout and further staff turnover.

19. Work with the NYVRP project management team to develop a protocol outlining the type of information that needs to be collected at program completion, 6-month, and 12-month follow-ups to support the impact evaluation.
20. Work with the NYVRP project management team to improve the reliability of the Community Data Tracking sheet until the database is ready to be implemented.
21. Enter into data sharing agreements with the RCMP, PBCN Education, and Northern Lights School Division to acquire police and school data that can form the basis of the impact evaluation, as it is not possible to rely on program data or risk assessment data.

REFERENCES

- Aboriginal Affairs and Northern Development Canada. (2015). *First Nation profiles*. Retrieved from <http://fnp-ppn.aandc-aadnc.gc.ca/fnp/Main/index.aspx?lang=eng>
- Agarwal, R., Levingson, A.W., Allaf, M., Makarov, D.V., Nason, A., & Su, L.M. (2007). The RoboConsultant: Telementoring and remote presence in the operating room during minimally invasive urologic surgeries using a novel mobile robotic interface. *Urology*, 70(5), 970-974. doi:10.1016/j.urology.2007.09.053
- Allen, B. (2015, February 23) *5 ways robots are delivering health care in Saskatchewan*. *CBC News*. Retrieved from <http://www.cbc.ca/news/canada/saskatchewan/5-ways-robots-are-delivering-health-care-in-saskatchewan-1.2966190>
- Allen, M. & Perreault, S. (2015). Police-reported crime in Canada's provincial north and territories, 2013. *Juristat, catalogue no. 85-002-x*. Ottawa, ON: Statistics Canada.
- Allison, K., & Kyle, N. (2005). *The rural think tank 2005: Understanding issues families face living in rural and remote communities*. Kitchener, ON: Community Action Program for Children of Waterloo Region.
- Altschuler, D. M., & Armstrong, T. L. (2004). *Intensive juvenile aftercare reference guide*. Sacramento, CA: Juvenile Reintegration and Aftercare Center.
- Ames, N. (1999). Social work recording: A new look at an old issue. *Journal of Social Work Education*, 35, 227-237.
- Andrews, D. A., & Bonta, J. (2010). *The psychology of criminal conduct* (5th ed.). New Providence, NJ: LexisNexis.
- Andrews, D. A., & Bonta, J. (1995). The level of supervision inventory-revised. *Toronto: Multi-Health Systems*, 106, 19-52.
- Andrews, D.A., Bonta, J., & Hoge, R.D. (1990). Classification for effective rehabilitation: Rediscovering psychology. *Criminal Justice and Behavior*, 17, 19-52.
- Axelsson, R. & Axelsson, S. B. (2006). Integration and collaboration in public health: A conceptual framework. *International Journal of Health Planning and Management*, 21, 75-88.
- Blake, P. (2010). Practice notes: The broken record. *Perspective, Spring*, 14-16.
- Campbell, C., Onifade, E., Barnes, A., Peterson, J., Anderson, V., Davidson, W., & Gordon, D. (2014). Screening offenders: The exploration of a Youth Level of Service/Case Management Inventory (YLS/CMI) brief screener. *Journal of Offender Rehabilitation*, 53, 19-34.

- Chouinard, J. A., & Cousins, J. B. (2007). Culturally competent evaluation for Aboriginal communities: A review of empirical literature. *Journal of Multidisciplinary Evaluation*, 4, 40-57.
- Chu., C. M., Yu, H., Lee, Y., & Zeng, G. (2014). The utility of the YLS/CMI-SV for assessing youth offenders in Singapore. *Criminal Justice and Behavior*, 41, 1437-1457.
- Creswell, J. W. (2014). *Research design: Qualitative, quantitative, and mixed methods approaches* (4th ed.). Los Angeles: Sage
- Criminal Intelligence Service Saskatchewan. (2005). *2005 intelligence trends: Aboriginal-based gangs in Saskatchewan*. Retrieved from <http://www.csgv.ca/wp-content/uploads/AboriginalGangsSask.pdf>
- First Nations Centre. (2007). *Considerations and templates for ethical research practices*. Ottawa: National Aboriginal Health Organization.
- First Nations Information Governance Centre. (2007). *OCAP: Ownership, Control, Access and Possession*. Sanctioned by the First Nations Information Governance Committee, Assembly of First Nations. Ottawa: National Aboriginal Health Organization.
- Harding, A., Harper, B., Stone, D., O'Neill, C., Berger, P., Harris, S., et al. (2012). Conducting research with tribal communities: Sovereignty, ethics, and data-sharing issues. *Environmental Health Perspectives*, 120(1), 6-10.
- Hodges, B. C. & Videto, D. M. (2005). *Assessment and planning in health programs*. Mississauga, ON: Jones and Barlett.
- Hoge, R. D., & Andrews, D. A. (2002). *The Youth Level of Service/Case Management Inventory manual and scoring key*. Toronto, ON: Multi-HealthSystems.
- Irvine, J., Quinn, B., & Stockdale, D. (2011). *Northern Saskatchewan health indicators Report 2011*. La Ronge, SK: Athabasca Health Authority, Keewatin Yatthe Regional Health Authority, and Mamawetan Churchill River Regional Health Authority.
- Jeffery, B., Burles, M., & Hamilton, C. (2009b). *Community collaboration to improve health care access of northern residents: Summary report of findings to the Mamawetan Churchill River regional health authority*. Prince Albert, SK: Saskatchewan Population Health and Evaluation Research Unit.
- Jewell, L. M., Mathias, K. L., Pilon, A., Ferguson, M., Brown, K., Truswell, K., Wirove, R., & Wormith, J. S. (2016). *A jurisdictional scan of the programs and services available to support the community reintegration of IRCS youth in northern Saskatchewan*. Saskatoon, SK: Centre for Forensic Behavioural Science and Justice Studies—University of Saskatchewan.

- Jucovy, L., & McClanahan, W. A. (2008). *Reaching through the cracks: A guide to implementing the Youth Violence Reduction Partnership*. Philadelphia, PA: Public/Private Ventures.
- LaFrance, J., & Nichols, R. (2010). Reframing evaluation: Defining an indigenous evaluation framework. *The Canadian Journal of Program Evaluation*, 23, 13-31.
- Larson, J. E., & Corrigan, P. W. (2010). Psychotherapy for self-stigma among rural clients. *Journal of Clinical Psychology*, 66(5), 524-536.
- Lips, A. M., O'Neil, R. R., & Eppel, E. A. (2011). Cross-agency collaboration in New Zealand: An empirical study of information sharing practices, enablers and barriers in managing for shared social outcomes. *International Journal of Public Administration*, 34, 255-266.
- Mamawetan Churchill River Health Region. (2016). *Annual report, 2015-2016*. La Ronge, SK: Author.
- Martz, D., & Gourley, S. (2008). *Saskatchewan rural healthy lifestyles and risk behaviour needs assessment: Report on key informant interviews*. Universities of Regina and Saskatchewan: Saskatchewan Population Health and Evaluation Research Unit.
- McClanahan, W. S. (2004). *Alive at 25: Reducing violence through monitoring and support*. Philadelphia, PA: Public/Private Ventures.
- McClanahan, W. S., Kauh, T. J., Manning, A. E., Campos, P., & Farley, C. (2012). *Illuminating solutions: The Youth Violence Reduction Partnership*. Philadelphia, PA: Public/Private Ventures.
- Mendez, I., Jong, M., Keays-White, D., & Turner G. (2013). The use of remote presence for healthcare delivery in a northern Inuit community: A feasibility study. *International Journal of Circumpolar Health*, 72, 2112. <http://dx.doi.org/10.3402/ijch.v72i0.21112>
- Patrick, G., Orton, L., & Wormith, J. S. (2013). *The predictive validity of Saskatchewan Primary Risk Assessment (SPRA)*. Saskatoon, SK: Centre for Forensic Behavioural Science and Justice Studies, University of Saskatchewan.
- Patterson, M., Jackson, R., & Edwards, N. (2006). Ethics in Aboriginal research: Comments on paradigms, process, and two worlds. *Canadian Journal of Aboriginal Community-Based HIV/AIDS Research*, 1, 47-61.
- Patton, M. Q. (2012). *Essentials of utilization-focused evaluation*. Los Angeles, CA: Sage.
- Patton, M. Q. (2015). *Qualitative research and evaluation methods* (4th ed.). Los Angeles, CA: Sage.

- Piquemal, N. (2001). Free and informed consent in research involving Native American communities. *American Indian Culture and Research Journal*, 25(1), 65-79.
- Provincial Auditor of Saskatchewan. (2018). *2018 Report – Volume 1: Report of the Provincial Auditor to the Legislative Assembly of Saskatchewan*. Regina, SK: Author.
- Public Safety Canada. (2018). *Overview of direct intervention approaches to address youth gangs and youth violence*. Ottawa, ON: Author. Retrieved from: <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2018-ddrss-yth-gngs-vlnc/2018-ddrss-yth-gngs-vlnc-en.pdf>
- Rahdert, E. (1991). *Problem oriented screening instrument for teenagers (POSIT)*. Bethesda, MD: European Monitoring Centre for Drugs and Drug Addiction. Retrieved from: <http://www.emcdda.europa.eu/html.cfm/index4439EN.html>.
- Rossi, P. H., Lipsey, M. W., & Freeman, H. E. (2004). *Evaluation: A systematic approach* (7th ed.) Thousand Oaks, CA: Sage.
- Ruttan, L. (2004). Exploring ethical principles in the context of research relationships. *Pimatisiwin*, 2(1), 11 -28.
- Saskatchewan Ministry of Corrections, Public Safety, and Policing (CPSP). (2009). *The Saskatchewan Primary Risk Assessment, scoring and supplementary manual*. Regina, SK: Author.
- Saskatchewan Ministry of Justice. (n. d.). *Northern Integration Initiative project proposal*. Regina, SK: Author.
- Self, B., & Peters, H. (2005). Community street outreach with no streets. *Canadian Nurse*, 101(1), 21-24.
- Springett, J., & Wallerstein, N. (2008). Issues in participatory evaluation. In M. Minkler & N. Wallerstein (Ed.), *Community-based participatory research for health: From process to outcomes* (pp. 199-215). San Francisco: Josey-Bass.
- Statistics Canada. (2017). *Saskatchewan and Canada census profile (table)*. *Census profile. 2016 Census*. Statistics Canada Catalogue no. 98-316-X2016001. Ottawa. Released August 2, 2017. Retrieved from: <http://www12.statcan.gc.ca/census-recensement/2016/dp-pd/prof/index.cfm?Lang=E> (date access July 1, 2017).
- Stevenson, M. G. (2009). *Ethics and research in Aboriginal communities*. Edmonton, AB: Sustainable Forest Management Network.
- Stewart, S. L., & Yellowknife Dene. (2009). Participatory action research: Exploring indigenous youth perspectives and experience. *Journal of the Indigenous Studies Network*, 20(3).

- Sullivan, E., & Fleming, M. (1997). A guide to substance abuse services for primary care clinicians. *Treatment Improvement Protocol (TIP) Series, No. 24*. Rockville, MD: Center for Substance Abuse Treatment. Retrieved from: <https://www.ncbi.nlm.nih.gov/books/NBK64827/>
- Tanasichuk, C. L., Hogg, S., Simon, T., Ferguson, M., & Wormith, J. S. (2010) *Process and outcome evaluation of the Saskatoon Gang Strategy: Evaluation Report*. Saskatoon, SK: University of Saskatchewan Department of Psychology.
- Tobin, G. A., & Begley, C. M. (2004). Methodological rigour within a qualitative framework. *Journal of Advanced Nursing*, 48, 388-396
- Wiebush, R.G., McNulty, B., & Le, T. (2000). *Implementation of the Intensive Community-based Aftercare Program*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.
- Wiebush, R.G., McNulty, B., & Le, T. (2005). *Implementation and outcome evaluation of the Intensive Aftercare Program*. National Council on Crime and Delinquency. Retrieved from <http://files.eric.ed.gov/fulltext/ED484683.pdf>
- World Health Organization. (2010). *Indigenous people and participatory health research: Planning and management, preparing research agreements*. Retrieved from http://ecfr.gpoaccess.gov/cgi/t/text/textidx?c=ecfr&tpl=/ecfrbrowse/Title45/45cfr46_main_02.tpl

APPENDIX A: EVALUATION MATRIX BY YEAR AND EVALUATION TYPE

Year One	Year Two	Year Three	Year Four	Year Five	Year Six
Formative Evaluation					
April 1, 2015 – March 2016	April 1, 2016 – March 2017	April 1, 2017 – March 2018	April 1, 2018 – March 2019	April 1, 2019 – March 2020	April 1, 2020 – March 2021
Sign contract between MOJ and U of S <i>January 6, 2016</i> Begin developing evaluation plan	Draft Evaluation Plan <i>Submitted April 30, 2016</i> Build relationships with communities by attending Advisory Committee Meetings as appropriate <i>Attended meetings in May and September, 2016</i> Refine/further develop Evaluation Plan as details pertaining to program implementation become available <i>Ongoing</i>	Final Evaluation Plan <i>Summer and Fall 2017</i> Conduct formative evaluation Document review Interviews (individual and group) Observation	Annual Report <i>April 30, 2018</i>	Completed	Completed
Formative Evaluation: Project Planning and Development					
Formative Evaluation Question	Performance Area	Related Output Indicator	Data Collection	Source of Information	Timeline
1. Who were the major stakeholders involved in the	Sustained agency collaboration, increased in formal integration	Number of information sharing agreements, number of	Document review, ¹⁸ Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk	Summer and Fall 2017 Annual Report

¹⁸ Documents may include Committee minutes, Performance Monitoring Assessments Reports (PMA), database, youth case files and other.

start-up of the NYVRP? What were the roles and responsibilities of each group? Who else should have been involved?		Oversight Committee and Advisory meetings held		assessment tools, database	<i>April 30, 2018</i>
2. How were communities and stakeholders engaged? How were the needs of the communities and their readiness assessed? Was there a sufficient level of engagement?	Increased community involvement, Community capacity to respond effectively to youth violence and gangs, increase in volunteerism	Percentage of volunteers, community members, Elders, extended family involved in programs. Percentage of community stakeholders represented at monthly advisory meetings.	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017 Annual Report <i>April 30, 2018</i>
3. What governance structures were established for the NYVRP? What existing community and provincial structures were built upon? Is	Appropriate framework and effective governance structure	All outputs within the Logic model's organization level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017 Annual Report <i>April 30, 2018</i>

the governance structure effective?					
4. How were decisions made about program delivery? What programming criteria were established? How collaborative was the process?	Planning process	All outputs within the Logic model's organization level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017 Annual Report April 30, 2018
5. What, if anything, would have improved the development process?	Planning process, communication		Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017
Formative Evaluation: Initial Implementation					
Evaluation Question	Performance Area	Related Output Indicator	Data Collection	Source of Information	TimeLine
1. How were the YVRP and Re-entry and Intensive Aftercare models adapted to allow for their implementation in Sandy Bay, Pelican Narrows	Effective governance structure	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017

and Deschambault Lake?					
2. How well does the NYVRP adhere to the principles of risk, need, and responsivity?	Case planning	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017
1. What community strengths and barriers facilitate or hinder the implementation of the NYVRP? What solutions can be identified?	Effective governance structure	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017
3. What programs and services are delivered through the NYVRP? Have appropriate services been established? Are additional services or program activities required?	Number and type of services offered and youth participation rates	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017

4. What eligibility criteria are being used to select program participants? Have appropriate eligibility criteria been established?	Reaching participants from priority groups	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017
5. What are the characteristics of youth who are participating in the NYVRP? How many youth are participating? Is the NYVRP reaching its target population?	Reaching participants from priority groups	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017
6. Are adequate levels of staffing in place? What training did individuals involved in project delivery receive? How effective was it? What challenges	Staff training and retention, program sustainability	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	Summer and Fall 2017

existed in hiring qualified staff?					
7. How can the delivery of programming through the NYVRP be refined or enhanced?	Program sustainability	All outputs within the Logic model's organization level and case management level	Document review, Interviews (individual and group), and Observation	Project partners	Summer and Fall 2017

Year One	Year Two	Year Three	Year Four	Year Five	Year Six
Process Evaluation					
Sign contract between MOJ and U of S January 6, 2016 Begin developing evaluation plan	Draft Evaluation Plan <i>Submitted April 30, 2016</i> Refine/further develop Evaluation Plan as details pertaining to program implementation become available <i>Ongoing</i>	Final Evaluation Plan <i>Date—Summer 2017</i> Conduct process evaluation activities Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey? <i>Date: After formative</i>	Conduct process evaluation activities Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey <i>Ongoing</i>	Annual Report <i>April 30, 2019</i> Conduct process evaluation activities Document review Database analysis Interviews (individual and group) Observation Youth survey <i>Ongoing</i> Draft Final Evaluation Report <i>June 15, 2020</i>	Final Process Evaluation Report October 31, 2020

		<i>evaluation is complete</i>			
Process Evaluation Question	Performance Area	Related Output Indicator	Data Collection	Source of Information	Timeline
1. To what extent is the model implemented as intended? What changes, if any, occurred and why?	Fidelity, adapting to change, responding to local need and flexibility	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
2. How well does the NYVRP adhere to the principles of risk, need, and responsivity?	Fidelity, developing and implementing case plans	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
3. How does the governance structure support or impede the project?	Continuous program assessment and communication	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
4. What factors assist in the implementation of the program	Continuous program assessment and communication	All outputs within the Logic model's organization level	Document review Database analysis Interviews (individual and group)	Youth, staff, Committees, PMA's, case plans, risk	March 31, 2015 to March 31, 2020

activities? What factors serve as barriers? What gaps in service delivery exist?		and case management level	Observation Fidelity assessment Community survey Youth survey	assessment tools, database	
5. How many youth participated in the NYVRP? What were their characteristics? To what extent do the participants correspond with the intended target group?	Relentless outreach, reaching priority groups	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
6. What programs are available to participants? To what extent do available resources match their service delivery needs?	Service integration and community participation/cooperation	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
7. How often did participants access programming identified in their case management	Implementation of case plans	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Youth survey	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

plans? What facilitated their access to programming? What barriers prevented their access to programming? What, if anything, would have improved their completion rate?					
8. Are the necessary staffing and resources in place to implement the NYVRP? What training did staff receive? How effective was it? What challenges exist with staffing?	Staff recruitment, training and retention	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
9. How satisfied are the youth, staff, and other stakeholders with the NYVRP?	Communication, responding to the needs of the youth	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey	Youth, staff, Committees, volunteers, PMA's, case plans	March 31, 2015 to March 31, 2020

			Youth survey		
10. How well do project delivery staff work with community partners? How useful is the support provided by Ministry of Justice? How accessible is it?	Community integration staff training, collaboration	All outputs within the Logic model's organization level and case management level	Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Community survey	Youth, staff, Committees, volunteers, PMA's	March 31, 2015 to March 31, 2020

Year One	Year Two	Year Three	Year Four	Year Five	Year Six
Impact Evaluation					
No activities occurred Begin developing evaluation plan	Sign contract between MOJ and U of S <i>June, 2017</i> Develop impact evaluation design <i>July, 2017</i> Submit Ethics Application <i>June, 2017</i>	Final Evaluation Plan <i>Date—Summer 2017</i> Collect pre- test, post-test and follow-up measures <i>Ongoing</i>	Annual Report <i>April 30, 2018</i> Collect pre- test, post- test and follow-up measures <i>Ongoing</i> Consider collecting data using other methods (will only be able to look at experiences of first cohort if done this year) Interviews with youth (individual and group) Case studies	Annual Report <i>April 30, 2019</i> Collect pre- test, post-test and follow- up measures <i>Ongoing</i> Conduct qualitative impact evaluation activities Interviews with youth (individual and group) Case studies <i>Ongoing</i>	Final Evaluation Report March 31, 2021

				Draft Final Evaluation Report <i>October 31, 2020</i>	
Impact Evaluation Question	Performance Area	Related Output Indicator	Data Collection	Source of Information	Timeline
1. Did the program produce the intended outcomes, in the intermediate and long-term?	Partnerships, reaching target groups	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
2. What unintended outcomes, both positive and negative, did the NYVRP produce?	Continuous program assessment and communication	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
3. Did the impacts reach all of the intended targets?	Use of risk assessment tools, case plans	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

4. Did the impacts match the needs of the participants?	Use of risk assessment tools, case plans	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
5. What were the particular features of the NYVRP that made a difference?	Reporting, communication and collaboration. Service integration	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
6. What variations, if any, were made during the process?	Flexibility adapting to local needs	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
7. What has been the quality of programming between sites?	Fidelity	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities,	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

			Interviews with youth (individual and group), and Case studies		
8. Did the NYVRP work in conjunction with other interventions, programs or services in the community?	Community integration and participation	Number of clients who are connected to community supports /mentors who help further address identified risk factors	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
9. What helped or hindered the NYVRP to achieve the desired impacts?	Communication and flexibility	All outputs within the Logic model's organization level and case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
10. Has there been sustained linkages between community agencies?	Number and type of partnerships	Number of clients who are connected to community supports /mentors who help further address identified risk factors	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
11. What plans are in place to	Planning	Committee, staff, volunteer and	Pre- test, post-test and follow-up measures,	Youth, staff, Committees, PMA's,	March 31, 2015 to March 31, 2020

sustain or expand the NYVRP?		service agency commitment and participation levels	Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	case plans, risk assessment tools, database	
12. Have the youth demonstrated a decrease in bullying, aggressive, and violent behaviour?	Activities and services provided	Number of core team agencies addressing client needs based on assessment and integrated case plan	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
13. Have the youth demonstrated a decrease in their abuse of alcohol and drugs?	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
14. Have the youth demonstrated an increase in their school attendance and improved school performance?	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

			Case studies		
15. Have the youth demonstrated an increase in their involvement in prosocial activities and peers?	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
16. Is there greater involvement in employment-related activities by the youth?	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
17. Is there greater attachment to prosocial support systems, including their familial and service provider supports as demonstrated by the youth?	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures, Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020
18. Are the positive impacts experienced by	Activities and services provided	All outputs within the Logic model's case management level	Pre- test, post-test and follow-up measures,	Youth, staff, Committees, PMA's, case plans, risk	March 31, 2015 to March 31, 2020

youth sustainable?			Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	assessment tools, database	
--------------------	--	--	--	----------------------------	--

APPENDIX B: FORMATIVE EVALUATION INTERVIEW GUIDE FOR STAKEHOLDERS AND STAFF – START-UP OF THE NYVRP

Sample Interview/Focus Group Questions

1. Please tell me a little bit about the role you (or your organization) played in the start-up of the NYVRP? What were your responsibilities?
2. Who would you consider to be the key stakeholders in establishing the NYVRP?
 - a. In what ways did these stakeholders facilitate the start-up of the NYVRP?
 - b. In what ways, if any, did stakeholders hinder the start-up of the NYVRP?
 - c. What others stakeholders should have been involved in establishing the NYVRP?
3. What were some of the key steps taken to engage the communities in the NYVRP?
 - a. What strategies worked well in engaging the communities?
 - b. What strategies did not work well in engaging the communities?
 - c. Is there a sufficient level of engagement with the communities?
 - d. What strategies would you recommend for maintaining engagement with the communities throughout the NYVRP?
4. What is the governance structure of the NYVRP?
 - a. What elements of the governance structure are working well?
 - b. What elements of the governance structure are not working well? What improvements would you recommend?
5. How were decisions made when designing the NYVRP? Decisions may include:
 - a. Choosing a project manager and community-based organizations to run the NYVRP.
 - b. Adapting the YVRP model to work in Sandy Bay, Deschambault Lake, and Pelican Narrows.
 - c. Developing program activities.
 - d. Developing eligibility criteria for program participants.
 - e. Developing partnerships with other service providers.
6. Overall, what were the key factors that facilitated the start-up of the NYVRP?
7. Overall, what were the key barriers encountered in trying to establish the NYVRP?
8. What, if anything, would have improved the development process?

APPENDIX C: FORMATIVE EVALUATION INTERVIEW GUIDE FOR STAKEHOLDERS AND STAFF – INITIAL NYVRP IMPLEMENTATION

Sample Interview/Focus Group Questions

1. Please tell me a little bit about your role in the NYVRP? What are your responsibilities?
2. How would you describe the model the NYVRP is using for program delivery?
 - a. How was the YVRP model adapted to make it suitable for delivery in Sandy Bay, Deschambault Lake, and Pelican Narrows?
 - b. What elements of the model work well?
 - c. What elements of the model have been challenging or difficult to implement?
 - d. How well did the delivery of NYVRP program activities match up with how well the NYVRP was intended to be delivered?
3. What eligibility criteria do program participants of the NYVRP have to meet?
 - a. How many of the participants enrolled in the NYVRP belong to the target population (i.e., were violent or gang involved youth, or youth a risk of gang involvement)?
 - b. What strategies have been used to invite youth to enroll in the NYVRP?
 - c. What challenges have been encountered in finding youth to participate in the NYVRP?
4. How many of the youth have maintained their involvement in the NYVRP since they began participating?
 - a. What strategies have helped you maintain engagement with the participants?
 - b. What factors have contributed to participants dropping out of the NYVRP?
5. What program and services are available to NYVRP program participants?
 - a. How well do the existing programs and services meet the needs of the program participants?
 - b. What additional programs or services, if any, could NYVRP program participants benefit from?
 - c. Are there any programs or services that are not being used by NYVRP program participants? Which ones? What are the reasons why these programs are not being used?
6. How often did participants access the programs and supports identified in their case management plans?
 - a. What facilitated their access to programming and supports?
 - b. What barriers prevented them from accessing programming and supports?
 - c. What, if anything, would have improved their ability to access and use the supports identified in their case management plans?
7. Are sufficient levels of staffing in place to deliver the NYVRP? If no, what challenges have been encountered in hiring qualified staff?

8. Do the staff who provide services to youth through the NYVRP have the skills and training required to be effective in their roles?
 - a. If no, what types of training do the staff need in order to be better able to carry out their roles?
9. What training have staff received? How effective was it?
10. What community partnerships did the NYVRP establish?
 - a. What partnerships were most beneficial? How did they help with the delivery of the NYVRP?
 - b. What other community partnerships would help improve the services and supports offered through the NYVRP?
11. How well did the governance structure help support the NYVRP during its initial implementation?
 - a. In what ways was the governance structure able to support the NYVRP?
 - b. In what ways did the governance structure hinder or create challenges for the NYVRP?
12. How useful was the support provided by the Ministry of Justice to implement the NYVRP?
 - a. How accessible was the support?
13. Overall, what factors or strengths have facilitated the implementation of the NYVRP?
14. Overall, what barriers have been encountered in implementing the NYVRP?
 - a. Have you been able to overcome any of the barriers to date? If yes, what solutions have you implemented? If no, what needs to be done to overcome the barriers?
15. What gaps exist in providing services to high risk violent youth that the NYVRP has not been able to address?
16. What recommendations or suggestions do you have for improving the delivery of the NYVRP in the future?
17. Is there anything else you would like to share about the NYVRP that you think is important for us to know?

APPENDIX D: INTERVIEW RECRUITMENT LETTER FOR STAKEHOLDERS FOR THE FORMATIVE EVALUATION



DATE

The Centre for Forensic Behavioural Science and Justice Studies at the University of Saskatchewan, in collaboration with Ministry of Justice, is conducting a formative evaluation for the Northeast Youth Violence Reduction Partnership (NYVRP) that is currently taking place in Deschambault Lake, Pelican Narrows, and Sandy Bay. This project is funded by the National Crime Prevention Council of Canada.

As you are aware, the purpose of the initiative is to reduce youth offending and create safer communities. The NYVRP targets youth who either are 12 to 24 years of age, "at risk" or already involved in the criminal justice system, who exhibit violent behaviour, and/or who are gang-involved or at risk of gang involvement. The formative evaluation will document the planning and processes required to establish the NYVRP and examine the initial implementation of the initiative with the objective of using those findings to inform and enhance program functioning throughout the remainder of the initiative.

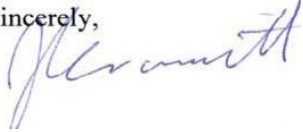
We are inviting approximately 10-15 persons or agency representatives who have been most involved in the a) start-up of the NYVRP and b) initial implementation of the NYVRP. We are requesting your participation in this evaluation process because of your involvement as a key stakeholder in the development of the initiative. The interview will take approximately 60 minutes at a time and location of your convenience within the community in which you are located. We will send you a Doodle Poll to schedule a time for the interview and follow up with a telephone call to confirm should you wish to participate in this important endeavor.

No personal identifying information will be linked to you or any other evaluation participant. All information gained from this evaluation, including your recorded interview (should you approve of being recorded), will be held confidential by the Evaluators. Data will be stored securely at the University of Saskatchewan in either a locked filing cabinet or on a password protected computer/file. Data will be stored for six years; at that time, it will be destroyed. Only overall results, rather than individual data, will be included in any technical reports, fact sheets, presentations, and journal articles used to disseminate the findings.

While all information will remain confidential, the exceptions will include the following four mandated reporting cases: 1) urgent danger of suicide; 2) threats to hurt someone; 3) reveals child abuse or neglect; 4) reveals Elder/senior abuse.

If you have any questions or need any additional information, please do not hesitate to contact me at (306) 966-6818 or via email at s.wormith@usask.ca, or the Research Officers - Lisa Jewell (lisa.jewell@usask.ca) or Susan Mulligan, (susan.mulligan@usask.ca) or by telephone at (306) 966-2707.

Sincerely,



J. Stephen Wormith, Ph.D.
Principal Investigator
Director, Centre for Forensic Behavioural Science and Justice

Studies

APPENDIX E: PROJECT DESCRIPTION FOR THE NYVRP EVALUATION



What is the purpose of this project?

The Northeast Youth Violence Reduction Partnership (NYVRP) is a five year initiative (April 2015-March 2020) led by the Saskatchewan's Ministry of Justice, Corrections and Policing with the overall goal to reduce youth offending and create safer communities through the delivery of programs and services to youth in Deschambault Lake, Pelican Narrows, and Sandy Bay. The University of Saskatchewan Centre for Forensic Behavioural Science and Justice Studies has been contracted by the Ministry of Justice to complete an evaluation of the NYVRP. The purpose of the formative evaluation is to examine the initial start-up of the NYVRP (approximately April 2015 to March 2017). Additionally, the formative evaluation will explore the initial implementation of the initiative over its first six to seven months (approximately September 2016-March 2017).

Who will be included in the consultation process?

Persons or agency representatives who have been most involved in establishing the NYVRP and played a key role in facilitating its set-up in each of the three communities will be sought as participants. Likely candidates for the interviews will include representatives from the Saskatchewan Ministry of Justice staff who have been leading the initiative, the NYVRP program manager and key community representatives in each of the three communities (e.g., community leaders, representatives who belong to the Oversight and Advisory Committees). In addition, persons or agency representatives who have been most involved in the implementation of the NYVRP will be sought as participants. Likely candidates for the interviews will include Saskatchewan Ministry of Justice staff, the NYVRP program manager, the Health and Wellness Coordinator, the Health and Wellness Workers, members of the Oversight and Advisory Committees and key community representatives in each of the three communities. Lastly, 10-15 youth that were involved in the program in the NYVRP will be asked to participate in an interview in the years of 2019 and 2020 to share how they felt about their involvement in the program.

What am I being asked to do?

If you participated within the start-up of the NYVRP initiative, you are being asked to share your thoughts and knowledge about your role and responsibilities, the governance structure of the program, decision-making processes, key factors that facilitated the start-up, and key barriers that were encountered. If you participated within the implementation of the NYVRP initiative, you will be asked about the program delivery model, eligibility criteria to participate in the program, the types of youth who have been engaged by the program, program and services available to participants, the staffing of the NYVRP (e.g., sufficiency of resources, skills and

training), support from the Ministry of Justice, Corrections and Policing and any strengths and barriers. If you are youth that participated within the NYVRP initiative, you are being asked to share your thoughts such as what you liked or did not like about the project, how long you have been a part of the project and what activities did you participate in during your time in the project.

If you have any questions, please contact: the Research Officers - Lisa Jewell (lisa.jewell@usask.ca) or Susan Mulligan, (susan.mulligan@usask.ca) or by telephone at (306) 966-2707.

APPENDIX F: FORMATIVE EVALUATION CONSENT FORM FOR STAKEHOLDERS

THE CENTRE FOR
FORENSIC BEHAVIOURAL SCIENCES AND JUSTICE STUDIES



Consent Form for Key Stakeholders/Informants

Project Title:

Formative Evaluation of the Northern Youth Violence Reduction Partnership

Evaluators:

Dr. Lisa Jewell
Research Officer
University of Saskatchewan
lisa.jewell@usask.ca
306-966 -2707

Dr. Steve Wormith
Department of Psychology
University of Saskatchewan
s.wormith@usask.ca
306-966-6818

Susan Mulligan
Research Officer
University of Saskatchewan
susan.mulligan@usask.ca
306-966 -2707

Purpose and Objectives of the Evaluation:

The purpose of the formative evaluation is to examine the initial start-up and implementation of the Northern Youth Violence Reduction Partnership (NYVRP) in Deschambault Lake, Pelican Narrows, and Sandy Bay. First, the planning and processes required to establish the NYVRP will be documented. An emphasis will be placed on understanding the processes and strategies that facilitated or hindered the start-up of the NYVRP.

Second, the formative evaluation will explore the initial implementation of the NYVRP over its first six to seven months of operation (approximately September, 2016-March, 2017). The focus here will be on understanding how the program is being delivered, as well as the areas where the program is working well and areas where it can be improved. Recommendations will be made with the intention that they can be used to refine or enhance how the NYVRP is implemented in the remaining years of the initiative.

Procedures:

Because of your knowledge about the start-up and/or initial implementation of NYVRP, we would like to ask you some questions about your experiences. The interview will take approximately 60 minutes. With respect to the start-up of NYVRP, the interview may include

questions about your role and responsibilities, key stakeholders, steps taken to engage the communities, the governance structure of the program, decision-making processes, key factors that facilitated the start-up, and key barriers that were encountered.

With respect to the initial implementation of the NYRVP, the interview may include questions about the program delivery model, eligibility criteria to participate in the program, the types of youth who have been engaged by the program, program and services available to youth participants, the staffing of the NYVRP (e.g., sufficiency of resources, skills and training), support from the Ministry of Justice, and any strengths and barriers.

Audio Recordings:

With your consent, the interview will be recorded to ensure that the information you provide is accurately recorded. The recording will be destroyed once notes are checked for completeness and accuracy and after production of the transcripts. During the interview, please feel free to ask any questions regarding the procedures and goals of the study or your role. Please check the appropriate box below if you agree or disagree with the interview being recorded.

Yes, I consent to be audio recorded ☐ No, I do not agree to be audio recorded ☐

Funding:

This evaluation study is being funded by the Saskatchewan Ministry of Justice. It is part of a larger initiative funded by Public Safety Canada, National Crime Prevention Centre.

Potential Risks:

There are no known or anticipated risks to you by participating in this evaluation. Participation in this study is completely voluntary and participants have the right to withdraw at any time. All information received will be kept completely confidential. You will not be identified by name in any reports or publications that result from this evaluation. However, due to the small number of people being interviewed for this study, there is a chance you could be indirectly identified because of the unique information or perspective you provide.

Potential Benefits:

As a result of your participation, you will contribute to understanding how the NYVRP was established and ultimately improving the program to more effectively meet the needs of participants.

Compensation/Incentives:

We will not pay you for the time you take to be in this study.

Study Results:

The results of this study will be reported in an evaluation report submitted to the Ministry of Justice, Province of Saskatchewan.

Confidentiality:

No personal identifying information will be linked to you or any other evaluation participant. All information gained from this evaluation, including your recorded interview, will be held confidential by the Evaluators. Data will be stored securely at the University of Saskatchewan in either a locked filing cabinet or on a secure network drive. Data will be stored for six years; at that time, it will be destroyed. Only overall results, rather than individual data, will be included in any technical reports, fact sheets, presentations, and journal articles used to disseminate the findings.

While all information will remain confidential, the exceptions will include the following four mandated reporting cases: 1) urgent danger of suicide; 2) threats to hurt someone; 3) reveals child abuse or neglect; 4) reveals Elder/senior abuse.

Right to Withdraw:

Your participation is voluntary and you can answer only those questions that you are comfortable with. You may withdraw from the evaluation for any reason, at any time without explanation or penalty of any sort. Should you wish to withdraw, we will terminate the interview and discard all previously obtained information. Your right to withdraw data from the study will apply until results have been disseminated by way of a written report. After this date, it is possible that some form of dissemination will have already occurred and it may not be possible to withdraw your data.

Questions or Concerns:

If you have any concerns about your rights as a participant to this study and/or your experiences while participating in this study, you may contact Giselle Rosario the project Evaluation Advisor at Public Safety Canada at (780) 495-8794 or email giselle.rosario@canada.ca.

Consent:

Your signature below indicates that you have read and understand the description provided:

“I have had an opportunity to ask questions and my questions have been answered. I consent to participate in the evaluation. A copy of this consent form has been given to me for my records.”

Name of Participant

Signature

Date

Evaluator

Signature

Date

APPENDIX G: ETHICS EXEMPTION LETTER ONE



To: Dr. Stephen Wormith
Centre for Forensic Behavioural Science and Justice Studies
Department of Psychology
University of Saskatchewan
Cc: Lisa Jewell (Research Officer)

Date: January 22, 2016

Re: Exemption for NYVRP Ministry of Justice collaborative study

Thank you for submitting your request for exemption for proposed study entitled "**Formative and Process Evaluation of the Northern Youth Violence Reduction Partnership**". This evaluation study would meet the requirements for exemption status as per **Article 2.5 of the Tri-Council Policy Statement (TCPS): Ethical Conduct for Research Involving Humans, December 2014**, which states "*Quality assurance and quality improvement studies, program evaluation activities, and performance reviews, or testing within normal educational requirements when used exclusively for assessment, management or improvement purposes, do not constitute research for the purposes of this Policy, and do not fall within the scope of REB review.*"

It should be noted that though your project is exempt of ethics review, your project should be conducted in an ethical manner (i.e. in accordance with the information that you submitted). It should also be noted that any deviation from the original methodology and/or research question should be brought to the attention of the Behavioural Research Ethics Board for further review.

Please revise the consent form to reflect an exemption from the REB or delete the section regarding REB approval.

Sincerely,

A blue ink signature of Scott Tunison, consisting of several loops and a horizontal line.

Scott Tunison
Vice-Chair, Behavioural Research Ethics Board
University of Saskatchewan

nb

APPENDIX H: ETHICS EXEMPTION LETTER TWO

Amendment for the addition of the Impact Evaluation



To: Dr. Stephen Wormith
Centre for Forensic Behavioural Science and Justice Studies
Department of Psychology
University of Saskatchewan

Cc: Susan Mulligan, Interim Project Lead

Date: June 19, 2017

Re: Amendment to Exemption for NYVRP Ministry of Justice collaborative study

Thank you for submitting your amendment to the project entitled ***"Formative and Process Evaluation of the Northern Youth Violence Reduction Partnership"***. This evaluation study would meet the requirements for exemption status as per **Article 2.5 of the Tri-Council Policy Statement (TCPS): Ethical Conduct for Research Involving Humans, December 2014**, which states *"Quality assurance and quality improvement studies, program evaluation activities, and performance reviews, or testing within normal educational requirements when used exclusively for assessment, management or improvement purposes, do not constitute research for the purposes of this Policy, and do not fall within the scope of REB review."*

It should be noted that though your project is exempt of ethics review, your project should be conducted in an ethical manner (i.e. in accordance with the information that you submitted). It should also be noted that any deviation from the original methodology and/or research question should be brought to the attention of the Behavioural Research Ethics Board for further review.

Sincerely,

A handwritten signature in blue ink, appearing to read "Vivian Ramsden".

Vivian Ramsden, PhD
Behavioural Research Ethics Board
University of Saskatchewan