

**Northeast Youth Violence Reduction Partnership (NYVRP)  
Process Evaluation:  
April 2018 - March 2019**

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## 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 focuses on the results of the process evaluation, which covers the time period of April 1, 2018 to March 31, 2019. A formative evaluation was previously completed (see Jewell, Mulligan, & Wormith, 2019) and spanned the first three years of the program (April 1, 2015 to March 31, 2017). A second process evaluation, combined with an impact evaluation, will be completed during the final year of the program (April 1, 2019 to March 31, 2020).

### 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. At the beginning of this reporting period, staff included:

- 1 Project Manager, responsible for managing program development and delivery
- 1 Manager of Program Operations (MOPO), formerly called the 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.

In January 2019, the Project Manager left her position. The program opted not to fill this position, leaving the staffing complement as 1 MOPO and 6 HAWWs.

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 up to 7 to 8 youth each and work with youth for up to 18 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, the RCMP, or local community sources (e.g., schools, Holistic Health).

By the end of 2018-19, 133 youth had been referred to the NYVRP and 84 consented to participate. Based on the data available, at least 83% 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=84)**

Referrals	Total n(%)
<b>Referral Source</b>	
Community	24 (28.6%)
Corrections	23 (27.4%)
RCMP	37 (44.0%)
<b>Gender</b>	
Male	57 (67.9%)
Female	27 (32.1%)
<b>Age<sup>1</sup></b>	
12-14 years	19 (24.1%)
15-17 years	39 (49.4%)
18-20 years	14 (17.7%)
21-24 years	6 (7.6%)
25+ years	1 <sup>2</sup> (1.3%)
<b>Ethnicity</b>	
First Nation	81 (96.4%)
Métis	3 (3.6%)

<sup>1</sup>Consent and/or birthdates are missing for 5 participants. <sup>2</sup>This youth was 24 years old upon referral.

## 1.3 Evaluation of the Program

The current report focuses primarily on the results of the process evaluation, which spanned the fourth year of the initiative. Some of the key areas assessed by the evaluation were the:

- Adaptations made to the YVRP and RIAP models for the NYVRP in 2018-19
- Functioning of the governance structure
- Adequacy of staffing levels and training for staff
- Extent to which the NYVRP adheres to the principles of risk, need, and responsibility
- Characteristics of NYVRP participants
- Degree of adherence to the program delivery model

Data collection methods employed in the formative evaluation included:

- Document review of Performance Monitoring and Assessment reports (PMAs), meeting minutes, as well as program forms and materials
- Database review (i.e., Community Data Collection tracking sheet) of 84 individuals
- Casefile review of 73 individuals
- Observation
- Community Youth Survey with 100 participants across the three communities

## 1.4 Process Evaluation Findings

### 1.4.1 Adapting the YVRP and RIAP Models

Overall, in 2018-19, the NYVRP continued to follow the basic structure of the YVRP and RIAP models. A handful of additional modifications were introduced to the NYVRP to enhance its functioning, including extending the length which youth can be involved in the program to at least 18 months, introducing a “phasing out” process to help youth slowly transition out of the program, using an intake form, and changing the risk assessment process wherein HAWWs were expected to administer the YLS/CMI: Screening Version, POSIT, and ACE-Q with all youth referred to the program. Previously HAWWs had been instructed to complete the full version of the YLS/CMI with all community-referred youth and Corrections had been asked to complete LSI-SKs or SPRAs with all corrections-referred youth; however, this approach proved to be unsuccessful. All of the changes introduced in 2018-19 served to enhance the NYVRP’s ability to adhere to the overarching principles of the RIAP model. In particular, this model places value on support and rehabilitation, recommends that youth are progressively given more freedom and responsibility, and encourages the use of empirical risk assessments to determine risk level.

### 1.4.2 Governance Structure

A two-tiered governance structure has been maintained by the NYVRP in 2018-19 (i.e., an overarching Oversight committee and local Advisory Committees). Overall, the governance structure 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 waning attendance at committee meetings. The NYVRP project management team attempted to increase engagement in these committees by holding one-one-agency meetings between October to January 2019.

### 1.4.3 Staffing and Training

A few changes were introduced to the staffing model in 2018-19. Following the departure of the Program Manager in January 2019, it was decided that this position would not be filled. For a brief period, a part-time Administrative Assistant also had been hired; however, this position has since become vacant. Therefore, there are currently only seven staff positions affiliated with the NYVRP: the Manager of Program Operations (formerly the Health and Wellness Coordinator) and 6 Health and Wellness Workers (HAWWs). In addition, a Lead HAWW was identified at each site to help guide and offer ‘soft’ supervision to new hires.



During 2018-19, staffing continued to be both an area of strength and challenge for the NYVRP. One of the strengths of the program was its ability to retain a contingent of four staff (the MOPO and 1 HAWW in each community) who had been with the program since the beginning. Maintaining these core staff has been vital in ensuring continuity and consistency in program delivery, especially in the face of staff turnover at each site and a limited pool of suitable candidates to fill vacant positions. The frequent staff turnover experienced across all sites also revealed a need for staff coverage. To address this need, the NYVRP engaged its Mentors/Elders to conduct check-ins with youth when HAWWs were unavailable.

Another strength of the NYVRP's staffing model (as documented in the formative evaluation) was that staff were chosen for their personal qualities. However, a lack of computer skills among some of the staff became more noticeable in 2018-19 as affecting their ability to perform the administrative aspects of their jobs (e.g., completing reports correctly). That being said, there is evidence that the staff who have been with the program for the last two years have more comprehension of the program delivery model and are more adept with certain aspects of the program (e.g., conducting risk assessments) than they were in the previous year.

Perhaps the most significant concern that has emerged over the last year with respect to staffing is the toll that working for the NYVRP has had on the staff's physical, mental, and emotional wellbeing. Staff are beginning to experience symptoms of burnout and have expressed that their jobs are detrimentally affecting their children and families.

#### **1.4.4 Adherence to Risk, Need, Responsivity Principles**

A new risk assessment process was introduced in January 2019 and has led to a remarkable increase in the number of risk assessments completed for NYVRP participants. YLS/CMI: SVs and ACE-Qs were completed with 91% of clients ( $n=44$ ) who were active between January to March 2019; POSITs were completed with 89% of clients. In comparison, only 2 YLS/CMIs and 14 POSITs were completed by program staff in 2017-8. The high risk assessment completion rates in 2018-19 are an important achievement in the delivery of the program.

Further, results from the risk assessments revealed that all, but one youth, scored as high risk on the YLS/CMI: SV, indicating that the NYVRP is targeting high risk youth. Personality/behaviour problems, delinquent peer networks, anti-social attitudes, poor educational and vocational status were among the most common risk factors that contributed to their high risk scores. Further, the ACE-Q revealed that the NYVRP youth have experienced a large amount of trauma during their lives. All of the youth met the ACE-Q's criteria for referral for mental health counselling.

Beyond providing a risk score to determine program eligibility, the risk tools employed in the NYVRP were intended to inform care plans for the youth. Based on an analysis of the care plans, the adherence of the program to the 'need' and 'responsivity' principles were not at a satisfactory level. On average, only 57% of the risk factors flagged on the YLS/CMI: SV were documented in the care plans. As a result, the necessary goals to address those risks/needs could not be developed and noted in the case plans of the clients. Reflective of this, only 25% of the risk factors identified on the YLS/CMI: SV had corresponding goals documented in the care plan.

#### **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 indicates that HAWWs have regular contact with the youth and are readily available to the youth whenever the youth need them, including evenings and weekends. According to the program delivery model, there should be a caseload of 15 youth in each community shared among two HAWWs. In 2018-19, the combined caseloads at each site were between 13 to 15 clients, with all HAWWs having an average of six or more clients on the individual caseloads. Thus, it seems that the program is either operating at, or just under, its intended maximum capacity across the three sites.

In 2018-19, Core Teams were expected to be held monthly. Deschambault Lake held 50% of the expected number of meetings, while Pelican Narrows held 75% of expected meetings, and Sandy Bay held 83% of expected meetings. The types of agencies that participated in the Core Team varied by each community, as did the participation rates of the agencies. That being said, the majority of the agencies increased their attendance at Core meetings in 2018-19 compared to the previous year.

Over the past year, the NYVRP continued to be 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. In fact, the Community Youth Survey indicated that NYVRP clients had more involvement in these types of activities than the other youth who responded to the survey, which is another indicator that the NYVRP has been successful in connecting youth with prosocial activities.

#### **1.4.6 Need for the Program**

A Community Youth Survey was conducted with 100 youth and included an approximately equal number of youth from each community. In general, the survey results revealed that there is a continued need for programs like the NYVRP to address the high level of youth violence and gang-involvement in these communities. The self-reported delinquency rate among the survey respondents was more than six times higher than the national police-reported crime rates (5.4%) and more than twice as high as the provincial rates (17.1%; Statistics Canada, 2016). Gang involvement rates among the youth, their peer networks, and family members, as well as their victimization rates, were also at concerning levels. The domestic violence problems that the youth have to deal with, their low level of school attendance and success, lack of parental supervision, lack of opportunities for prosocial activities, and mistrust to police are some of the major risk factors behind their delinquent behaviours.

### **1.5 Lessons Learned**

#### **1.5.1 Program-related**

- Program delivery model modifications such as increasing the length of time youth can be enrolled in the program to 18 months and incorporating a ‘Phasing Out’ process were

needed to further support the youth in their healing journeys and to ensure that they were able to sustain any changes made upon exiting the program.

- It has been difficult to sustain the engagement and participation of community partners in the Oversight and Advisory Committees. The program has had to develop strategies, such as one-on-one agency meetings, to try to increase participation in these Committees.
- A dedicated core staff has been essential to ensuring the sustainability of the NYVRP over the past two years. A Lead HAWW has been appointed at each site to offer guidance and soft supervision to new staff.
- NYVRP staff were hired for their personal qualities and not for their formal education and experience. As a result, some of the HAWWs have poor computer skills and experience difficulties with completing the administrative components of their positions (e.g., completing paperwork, filling in the CDC tracking sheet). Increasing staff's administrative skills is an area that requires additional attention and training.
- It is difficult to rehire positions when there is staff turnover. The NYVRP would be well served by ensuring that its core staff are satisfied with their positions and are offered incentives to remain with the program until the end of the pilot project. It may also consider re-investing the salary dollars originally committed to the Project Manager position to hire administrative support in all three communities.
- Over the past year, it became clear that some form of staff coverage was needed when HAWWs were unavailable to meet with their clients. Relying on the program's network of Mentors and Elders has proven to be an effective strategy for providing this coverage.
- NYVRP staff are at high risk for burnout. Since the staff both live and work in these small communities, they are never really "off." Staff are also subjected to the effects of colonization on a regular basis, both through their jobs (by constantly hearing the stories of the youth they serve) and in their personal lives. Therefore, the NYVRP needs to provide staff and their families with adequate forms of support and debriefing to ensure that they are able to remain physically, mentally, and emotionally healthy and productive in their positions.
- A simplified risk assessment protocol relying on three easy-to-administer risk assessments (i.e., the YLS/CMI: SV, POSIT, and ACE-Q) has proven to be much more successful than the original risk assessment strategy wherein HAWWs were expected to complete the full version of the YLS/CMI with youth.
- The program is currently adhering to the "risk" principle of the Risk-Need-Responsivity framework. Additional attention needs to be paid to the "need" and "responsivity" principles by updating clients' case plans to reflect the risks/needs identified on the risk assessment tools and creating goals to help clients address those risks/needs.

- Overall, Core Teams have seen greater participation in Core meetings over the past year, suggesting that: a) a monthly meeting schedule is working well; and b) community agencies are finding some value in participating in the Core Team.
- Results from the Community Youth Survey, which included a small sample of NYVRP participants, suggested that the NYVRP has been successful with connecting its clients to cultural and prosocial activities, as NYVRP youth had greater involvement in these types of activities compared to the non-NYVRP survey respondents.
- The Community Youth Survey revealed a continued need for programs, such as the NYVRP, and suggested that there are more youth living in the community that may benefit from the program.
- Indigenous Services Canada has proven to be a promising agency to partner with to deliver mental health services to NYVRP youth using remote presence technology.
- The development of the NYVRP program database continues to be delayed and may not be finished in time to implement it prior to the end of the initiative.

### **1.5.2 Evaluation-related**

- It is necessary to have realistic expectations about the type and amount of data the NYVRP is capable of collecting to support the evaluation. While we strive to take a participatory approach in the evaluation, there are times where it may be unduly burdensome to the program (e.g., HAWWs, MOPO) to enact this approach. Therefore, the amount of data being collecting should be balanced with the available capacity to collect that data.
- The evaluation team should be careful to not overwhelm the HAWWs by asking them to participate in more than one evaluation activity at a time. We had asked the HAWWs to hand out NYVRP Participant and Parent surveys, as they had pre-existing relationships with these groups; however, this occurred at the same time staff were preparing their casefiles for review. Thus, they did not have enough time to assist with both activities.
- The risk assessment data being collected is not necessarily suited for pre-/post-test analysis. In 2018-19, many of the youth had been in the program for several months at the time that the risk assessments were completed with them. Further, many of the YLS/CMI: SVs and POSITs were not dated; therefore, we cannot tell when these assessments were completed in relation to a youth's tenure in the program.
- Entering into data sharing agreements with the RCMP, PBCN Education—Pelican Narrows, and Northern Lights School Division has proven to be more difficult than we had anticipated. The RCMP and the University have different philosophies about whether the two parties should be entering into a legally binding agreement. In addition, the RCMP has indicated that it is necessary to seek permission from the Court before data will be shared with the evaluation team. With respect to entering into agreements with

PBCN Education—Pelican Narrows and Northern Light School Division, it has been difficult to make contact with the individuals identified as having authority to discuss (and sign) the agreements drafted by the university.

## 1.6 Recommendations

The NYVRP has had many successes over the first four 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 final year of the initiative.

### 1.6.1 Program Delivery Recommendations

#### Oversight and Advisory Committees

1. Continue to develop strategies to engage community partners to increase their participation and attendance rates in Oversight and Advisory Committee meetings. Offering another regional workshop (similar to the kick-off workshop in Baker's Narrows) may be one way of generating excitement for the NYVRP.

#### NYVRP Program Delivery

2. Continue completing the YLS/CMI: SV, POSIT, and ACE-Q with all youth enrolled in the NYVRP. Offer staff a brief training session on how to score the YLS/CMI: SV, as some staff were not scoring this instrument correctly. In addition, encourage staff to document the date each assessment is completed to ensure it is possible to determine how long the youth were in the program at the time the assessment was conducted.
3. Update the care plans developed for each youth to ensure that each risk factor identified as "high risk" on the YLS/CMI: SV and POSIT is identified as a risk/need on the care plan. In addition, ensure that each risk/need has a corresponding goal/plan to address it. Utilizing the risk assessment information to develop or refine the youth's care plans would allow for better adherence to the "need" and "responsivity" principles of the RNR model.

#### Staffing and Training

4. Develop a program manual to ensure that new and existing staff have a clear document outlining the program delivery model to guide their work.
5. Fill the administrative assistant position allocated to the NYVRP to offset some of the administrative duties placed on the MOPO and HAWWs. Consider reallocating some of the salary dollars originally budgeted for the Project Manager position to hire administrative support in each of the communities to offset staff's workload in this area.

6. Create specific shifts for HAWWs wherein they oscillate between working directly with the youth and completing their administrative duties. This would help prevent HAWWs from falling behind on their administrative work.
7. Provide staff with limited computer skills with training in this area (e.g., training on how to type, how to use Microsoft Word and Excel).
8. Continue to invite Mentors and Elders to provide staff coverage and conduct check-ins with the youth when HAWWs are unavailable.
9. Continue to provide HAWWs (and their families) with the supports they require to remain healthy and productive in their positions to avoid staff burnout and further staff turnover.
10. Consider offering NYVRP staff an incentive to remain with the program until the end of March 2020 to ensure the continuity of services up until the end of the pilot project.

### **1.6.2 Evaluation Recommendations**

11. Reconsider the extent to which HAWWs can realistically be involved in evaluation activities and ensure that HAWWs are not asked to participate in multiple evaluation activities simultaneously (e.g., preparing casefiles for review at the same time they are asked to assist with survey administration).
12. Devise a strategy for disseminating the NYVRP Participant and Parent Survey that limits the amount of time HAWWs are involved in this activity to avoid unduly burdening them.
13. Develop a strategy to ensure that evaluation data for the 2019-20 year is provided to the evaluation team before the NYVRP ends on March 31, 2019. This includes relevant program documents and meeting minutes, casefiles, and cost information for the cost analysis.
14. Enter into data sharing agreements with the RCMP, PBCN Education—Pelican Narrows, and Northern Lights School Division to acquire police and school data for the impact evaluation. Contact more senior-level representatives in PBCN Education—Pelican Narrows and the Northern Lights School Division to discuss the data sharing agreements

## **1.7 Conclusions**

The results of the 2018-19 NYVRP process evaluation have been mixed, revealing areas where the program is performing well, as well as areas where challenges have been encountered and improvements are required. Overall, there is evidence that the NYVRP is targeting the appropriate clientele and offering a wide range of supports to their clients. Further, it is clear

that, as staff become more experienced with the program delivery model, they are also becoming more adept at adhering to it. In particular, the increased number of risk assessments in 2018-19 reflect one of the program's greatest accomplishments over the year. Moving forward, the program will need to turn its attention to using those risk assessments to inform care plans for the youth. It will also need to continue to work on increasing engagement in its Oversight and Advisory Committees and attending to issues related to staffing, especially to ensure that staff have the supports and resources needed to protect their physical, emotional, and mental wellbeing.

## 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, now called the Ministry of 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 (YVRP) 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 Corrections and Policing to complete a formative, process, and impact evaluation of the NYVRP. The current report presents the findings of the process evaluation and examines program delivery during the fourth year of the project (April 1, 2018 to March 31, 2019). Specifically, this component of the evaluation is intended to help the NYVRP examine how the program is functioning, including what is working well, challenges encountered, areas for improvement, satisfaction with the NYVRP, program reach, and any modifications made to the program delivery model.



A formative evaluation was previously conducted and spanned the first three years of initiative (April 1, 2015 to March 31, 2018; see Jewell, Mulligan, & Wormith, 2019); it examined the planning and processes required to establish the NYVRP, as well as the initial implementation of the initiative. The findings from the formative evaluation were used to inform and enhance the NYVRP during 2018-19. An impact evaluation will be conducted during the final year of the program to determine the extent to which the NYVRP is able to lead to its 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 achievement intermediate and long-term outcomes.

## 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 (MCRHR, 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.<sup>1</sup> These services include a youth centre, five different camps<sup>2</sup>, 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.

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<sup>1</sup> 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.

<sup>2</sup> 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 is 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 4<sup>th</sup> and 6<sup>th</sup> highest crime severity indexes (CSIs) in the province, respectively, and the 3<sup>rd</sup> and 6<sup>th</sup> 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, probation officers, 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 draws 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 used to identify youth for the program, including arrests for drug offences, a history of gun-related charges, convictions for other violent crimes, 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 Corrections and Policing 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 Corrections and Policing 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: Screening Version (Hoge & Andrews, 2013), 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 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 focuses 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 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 Manager of Program Operations (MOPO; formerly called 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, the RCMP, or an affiliated community-based agency (e.g., the local school or health centre). 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 following 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 MOPO 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**

##### ***Original Risk Assessment Protocol***

The risk assessment tools and processes employed by the NYVRP have changed over time. Initially, it was intended that adjudicated NYVRP participants referred by Corrections would be assessed by Corrections using the *Level of Service Inventory–Saskatchewan Youth Edition (LSI-SK)* or the *Saskatchewan Primary Risk Assessment (SPRA)*; an adult risk assessment tool). 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) were to be completed by Corrections staff and the results 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) was to be 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 grouped into eight sections, known as the Central Eight. It is intended for use with youth who are between the ages of 12 to 18 years to predict their risk of recidivism.

### ***Revised Risk Assessment Protocol***

Throughout the first year of program delivery, the NYVRP encountered numerous challenges with completing risk assessments for both the corrections- and community-referred youth to the program (Jewell et al., 2019). At the community level, staff's level of education and comprehension of the YLS/CMI (due, in part, to language barriers) 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. As a result, very few youth were assessed for risk during the first year of the program, let alone at the time of referral. Given these findings, and based on recommendations from the formative evaluation, it was decided that NYVRP staff would complete a Screening Version of the YLS/CMI (i.e., the YLS/CMI: SV; Hoge & Andrews, 2013) for all youth upon referral to the program. This would allow for preliminary information about the risk level of all referrals to be obtained to inform whether the youth meets the eligibility criteria of high risk. It would also eliminate the need for both Corrections and NYVRP staff to complete a full assessment on the youth in a short-time frame. However, this procedure was enacted with the expectation that Corrections would still share any completed risk assessments with the NYVRP and the NYVRP would complete full YLS/CMI assessments for youth whose risk levels warranted further clarification (e.g., youth screened as moderate risk).

The YLS/CMI: SV is an 8-item scale that is derived from the 42-item YLS/CMI (Hoge & Andrews, 2013). The eight items correspond to the Central Eight, including: a) history of conduct disorder; b) current school or employment problems; c) criminal friends; d) alcohol and drug problems; e) leisure/recreation; f) personality/behaviour; g) family circumstances/parenting; and h) attitudes/orientation. Scores on the scale may range from 0 to 8, and recent research (Campbell et al., 2014; Chu, Yu, Lee, & Zeng, 2014) suggests using the following score cut-offs to determine risk ratings: scores of 0 to 2 = low risk; scores of 3 to 5 = moderate risk; and scores of 6 to 8 = high risk. Further, Campbell et al. (2014) assessed the validity of the YLS/CMI: SV with a large sample of juvenile offenders ( $n=558$ ) and found that the short version is a valid indicator of risk for offending. Both the original and shortened version of the YLS/CMI significantly predicted 2-year recidivism for juvenile offenders.

In addition to completing the YLS/CMI: SV upon referral, it was also decided that all youth in the program (i.e., both corrections and community referrals) would be administered the Problem

Oriented Screening Instrument for Teenagers (POSIT). During the first year of program delivery, use of the POSIT was optional; however, given the uptake of this instrument among HAWWs and general ease of administration, it was recommended in the formative evaluation that it be completed with all youth. The POSIT is designed for youth between the ages of 12 to 19 years and consists of 139 yes/no questions. It identifies 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 and can be scored using a computer program<sup>3</sup>. Further, the validity and reliability of the POSIT has been well documented in the literature (Knight, Goodman, Pulerwitz, & DuRant, 2001).

Finally, following the first year of program delivery, it was decided that a third tool would be introduced into the suite of assessments completed with youth upon referral: the Center for Youth Wellness Adverse Childhood Experience – Questionnaire (CYW ACE-Q) – Teen version (Harris & Renschler, 2015). It was observed by the NYVRP project management team that youth enrolled in the program have experienced a considerable amount of trauma and that a tool such as the ACE-Q would be helpful in documenting these experiences. Following a review of existing ACE instruments completed by the evaluation team (Bethell et al., 2017; Oh et al., 2018), together with the NYVRP project management team, it was decided that the CYW ACE-Q would be slightly modified for use with the NYVRP (i.e., instructions specific to NYVRP staff were included directly on the form and the formatting was changed slightly).

The ACE-Q consists of 19 items covering three types of adverse childhood experiences including: 1) abuse (physical emotional, and sexual); 2) neglect (physical and emotional); and 3) household dysfunction (mental illness, incarcerated relative, mother treated violently, substance abuse, and divorce). The first set of 10 items of the scale reflect what is considered the 10 traditional ACEs, while the second set of 9 items constitute additional early life stressors that may be experienced by children or youth. Individuals with scores  $\geq 4$  should be referred to appropriate treatment for their symptoms/history. Notably, studies on young offenders use ACE scores of six and higher as an indicator of being at higher risk of offending (Baglivio et al., 2015).

### ***Risk, Need, Responsivity***

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 in which treatment is needed, 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

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<sup>3</sup> <http://positpc.com/>

a way that best matches an offender's ability and learning style. The tools employed in the NYVRP should help the HAWWs and MOPO 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 risk assessment tools employed in the NYVRP are only predictive of general recidivism; that is, they are not intended to predict the likelihood of a violent offense (Andrews & Bonta, 1995; Patrick, Orton, & Wormith, 2013).

### ***Role of the Evaluation Team***

The evaluation team has supported the NYVRP project team with the risk assessment process throughout the initiative. For instance, both the YLS/CMI and POSIT, and later the YLS/CMI: SV, were adopted for use in the program upon the recommendation of the Principal Evaluation Investigator. The evaluation team also supported the selection of the specific ACE tool used in the NYVRP. Finally, the evaluation team has been available for consultation to discuss and address issues that have emerged in relation to using the risk assessments. In fact, the evaluation team has played an active role in developing strategies for increasing the use of risk assessments in the NYVRP.

## **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 supporting case plans and goals. Case management for "at risk" youth is the responsibility of the MOPO. The Core Team further clarifies or establishes 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 share the responsibility of supervising the HAWWs. The Agency Supervisor and Project Manager coordinate regular staff meetings will include the MOPO. The Agency Supervisor also participates in Advisory Committee meetings as often as possible to stay updated on program and staff activities.
2. **Ministry of Corrections and Policing:** 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. The Project Manager position has been vacant since February 2019 and the program does not plan to fill the position for the remainder of the initiative.
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 Manager of Program Operations (MOPO; formerly called the Health and Wellness Coordinator):** collects community referrals for assessment by the Core Team and may participate in initial intake meetings with Community Corrections. The MOPO 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 MOPO is responsible for conducting program file audits and implementing/adjusting service standards as needed based on data analysis. Following January 2019, the MOPO also took on some of the roles of the Project Manager (e.g., coordinating Advisory and Oversight Committee meetings and liaising between NYVRP affiliated agencies; developing, communicating and ensuring adherence to, protocols, procedures and guidelines relating to NYVRP service delivery).
8. **Health and Wellness Workers (HAWWS):** 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 MOPO (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 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 mental health therapists available through Indigenous Services Canada.<sup>4</sup>

#### **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;
- Unless otherwise worked out with their HAWW co-worker or the MOPO, 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 MOPO 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 were originally provided a longer engagement period to provide the Corrections Worker with additional time to complete a risk assessment (i.e., LSI-SK or SPRA) of the youth. During

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<sup>4</sup> 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).

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., YLS/CMI: SV, POSIT, ACE-Q) 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 discuss each consented youth at the next scheduled Core meeting and discuss each youth at every monthly Core meeting thereafter. Initially, HAWWs were expected to schedule a Core Intake Meeting 7 to 10 days after the intake and assessment process were completed, with follow-up meetings occurring every 7 to 10 days. However, this schedule was deemed to burdensome by the participating agencies and it was decided soon after program delivery began that meetings would be scheduled on a monthly basis (Jewell et al., 2019).

### **4.3.3 Staff Expectations**

To ensure adherence to the service delivery standards outlined above, staff are expected to participate in weekly or bi-weekly conference calls with the Project Manager, MOPO, 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 Corrections and Policing Manager) completes Performance Monitoring and Assessment (PMA) reports that capture aggregated data for all three communities.<sup>5</sup> 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

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<sup>5</sup> 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.

participation. Parts two and three of the PMA report are delivered on a bi-annual basis throughout the duration of the project.<sup>6</sup>

Lastly, an Information Management System database is currently under development through the leadership of the Ministry of 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).




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<sup>6</sup> 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"> <li>• NYVRP Staff</li> <li>• NYVRP Project Manager</li> <li>• Ministry of Corrections and Policing: Community Safety and Well-being Staff and Custody Supervision and Rehabilitative Services</li> <li>• RCMP</li> <li>• PBCN Pelican Narrows Administration</li> <li>• PBCN Deschambault Lake Admin</li> <li>• PBCN Sandy Bay</li> <li>• Northern Village of Sandy Bay (municipal)</li> <li>• Local stakeholders</li> <li>• NCPC Funding and Support</li> <li>• Local Radio</li> </ul>	<ul style="list-style-type: none"> <li>• Staff training and support</li> <li>• Develop MOU between Agencies</li> <li>• Info sharing agreements signed</li> <li>• Develop/maintain quarterly Oversight Committee</li> <li>• Develop and Maintain Local Advisory Committees</li> <li>• Develop and Maintain Core Teams</li> <li>• Public recognition of NYVRP mentors and community role models</li> <li>• Public service announcements for developing mentors</li> <li>• NYVRP staff complete asset mapping in communities</li> <li>• Staff and Cross Training Opportunities</li> <li>• Radio Announcements for NYVRP</li> </ul>	<ul style="list-style-type: none"> <li>• Percentage of staff trained in Core Training</li> <li>• Rate of operational standards adhered to for worker/client safety, effective case management</li> <li>• Info sharing Agreements signed between stakeholders</li> <li>• Number of Core meetings involving RCMP and Corrections</li> <li>• Number of Core Meeting participants on a weekly basis</li> <li>• Number of Oversight meetings held</li> <li>• Number of regional stakeholders represented at quarterly Oversight Meetings.</li> <li>• Number of community stakeholders represented at monthly Advisory Meetings</li> <li>• Number of volunteers involved w/ programs / clients i.e. Elders, extended family, community</li> </ul>	<ul style="list-style-type: none"> <li>• Staff satisfaction w/ jobs</li> <li>• Increase in formal service integration</li> <li>• Increase in community cooperation w/ policing</li> <li>• Increase in perception of safety</li> <li>• Increase community involvement/mentorship to address gangs and violence</li> <li>• Increase in volunteerism and natural community resources re: Language retention, traditional customs and lifestyles, addressing risk/needs</li> <li>• Increase in family participation in community activities</li> <li>• Community is sharing “personal gifts” with youth</li> </ul>	<ul style="list-style-type: none"> <li>• Staff retention</li> <li>• Sustained agency collaboration</li> <li>• Community capacity to deal with youth violence and gangs</li> <li>• Sustained linkages between community agencies, RCMP and Corrections</li> <li>• Sense of belonging as community members</li> <li>• Community empowerment</li> <li>• Effective/successful NYVRP services</li> </ul>

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

### **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 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 is taking 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 was completed in March 2019 (Jewell et al., 2019).

Second, a process evaluation was conducted during the fourth year of the initiative (April 2018 to March 2019) to continue monitoring the delivery of the NYVRP. The current report presents the findings of this process evaluation. Additional process evaluation activities will be conducted in the final year of the program (April 2019 to March 2020) and presented in the final evaluation report.

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 the final evaluation 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 twofold. 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 based on these findings were developed with the intention that they would 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 focuses on monitoring program processes annually over the last two years of the NYVRP. As is standard for most process evaluations, it examines whether the NYVRP is being implemented as intended, assesses whether activities and operations are functioning effectively, and identifies 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 is assessed. Such data is instrumental in understanding why the NYVRP is or is not achieving its intended goals and its fidelity to the intended service delivery model. It also offers insight into

how the program can be refined or its effectiveness can be enhanced. Evaluation questions 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 does the governance structure support or impede the project? How well do project delivery staff work with community partners?
3. 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?
4. How well does the NYVRP adhere to the principles of risk, need, and responsibility?
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. What factors assist in the implementation of the program activities? What factors serve as barriers? What gaps in service delivery exist?
9. How satisfied are the youth, staff, and other stakeholders with the NYVRP?

### 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 2019-20). Therefore, the ability to assess the outcomes of any program participants involved in the final year of the program will be limited to pre/post data. The ability to collect 12-month follow-up data from 2018-19 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, both the formative evaluation and process 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 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. We have also sought, and will continue to seek, their feedback and participation in planning the evaluation, 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 Corrections and Policing, including Community 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.

Most recently, in planning the process evaluation, we have taken direction from the NYVRP's project stakeholders, including representatives on the local Advisory Committees, the Oversight Committee, and the Evaluation Advisory Committee. For instance, program stakeholders requested that a community youth survey be completed to gauge the level of need for the NYVRP in the three communities more generally. In addition, community stakeholders specifically requested a parent survey be conducted to explore parents' perceptions of the program. As a result, we integrated both of these surveys into our data collection strategy. Further, we have worked closely with the NYVRP project management team when developing all surveys employed in the evaluation to ensure that the questions included were of relevance to the communities (and culturally sensitive). Finally, we have included the HAWWs in the data collection process, as we recognize the First Nation communities are relational, and that HAWWs have the relationships with the youth and parents we hope to reach with the surveys.

In closing, 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 were 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. Detailed methods for this evaluation can be found in the formative evaluation report (Jewell et al., 2019).

### **6.1.2 Process Evaluation Design**

The process evaluation also employs a mixed-methods design, involving a combination of qualitative and quantitative data. The primary objective of the process evaluation is to understand how the NYVRP is functioning on an annual basis to identify aspects of the program that are operating well and areas that could be improved. In the current process evaluation, three surveys were developed to assess the need for the NYVRP and satisfaction with the program, including a) a) community youth survey; b) NYVRP participant survey; and c) parent survey. Observation, a document review, and a casefile/database review were also employed as data collection methods. In the "Year 5" process evaluation, it is anticipated that the following data collection methods will be employed: a) interviews with key stakeholders (e.g., program staff and project partners); b) document and database review; and c) observation.

### **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 Process Evaluation Participants

#### *Community Youth Survey*

The Community Youth Survey was completed by a total 100 youth, including 25 youth from Deschambault Lake, 34 from Sandy Bay and 41 from Pelican Narrows. The majority of survey respondents were female (61%). In addition, most youth identified as heterosexual/straight (82.8%); the remaining youth identified as bisexual (10.8%), gay (1.1%), lesbian (1.1%), two-spirit (1.1%) or other (3.2%). Respondents ranged in age from 12 to 27 years and had a mean age of 18 years.

#### *NYVRP Participant Survey*

Unfortunately, the NYVRP participant survey was not administered as planned during this reporting period. It was hoped that the HAWWs could distribute the surveys to their clients during the month of August; however, they did not have time for this activity in the midst of their other responsibilities. We will conduct the participant survey during the final reporting period (2019-20) and include the results in the final evaluation report.

#### *Parent Survey*

Unfortunately, the NYVRP parent survey was not administered as planned during this reporting period. It was hoped that the HAWWs could distribute the surveys to the parents of active NYVRP participants during the month of August; however, they did not have time for this activity in the midst of their other responsibilities. We will conduct the parent survey during the final reporting period (2019-20) and include the results in the final evaluation report.

#### *Casefiles and Database Review*

A casefile and database review was conducted to gather information about the NYVRP clients. Limited information about 133 youth was available in the Community Data Collection Tracking Sheet (i.e., the program's temporary database). Casefiles were available for 73 clients.

## 6.3 Data Collection Methods

The data collection methods used in the current process evaluation are described in detail below. Methods related to the formative evaluation are described in detail in the formative evaluation report (Jewell et al., 2019). Methods used in latter phases of this evaluation (i.e., the "Year 5" process evaluation and impact evaluation) will be described in subsequent reports.



### **6.3.1 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:

- Performance Monitoring and Assessment (PMA) reports
- Meeting minutes (e.g., from Advisory, Oversight, and Evaluation meetings)
- Program forms and templates
- Events NYVRP has been involved in or arranged for youth
- Staff training/orientation materials

### **6.3.2 Database and Casefile Review**

Participant-level data was analyzed through a database and casefile review. 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.

### **6.3.3 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.

### **6.3.4 Community Youth Survey**

The Community Youth Survey was intended to help the NYVRP understand the extent to which there is a need for the program in the three communities currently served by the program (i.e., Deschambault Lake, Pelican Narrows, and Sandy Bay). Specifically, the survey consisted of 73 self-report questions, which were largely adapted from an instrument developed by Hennigan et al. (2014) to measure risk factors associated with gang involvement. The items on Hennigan et al.'s and, therefore, the community youth survey, loosely map onto the central eight, and asked about the following experiences and beliefs:

- Delinquency and gang involvement
- Substance abuse
- Antisocial/prosocial tendencies and behaviours
- Criminal thinking
- Gang involvement in their families
- Peer delinquency
- Negative peer influences

- Involvement in prosocial activities
- Parental supervision
- School attendance and success

The surveys also included two open-ended questions asking respondents to comment on: “What is affecting kids your age right now?” and “What can be done to help kids your age?”. Finally, three demographic questions were asked to determine the respondents’ gender, age, and sexual orientation.

These paper-based surveys were tailored for each community and administered in-person by HAWWs at community events occurring in all three communities between May 28 to June 30, 2019. For instance, surveys were disseminated at Treaty Day celebrations occurring in all three communities. HAWWs were available to assist respondents with any questions or words they did not understand and to provide respondents with support if they required debriefing following their participation in the surveys. Everyone who completed the survey was entered into a draw for a \$50 gift card to Walmart (one draw was held per community). See Appendix B for a sample survey.

### **6.3.5 NYVRP Participant Survey**

The NYVRP Participant Survey was designed to explore the NYVRP youth’s satisfaction with the program. It is a paper-based survey that consists of 17 questions asking about different elements of the program. Specifically, it asks youth:

- Why they joined the program
- How much they like the NYVRP
- What they like the most and the least about the NYVRP
- How the NYVRP has helped them
- What community programs they have been connected with through the NYVRP
- Their satisfaction with receiving mental health services by remote presence technology
- Whether they have been connected with a mentor or Elder
- How many supports they have in their life
- What they need to feel ready to graduate from the NYVRP
- How the NYVRP can be improved

The survey was tailored to each community. No incentive was offered for the completion of this survey.

It was intended that the HAWWs would hand out the surveys to each of their clients during the month of August, but the HAWWs were not able to due to feeling overwhelmed with their other responsibilities. We plan to work with the NYVRP project management team to develop another strategy for administering the surveys in 2019-20. See Appendix C for a sample survey.

### 6.3.6 NYVRP Parent Survey

The NYVRP Parent Survey was intended to explore parents' perceptions of the program and how it has helped their children. It is a paper-based survey that consists of 15 questions asking about the program, as well as parents' involvement in it. Specifically, it asks parents about:

- The main reason their child was referred to the program
- The ways in which the NYVRP works with their child
- Examples of how they have helped their child be successful in the program
- Their attendance at meetings with their child
- Other ways they would like to participate in the NYVRP
- How their child has changed since joining the NYVRP
- How the NYVRP has helped them personally
- How much they like the NYVRP
- What they like and dislike about the NYVRP
- How the NYVRP can be improved

The survey was tailored to each community and parents who completed the survey were eligible to enter a draw for one of three good food boxes (per community).

It was intended that the HAWWs would hand out the surveys to each of their clients' parents during the month of August, but the HAWWs were not able to due to feeling overwhelmed with their other responsibilities. We plan to work with the NYVRP project management team to develop another strategy for administering the surveys in 2019-20. See Appendix D for a sample survey.

## 6.4 Data Analysis Methods

All qualitative data collected through the surveys, document review, and observation were analyzed using thematic analysis (Braun & Clark, 2006). Thematic analysis involves the systematic identification of recurring themes and patterns in text (Boyatzis, 1998), which emerge when similar words or content is expressed within and across data sources. 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 surveys and casefile/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 data obtained through the surveys was analyzed independently of any data obtained from the document review, casefile/database review, and observation. Following this independent analysis, themes that converged or diverged across the various data sources were then integrated and presented together in response to the specific Evaluation Question they answered, as all 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, 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 Corrections and Policing representatives, NYVRP program staff, and Evaluation Advisory Committee members) will be asked to reflect upon the results, which will also enhance the validity of the findings (Patton, 2015). Finally, triangulation in the themes that emerged from each data collection method (i.e., surveys, document review, casefile 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 casefile and database review was compromised by missing data. For instance, casefiles, including referral forms for youth who did not consent to participate, were unavailable for 60 youth. Therefore, for these youth, data from the CDC Tracking Sheet had to be relied upon and could not be verified against the original source materials. Some errors were detected in the CDC sheet for youth who had casefiles; therefore, it is unknown the extent to which the CDC data was accurate for these 60 youth. 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.

For the document review, it was not possible to obtain meeting minutes for Advisory Committee meetings that occurred in 2018-19. In addition, we were not able to locate a copy of the PMA report covering January 1 to March 31, 2019. Similarly, we were unable to acquire detailed information about the program's costs to conduct a cost analysis.

A limitation of the Community Youth Survey is that we do not know how representative the survey responses obtained are of the youth populations in Deschambault Lake, Pelican Narrows, and Sandy Bay. It is possible that the youth who completed the survey are different in some ways than the youth who opted not to participate in the survey. Similarly youth who attended the community events where the surveys were administered may be different than those who did not attend. In addition, the open-ended questions included on the surveys tended to general thoughts. In the future, the wording of these types of questions should be re-considered to encourage respondents to provide more specific answers.

## 7. FORMATIVE EVALUATION FINDINGS AND INTERPRETATION

The formative evaluation 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

A summary of the key findings derived from this formative evaluation are included in this section. Detailed findings are available in the formative evaluation report (Jewell et al., 2019).

### 7.1 Formative Evaluation Findings

#### 7.1.1 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.

#### 7.1.2 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 were affected by a lack of commitment and inconsistent participation by some partner agencies. In addition, neither committee was used to their fullest potential and the frequency of meetings for both committees had to be reduced.

### **7.1.3 Adapting the YVRP and RIAP Models**

In addition to the 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.

### **7.1.4 Adherence to Risk, Need, Responsivity Principles**

The completion of risk assessments was 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.

### **7.1.5 Adherence to the Program Delivery Model**

Overall, the NYVRP was largely being implemented in line with its program delivery model. The data available indicated that HAWWs had 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 were also readily available to the youth whenever needed, including on evenings and weekends. Further, the NYVRP was 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 were involved in the program (when they are willing to participate), as well as Mentors and Elders. Moreover, an individualized, strengths-based approach was taken to developing and implementing care plans for youth.

One of the difficulties encountered in delivering the NYVRP was that, because few risk assessments have been completed, care plans were not necessarily informed by an empirical risk assessment and approximately 30% of the youth did not seem to have a care plan. In addition, Core Team meetings 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 was challenging for staff to complete the requisite paperwork and the casefiles were not as comprehensive and accurate as they could be.

### **7.1.6 Community Strengths and Obstacles**

The communities involved in the NYVRP were 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 affected the NYVRP was a diminishing interest to participate in the NYVRP's Oversight Committee, Advisory Committees and Core Teams. Another community-level barrier was the general lack of mental health and addictions services available in the north.

### **7.1.7 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 was difficult for the program to fill HAWW positions following staff turnover. That being said, one of the greatest strengths of 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. 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) 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.

## **7.2 Formative 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.

## **7.3 Lessons Learned from the Formative Evaluation**

### **7.3.1 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 developed 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.

### **7.3.2 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.

#### **7.4 Recommendations from the Formative Evaluation**

The following recommendations were offered to the NYVRP to guide the initiative in the future. The recommendations marked with an asterisk (\*) were implemented in 2018-19.

#### **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 NYVRP 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 NYVRP (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. \*

### **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.

## 7.5 Conclusions

The results of the formative evaluation of the NYVRP were mixed, revealing areas where the program was performing well, as well as areas where challenges were encountered and improvements were 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 was 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.

## 8. PROCESS EVALUATION FINDINGS AND INTERPRETATION

### 8.1 Adapting the YVRP and RIAP models

#### 8.1.1 Evaluation Questions

- To what extent is the model implemented as intended? What changes, if any, occurred and why?

#### 8.1.2 Indicators

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

#### 8.1.3 Data Sources

- Document Review
- Observation

#### 8.1.4 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)

### ***Modifications to the NYVRP Program Delivery Model in 2018-19***

Over the past year, a handful of additional modifications were introduced to the NYVRP program delivery model to enhance the functioning of the NYVRP, including extending the length which youth can be involved in the program, introducing a “phasing out” process, changing the risk assessment tools and protocols, introducing intake forms, and making policy changes related to staffing.

**Extending the length of program duration.** In 2018-19, following the recommendations from the formative evaluation, the NYVRP project management team decided to extend the maximum length of time that youth can be enrolled in the program from 12 months to at least 18 months. According to the program staff, the amount of time it takes for healing to occur is different for each individual and, as a result, it was difficult for some youth to heal and complete the program within the original 12-month timeframe. The speed at which youth are able to complete the NYVRP depends on a number of factors, such their ability to identify natural supports and the involvement of agencies, frontline workers, and parents in assisting the youth work towards continued positive growth. Further, the program recognized that some youth enrolled in the NYVRP have been affected by HAWW positions that experienced turnover. In these situations, it was believed that youth should stay in the program for longer than 12 months as they did not receive the full level of programming that youth with a consistent HAWW received.

**Introduction of the phasing out process.** In addition to increasing the length of time youth can be enrolled in the program, a “phasing out” process was introduced to help the youth maintain the positive changes that occurred through their involvement in the program and to prevent relapse once they start transitioning out of the program. The phasing out process occurs in three steps wherein supports are slowly withdrawn from the youth to allow them to get used to functioning without the program: 1) At the 75% level, HAWWs visit the clients twice a week (a one-on-one visit and a group based activity); 2) At the 50% level, there are two visits per week (a check-in and a one-on-one visit); and 3) At the 25% level, there is only a one-on-one visit. After this, it is expected that youth will be ready to completely transition out of the program; however, they are able to contact the HAWWs in the future should they so desire. Further, to help the youth remain connected with program (and to maintain their positive outcomes), the NYVRP is considering developing a peer mentorship program for graduates to mentor other youth in the program.

**Intake forms and involvement summary forms.** In the spring of 2018, the NYVRP project management and evaluation teams jointly identified a need to have additional information about clients at intake (in part, to compensate for the length of time it was taking for HAWWs and corrections staff to complete risk assessments with clients). In order to fill this need, the evaluation team developed an intake form for HAWWs to complete with all NYVRP youth upon their consent. The intake form collects information about clients' personal information, their referral criteria, education and training, employment and essential skills, life skills, spiritual and cultural connections, financial and legal status and history, housing status and history, family and social connections, physical and mental health conditions and management, and sport and recreational activities. HAWWs started to use the intake forms in the fall of 2018.

At the same time that intake forms were developed, involvement summary forms intended to be completed with NYVRP youth at the conclusion of their time in the program were also developed. To our knowledge, the involvement summary forms have not yet been implemented.

**Changes in the risk assessment tools and procedures.** As outlined in the section 4.1.2, some changes to the risk assessment tools and procedures employed by the NYVRP were introduced in 2018-19. Briefly, many barriers to implementing the risk assessment protocol, as it was originally designed, were encountered during the first year of program delivery, which resulted in very few YLS/CMI and LSI-SKs/SPRAs being completed with community-referred and corrections-referred youth, respectively. At the community level, staff's level of education and comprehension of the YLS/CMI (due, in part, to language barriers) 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. Due to these difficulties, the formative evaluation recommended that the YLS/CMI: Screening Version (YLS/CMI: SV) be used with all youth referred to the program, regardless of their referral source, to assess their risk level. Based on this recommendation, in January 2019, the NYVRP adopted this procedure wherein the YLS/CMI: SV was to be completed with all clients referred to the NYVRP. However, it was still expected that Corrections would share any LSI-SKs or SPRAs they complete for NYVRP youth with the program and that the NYVRP would complete full YLS/CMI assessments for youth whose risk levels warranted further clarification (e.g., youth screened as moderate risk). It should also be noted that the introduction of the YLS/CMI: SV eliminated the need for staff to complete a certification process for conducting the full version of the YLS/CMI. Instead, the assessments are to be reviewed for accuracy and completeness during the annual casefile audit already built into the NYVRP program delivery model.

Following the positive uptake of the POSIT during 2017-18 due to its ease of administration (it is 139 yes/no questions), it was also recommended in the formative evaluation that POSITs be completed with all youth enrolled in the NYVRP. Accordingly, the NYVRP made POSITs mandatory in January 2019. Further, the evaluation team identified a computer program (i.e., POSIT PC2) that could help the staff score the POSITs, as they struggled with scoring the POSITs in 2017-18. The HAWWs have successfully adopted this practice, and all POSITs shared with the evaluation team in 2018-19 were scored using the POSIT PC2 program.

Finally, in 2018-19, the NYVRP project management team recognized that the youth enrolled in the NYVRP all have histories of trauma that would be helpful to document in a standardized manner to inform programming. Following the evaluation team's review of existing instruments designed to measure adverse childhood experiences (ACEs; Bethell et al., 2017; Oh et al., 2018), together with the NYVRP project management team, it was decided that the Center for Youth Wellness Adverse Childhood Experience – Questionnaire (CYW ACE-Q) – Teen version (Harris & Renschler, 2015) would be slightly modified for use with the NYVRP (i.e., instructions specific to NYVRP staff were included directly on the form and the formatting was changed slightly). The ACE-Q was introduced in January 2019 and was to be completed with all youth enrolled in the NYVRP.

**Changes to staffing models.** In the past year, there have also been a few modifications to the staffing model employed by the NYVRP. First, the Health and Wellness Coordinator (HAWC) who is primarily responsible for providing clinical oversight is now the Manager of Program Operations (MOPO). Second, following the departure of the Program Manager in January 2019, it was decided that this position would not be filled. Therefore, there are now only seven staff positions affiliated with the NYVRP: the MOPO and 6 HAWWs. Third, the concept of having a “Lead HAWW” at each site was introduced. The intention behind appointing a Lead HAWW was to have this person help guide and offer ‘soft’ supervision to new hires. It is also up to the Lead HAWW to change the care plan when the MOPO is unavailable. Finally, upon hiring a HAWW in Sandy Bay who is a young adult himself, it was decided that HAWWs who are young adults will only be allowed to work with youth 18 years of age and younger to ensure that they will not be working with youth from their own peer group.

### 8.1.5 Interpretation

Overall, in 2018-19, the NYVRP continued to follow the basic structure of the YVRP and RIAP models. Further, several of the modifications introduced to the program delivery model over the past year enhanced its ability to apply these models operationally. For instance, an important feature of the NYVRP (as informed by the RIAP model) is the use of an empirical risk assessment tool. The formative evaluation revealed that few risk assessment tools were completed by either HAWWs or Corrections for youth enrolled in the NYVRP in 2017-18, suggesting that, initially, the program was not following this aspect of the program delivery model very closely (Jewell et al., 2019). Therefore, the program's decision to modify the risk assessment process to conduct the YLS/CMI: Screening Version, POSIT, and ACE-Q with all youth enrolled in the program, regardless of referral source, enhanced the NYVRP's ability to use risk assessment tools to determine the risk level of consented youth and develop individualized case plans to address their identified risks/needs (see Section 8.4 for results pertaining to adherence of the new risk assessment protocol).

Extending the length of time youth can be enrolled in the program from 12 to 18 months and introducing a “Phasing Out” process also constituted modifications to the program delivery model that ultimately allowed the NYVRP to function more in line with its overarching theoretical model. Specifically, the YVRP model and RIAP models both emphasize a focus on support and rehabilitation in addition to supervision and surveillance. Thus, recognizing that youth heal at different paces and allowing some flexibility in the length of time they can stay in



the program by extending the program length from 12 to 18 months (rather than having youth exit after an arbitrary timeframe) underscores the value the NYVRP places on support and rehabilitation. Moreover, one of the principles that underlies the RIAP model is that youth should progressively be prepared for increased responsibility and freedom in the community. The introduction of the “Phasing Out” process is directly in line with this principle, as it allows youth time to transition out the NYVRP and to progressively learn how to live their lives without the constant support of the NYVRP.

Some of the changes to the NYVRP’s staffing model also served to potentially enhance the program’s ability to maintain fidelity to the program delivery model. Specifically, appointing a Lead HAWW as a way to offer additional guidance and supervision to new employees while they learn the program delivery model faster will, ideally, lead to stronger adherence to the program delivery model. However, other modifications, such as not replacing the Program Manager position, means there were fewer staffing resources devoted to the NYVRP, which may compromise the program’s ability to function as effectively as it had been. Attention will need to be paid to this issue in the final year of the project.

Finally, in the formative evaluation, NYVRP project management team and the evaluation team maintained that, despite the numerous adaptations introduced to the YVRP model to make it applicable for implementation in the north, the NYVRP should be considered a derivation of the YVRP model rather than a new model altogether. Following this program year, we still maintain this position, as there continues to be more similarities than differences between the NYVRP and YVRP program delivery models. For instance, 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; and employment of a similar governance structure are all features of the original YVRP model. The most significant characteristic of the YVRP model that is lacking in the NYVRP is the active involvement of POs with youth participants, which still remained limited in 2018-19. Future NYVRP evaluations will continue to monitor the evolution of the NYVRP and offer additional clarification on whether the NYVRP should be considered a derivation of the YVRP model or a separate, emerging model.

## 8.2 Governance Structure

### 8.2.1 Evaluation Questions

- How does the governance structure support or impede the project?
- How well do project delivery staff work with community partners?

### 8.2.2 Indicators

- Elements of the governance structure
- Number of oversight meetings held and attendance level
- Number of advisory meetings held in each community and attendance level
- Satisfaction with the governance structure

### 8.2.3 Data Sources

- Document Review

### 8.2.4 Results

#### *Oversight Committee*

In 2018-19, the NYVRP maintained its governance structure of having an overarching Oversight Committee and three local Advisory Committees (one in each community). In line with the decision in 2017-18 to hold Oversight meetings bi-annually, two oversight meetings were held in 2018-19 (see Table 2). Attendance at the meetings varied. The Oversight meeting held on April 30, 2018 had approximately 9 persons in attendance, including representatives from the NYVRP project management and evaluation teams, Public Safety Canada, the Northern Village of Sandy Bay, PBCN Health Services, and an Elder. The Oversight meeting held on November 30, 2018 had much greater and more diverse attendance. Here, at least 18 persons attended, including representatives from the NYVRP project management and evaluation teams, Northern Village of Sandy Bay, PBCN Health Services, RCMP, Northern Lights School Division, Saskatchewan Health Authority, PBCN Education, an Elder, and the PBCN Chief, Vice-Chief and a Councillor.

One notable occurrence related to the structure of the Oversight Committee during 2018-19 is that the Oversight Chair resigned in 2018 due to taking on another position that prevented him from continuing as Chair. A new Chair has not been identified; however, the PBCN Vice-Chief filled this role for the November Oversight meeting.

**Table 2: Number of Bi-Annual and Monthly Oversight Meetings by Program Year**

	Oversight Meetings	
	Bi-annual	Monthly Update
<b>2017-2018</b>	2	At least 3 <sup>1</sup>
<b>2018-2019</b>	2	8

<sup>1</sup>The evaluation team only started to systematically track the occurrence of these meetings in January 2018.

In addition to the biannual Oversight meetings, monthly progress conference calls were held with the senior level management from the various partner agencies, including the Oversight Chair and Committee members, on the overall progress of the NYVRP. Through these calls, regular

updates are provided to stakeholders about NYVRP referrals and activities across the three sites, including Core team meetings, Advisory meetings, program administration, and current events, successes, and challenges in the communities. These calls also foster collaboration and support from the NYVRP partner agencies, as they provide opportunities for stakeholders to provide feedback to the program, share information, and ask questions. In an effort to build each site's capacity to run the NYVRP more independently, in the spring of 2019, rather than having the Project Manager or MOPO facilitate these meetings, the HAWWs started to take an active role in facilitating the calls and reporting back on NYVRP activities.

### *Advisory Committees*

In 2018-19, it was decided that Advisory Committee meetings would be held every two to three months. In line with this objective, five Advisory Committee meetings were held in Deschambault Lake and Sandy Bay and four were held in Pelican Narrows between April 1, 2018 to March 31, 2019 (see Table 3). Two additional Advisory Committee meetings had been scheduled in Deschambault Lake and Sandy Bay and three additional meetings had been scheduled in Pelican Narrows, but they were ultimately cancelled due to deaths in the communities.

**Table 3: Number of Advisory Committees by Community and Program Year**

	Advisory Committee Meetings		
	Deschambault Lake (n)	Pelican Narrows (n)	Sandy Bay (n)
<b>2017-2018</b>	4	4	4
<b>2018-2019</b>	5	4	5

One of the challenges faced by the Advisory Committees in 2018-19 (which was also shared by the April 2018 Oversight meeting) was low attendance and participation among community partners. Indeed, a lack of collaboration or cooperation among community agencies was noted by the NYVRP project management team as a longstanding issue in the three communities. Historically, it has been difficult to bring community agencies to the same table to do something positive to build the community, which has resulted in other multi-sectoral meetings, such as interagency meetings, being held intermittently as well.

During a strategic planning session held on September 24, 2018, which included the NYVRP project management and evaluation teams, the Ministry of Corrections and Policing's Director of Community Partnerships, and the Oversight Committee Chair, it was determined that the Project Manager would focus on reengaging the NYVRP's stakeholders to get them "back to the table" during the fall of 2018. As a result, the Project Manager held 17 individual agency meetings between October 2018 to January 2019 to reaffirm the commitment of each stakeholders to the NYVRP and to enhance their engagement. In the individual agency meetings, the progress and governance structure of the NYVRP, as well as future expectations for the program, were discussed. In addition, feedback on the challenges and successes of the program were shared with the agencies. The agencies also provided their feedback and perspective on the NYVRP and current progress. The level of attendance at Oversight and Advisory meetings in 2019-20 will reveal whether these engagement efforts led to increased participation in the NYVRP.

### 8.2.5 Interpretation

In line with the YVRP theoretical model, a two-tiered governance structure has been maintained by the NYVRP in 2018-19. The governance structure is comprised of: a) an overarching Oversight Committee; and b) local level Advisory Committees in Deschambault Lake, Pelican Narrows, and Sandy Bay. As anticipated, two in-person Oversight meetings were held in 2018-19 and eight monthly update phone calls occurred. In an effort to build staff's and, therefore, each community's capacity to implement the program more independently, HAWWs became responsible for facilitating the monthly calls and reporting back to stakeholders in Spring 2019. In terms of the Advisory Committee meetings, in 2018-19, four or five meetings were held in each community. This is in line with the expectation that these Committees would be brought together every two or three months.

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, as was the case in 2017-18, both committees were affected by a lack of commitment and inconsistent participation by some agencies in 2018-19. To remedy this issue, 17 one-on-one agency meetings were held between October 2018 and January 2019 to re-engage each agency in both the Oversight and Advisory Committees. The final evaluation will explore whether these re-engagement efforts were successful.

## 8.3 Staffing

### 8.3.1 Evaluation Questions

- Are the necessary staffing and resources in place to implement the NYVRP?
- What training did staff receive?
- How effective was the training provided to staff?
- What challenges existed in staffing?

### 8.3.2 Indicators

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

### 8.3.3 Data Sources

- Document Review
- Observation

### 8.3.4 Results

#### *Staffing Strengths and Challenges*

Both strengths and challenge were encountered with respect to staffing the NYVRP in 2018-19. In terms of its strengths, at the end of March 2019, the NYVRP had maintained a contingent of dedicated core staff that have been with the program since the beginning, including the MOPO, 1 HAWW in Deschambault Lake, 1 HAWW in Pelican Narrows, and 1 HAWW in Sandy Bay. These staff have proven themselves to be committed to the program and are readily available to the youth. In fact, at one meeting it was stated that the HAWWs are never really off because, when the youth need them, they are there, even if it means working well into the night. Further, hiring local staff from each community continues to be a strength of the program as these staff are able to build rapport and trust with the youth thanks to their shared cultures and language.

Since the staff hired to the NYVRP were hired largely for their personal qualities (i.e., living a healthy lifestyle, being passionate about youth), they do not necessarily have much formal education or training. Because the staff do not have the necessary experience and formal education to carry out community-based and/or evidence-based correctional programming, it has been challenging for staff to remember what program forms to use and/or what to document in the various program forms. The lack of computer skills and lower literacy levels among some of the staff also affected their comprehension of some of the program requirements such as completing reports correctly and on a timely basis. Consequently, the NYVRP project management team continued to coach the staff to ensure that they are completing necessary paperwork in a timely and accurate manner. Based on the casefile review, it appears that staff are completing the requisite paperwork much more adeptly in 2018-19 compared to 2017-18. However, it is important to note in future replications of this model that, when local staff are

hired with minimal education and limited backgrounds in correctional programming, it may take more than a year for staff to learn the program delivery model.

Another challenge encountered in 2018-19 was staff turnover. Pelican Narrows and Sandy Bay each had to fill a HAWW position due to the previous HAWW leaving the program or being let go due to poor performance issues. The pool of candidates in each community was limited; however, it was possible to hire a new staff member in both of the communities. Another HAWW went on leave in the winter of 2019; this position has not been backfilled. Further, the Project Manager left her position in January 2019. Given that the program had just over one more year left at that point in time, it was decided that the Project Manager role would not be filled. The NYVRP project management team saw it as an opportunity to have the agencies work more independently to coordinate the program (e.g., setting up their own Advisory, Core Team meetings) and to work towards greater self-sufficiency to prepare them for the end of the project where the support of Project Manager would no longer be available. Finally, the NYVRP had been able to hire a part-time Administrative Assistant for part of the year; however, after this person resigned from the position, someone else has not been rehired.

The staff turnover that has affected every NYVRP site this year has had the unintended consequence of increasing the caseloads of the remaining HAWW. Therefore, the NYVRP recognized that there was a need for staff coverage. The program has tried to provide each site with the coverage they need by having HAWWs from all three sites support each other, hiring casual staff, and utilizing the program's Elders/mentors to work with the youth when HAWWs are unavailable. In fact, Elders/mentors have proven to be an invaluable resource for checking on youth when staff are out of the communities for training or vacation /medical leave. It ensures that the youth maintain contact with the program and gives the staff comfort to know that the youth are being monitored. Further, an incident in Deschambault Lake in December 2018 underscored the importance of having some form of coverage for when staff were unavailable. The RCMP noted an increase in their contact with several NYVRP participants during Christmas break when both HAWWs were unavailable to support them, suggesting that the youth are heavily reliant on the support, positive encouragement, and constant communication the program provides.

Finally, a key observation made during the last year is that the NYVRP staff have been affected by the social problems and ongoing violence in their communities and families that affect all people living in these communities. At one meeting, it was stated that when something happens in the community (e.g., violent acts, tragedies) it affects everyone and there is always something happening in these communities. Thus, it can be overwhelming for staff to work with high risk youth and to listen to their stories, while also struggling with the impacts of the violence in their communities on their own safety, family, and health. Some of the issues that affected the staff members during the last year were missing or deceased family members, suicide in their families, suicidal tendencies in their children, bullying against their children, and substance addiction among family members. Consequently, the NYVRP project management team observed signs of burnout and compassion fatigue in staff, as well as poor physical health, stemming from their high stress levels and workloads. They also recognized that the staff's jobs are taking a toll on their families—in particular, the time that their job takes them away from

their families seems to be affecting their own children emotionally, physically, and psychologically.

Thus, over the past year, it has become clear that the staff needed additional mental health support during the times of high stress due to personal loss, medical leave, or when feeling overwhelmed and fatigued by the workload. To address this issue, a two-and-half day staff and family wellness retreat workshop was organized in Moose Jaw at end of August 2018. During the workshop, staff and their families engaged in family-friendly self-care activities such as clay pottery, a visit to the local museum, a scavenger hunt, an Elder’s teaching workshop and sharing circle, and a team building session where the future work plans for the NYVRP were discussed. During this time, staff were also able to spend time alone with their spouses and children. In addition, they were able to participate in a Family Health and Wellness workshop held by Dwayne Yasinowski from the Caring Hearts and Elder Harry Francis during which the staff and families had the chance to share, in a confidential and anonymous way, how they were feeling about the job and their life, what supports they would like to see and how they want work to make them feel.

### ***Training***

The NYVRP staff took advantage of several training opportunities in 2018-19. All staff participated in the training opportunities outlined in Table 4. New staff also received guidance from the NYVRP project management team and the Lead HAWWs in their communities to help them learn the NYVRP program delivery model. In fact, the Lead HAWW position was specifically developed to assist new HAWWs with gaining experience and becoming more knowledgeable with their roles and responsibilities. The Lead HAWW guides and provides soft supervision to the learning process of new staff when NYVRP management are not available. New staff also attended training sessions that aligned with the core training curriculum developed by the NYVRP project management team. Another training tool that would be helpful for new staff, yet has not been developed, is a program manual.

**Table 4: NYVRP Staff Training in 2018-19**

<b>Training Session</b>	<b>Location</b>	<b>Date</b>
New North Annual Justice Symposium	Prince Albert	May 15-17, 2018
Mental Health First Aid	La Ronge (North Sask Victim Services)	May 26 & 27, 2018
Motivational Interviewing Level 1	Pelican Narrows	June 26 & 27, 2018
Staff Orientation	Prince Albert	July 17 & 18, 2018
Motivational Interviewing Level 2	Deschambault Lake	August 28 & 29, 2018
Courtworker 101	Prince Albert	September 13, 2018
Resilience and Mental Health in the Workplace (Dr. Holly Graham)	Flin Flon	December 10 & 11
FASD Conference	Saskatoon, SK	February 26 & 27, 2019

Notably, the two-day in-service training workshop called “Resilience and Mental Wellness in the Workplace” delivered in December 2018 was identified as particularly valuable training

opportunity. The workshop was delivered by Dr. Holly Graham who is the only First Nations Psychologist in Saskatchewan, an Assistant Professor in the College of Nursing at the University of Saskatchewan and a Registered Doctoral Psychologist working primarily with individuals who have experienced trauma and symptoms of posttraumatic stress disorder (PTSD). The NYVRP staff and a few members of the local Advisory committee members, an Elder, along with Community Corrections out of Creighton participated in the workshop. The workshop included various topics including resilience enhancement, Adverse Childhood Experiences (ACE), trauma, the nexus between historical trauma, colonization and PTSD, vicarious trauma, Trauma Informed Principles (TIP) and implications for practice, self-care and wellness, personal journey along with professional journey, and dealing with grief and loss. This event received very positive feedback from the staff and local advisory members. The staff gained a better understanding about mental health, the different stages of grief and how they will be applying this knowledge in the workplace. One of the staff said:

*What I found most useful and can apply to my work is learning how to understand situations better; and also to understand that not everyone goes through all the stages of grief the same. Everyone is different.*

After this workshop, the participants recommended that the same workshop with Dr. Holly Graham be offered locally in each of the communities to reach a wider audience. It was perceived that having NYVRP staff and frontline staff from other community agencies participate in this workshop could help build community capacity. One of the HAWWs who attended the workshop said:

*We could utilize this presentation to our youth clients and parents, developing programs for our parents to understand their own historical traumas, so they could begin the healing journey with our youths in the program.*

In addition to the training sessions identified in Table 4, the Manager of Program Operations provided informal orientation on the use of the RPT units and a follow up training session. Further, in partnership with North Sask Victim Services (NSVS) and Sexual Assault Services of Saskatchewan (SASS), the NYVRP staff participated in a focus group on April 25, 2018 in which they discussed sexual violence in their community and what works in terms of services. The staff were very engaged and communicated thoroughly on the lack of services on this critical issue in Northeastern Saskatchewan. Finally, a regional staff meeting which was held in Prince Albert on December 18-20, 2018 wherein the Risk Need Responsivity Model, components of the assessment process and the required administrative forms and processes of the program were reviewed.

### **8.3.5 Interpretation**

During 2018-19, staffing continued to be both an area of strength and challenge for the NYVRP. One of the strengths of the program was its ability to retain a contingent of four staff (the MOPO and 1 HAWW in each community) who had been with the program since the beginning. Maintaining this constant staff has been vital in ensuring continuity and consistency in program delivery in the face of staff turnover at each site. Indeed, in 2018-19, Pelican Narrows and Sandy



Bay each had to fill a HAWW position, while Deschambault Lake had one HAWW placed on indefinite leave (with no immediate plans to fill the position). The frequent staff turnover experienced across all sites revealed a need for staff coverage. To address this need, the program has engaged its Mentors/Elders to conduct check-ins with youth when HAWWs were unavailable.

Another strength of the NYVRP's staffing model (as documented in the formative evaluation) was that staff were chosen for their personal qualities (e.g., passion for working with youth, living healthy lifestyles). This continues to be a strength in 2018-19, as the HAWWs are generally adept at build rapport and trust with the youth thanks to their shared cultures and language. However, a drawback of this approach is that the HAWWs do not necessarily have much formal education or training. In particular, a lack of computer skills and lower literacy levels among some of the staff became more noticeable in 2018-19 as affecting their ability to perform the administrative aspects of their jobs (e.g., completing reports correctly). That being said, there is evidence that the staff who have been with the program for the last two years have more comprehension of the program delivery model and are more adept with certain aspects of the program (e.g., conducting risk assessments) than they were in the previous year. This may, in part, be due to the frequent new and refresher training opportunities staff are encouraged to attend. Thus, in future replications of this model, it is important to consider that it may take staff with limited education and experience more than a year to learn the program delivery model and the frequent training is necessary.

With respect to the challenges encounter vis-à-vis staffing, filling vacant positions continued to be problematic. For instance, it was difficult to fill the vacant HAWW positions in each community due to a limited pool of suitable candidates. Similarly, the program struggled with filling a part-time Administrative Assistant position, also due to a limited pool of candidates. The Administrative Assistant was filled for part of 2018-19, but is now vacant again. Further, the Project Manager left her position in January 2019 and the NYVRP project management team decided not to fill the position for the remainder of the program. It is unclear whether this decision will detrimentally affect the program moving forward or if it will have the intended outcome of pushing the agencies to deliver the program more independently.

Perhaps the most significant concern that has emerged over the last year with respect to staffing, is the toll that working for the NYVRP has been having on the staff's physical, mental, and emotional health and wellbeing. The staff live and work in environments where they encounter violence and tragedy on a regular basis, including in their communities in general, with the high risk youth they serve, and within their own families. They also find that, in their positions, where they strive to be available for the youth whenever they are needed, they are never really "off." As a result, staff are beginning to experience symptoms of burnout and have expressed that their jobs are detrimentally affecting their children and families. Given the limited capacity in the communities to fill the NYVRP staff positions, it is vital that the program take action and find a way to balance the demands of the jobs with the staff's mental and physical health. A family retreat to Moose Jaw was one of the program's attempts to find this balance. The NYVRP is encouraged to continue finding other ways to support staff and their families to ensure their longevity in their positions.

## 8.4 Adherence to RNR Principles

### 8.4.1 Evaluation Questions

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

### 8.4.2 Indicators

- % of community-referred youth with completed YLS/CMI: SVs
- % of corrections-referred youth with completed LSI-SKs or SPRA
- % of NYVRP youth with completed POSITs
- % of NYVRP youth with completed ACEs
- *n* of youth with case plans
- % of youth with case plans that address identified risk factors

### 8.4.3 Data Sources

- Document Review
- Casefile Review

### 8.4.4 Results

Guided by the Risk-Need-Responsivity (RNR) model, the completion of empirical risk assessments for each client was considered as a key component of the NYVRP to identify the risk levels and needs of the youth and develop care plans for them accordingly. During 2017-18, it was intended that the YLS/CMI would be completed by HAWWs for community-referred NYVRP clients and LSI-SKs (12-18 years) or SPRAs (older than 18 years) would be completed by Corrections for the corrections-referred clients. In addition, the Problem Oriented Screening Instrument for Teenagers (POSIT) was identified as another (optional) tool that could be used to assess risk for all NYVRP participants. Due to the challenges with completing the YLS/CMI and LSI-SKs/SPRA (as described in section 8.1.4), the risk assessment process was revised during the second year of program delivery. In January 2019, a new risk assessment process was implemented wherein HAWWs were expected to complete the YLS/CMI: SV (i.e., a brief screener version of the YLS/CMI), POSIT, and ACE-Q (i.e., the Adverse Childhood Experiences Questionnaire) with all NYVRP clients, regardless of their referral source.

#### *Number of Risk Assessments Completed*

There was a remarkable increase in the completion rates of the risk assessments tools in 2018-19. At the time that the new risk assessment protocol was introduced in January 2019, there were 44 active participants in the program. By the end of the year, approximately 91% of YLS/CMI: SVs, 89% of POSITs, and 91% of ACE-Qs were completed with all eligible participants (see Table 5). According to the NYVRP project management team, the youth who did not have the full battery of assessments completed with them left the program or were deemed inactive before the HAWW was able to complete the assessments.

**Table 5: Risk Assessment Completion Rates by Program Year**

Risk Assessment Tool Completion Rates			
Program Year	Risk Assessment Tool	Anticipated Number of Assessments	Completed <i>n</i> (%)
2017-18	YLS/CMI	38	2 (5.3%)
	POSIT	54	14 (25.9%)
	LSI-SK or SPRA	16	3 (18.8%)
2018-19	YLS/CMI: SV	44	40 (90.9%)
	ACE-Q	44	40 (90.9%)
	POSIT	44	39 (88.6%)

### *YLS/CMI Screener*

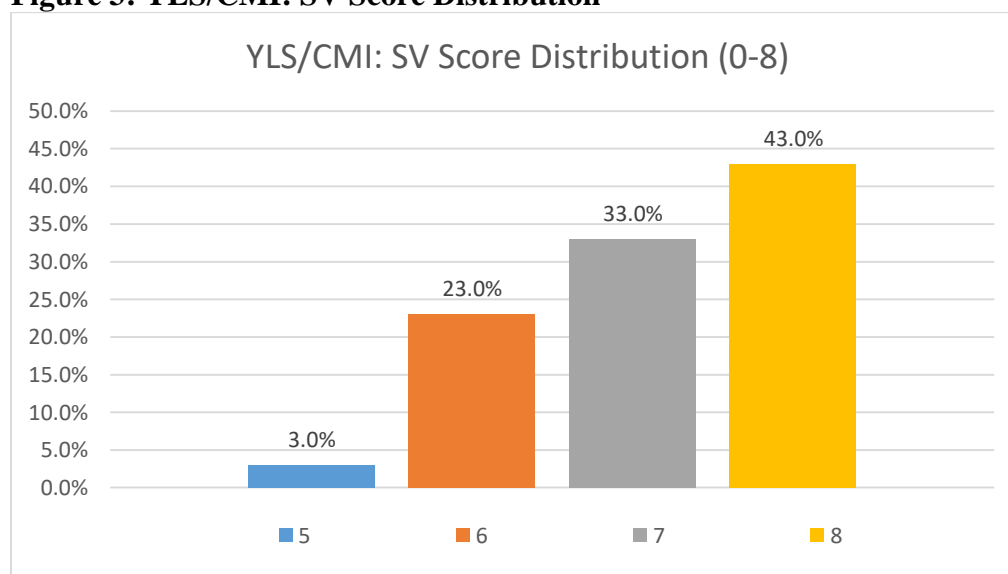
The YLS/CMI: SV is a shortened version of the full YLS/CMI. It is comprised of eight items taken from the full version of the YLS/CMI. Specifically, the screener version asks about history of conduct disorder, current school or employment problems, criminal friends, alcohol/drug problems, leisure/recreation activities, personality/behaviour, family circumstances/parenting, and attitudes orientation. Six of the items are yes/no questions, whereas the remaining two questions are scored on a scale of 0 to 3. The YLS/CMI: SV allows us to know whether a given young person is at low risk, moderate risk or high risk in terms of offending behaviour. The cut-off scores used to determine the risk level are as follows: a) low risk: 0 to 2; b) moderate risk: 3 to 5; and c) high risk: 6 to 8.

In 2018-19, the YLS/CMI: SV was completed with 91% of eligible participants ( $N=44$ ). The highest rate of completion of the YLS/CMI: SV was in Sandy Bay (100%) followed by Pelican Narrows and Deschambault Lake (see Table 6).

**Table 6: Number and Percentage of YLS/CMI: SV Completed in 2018-19**

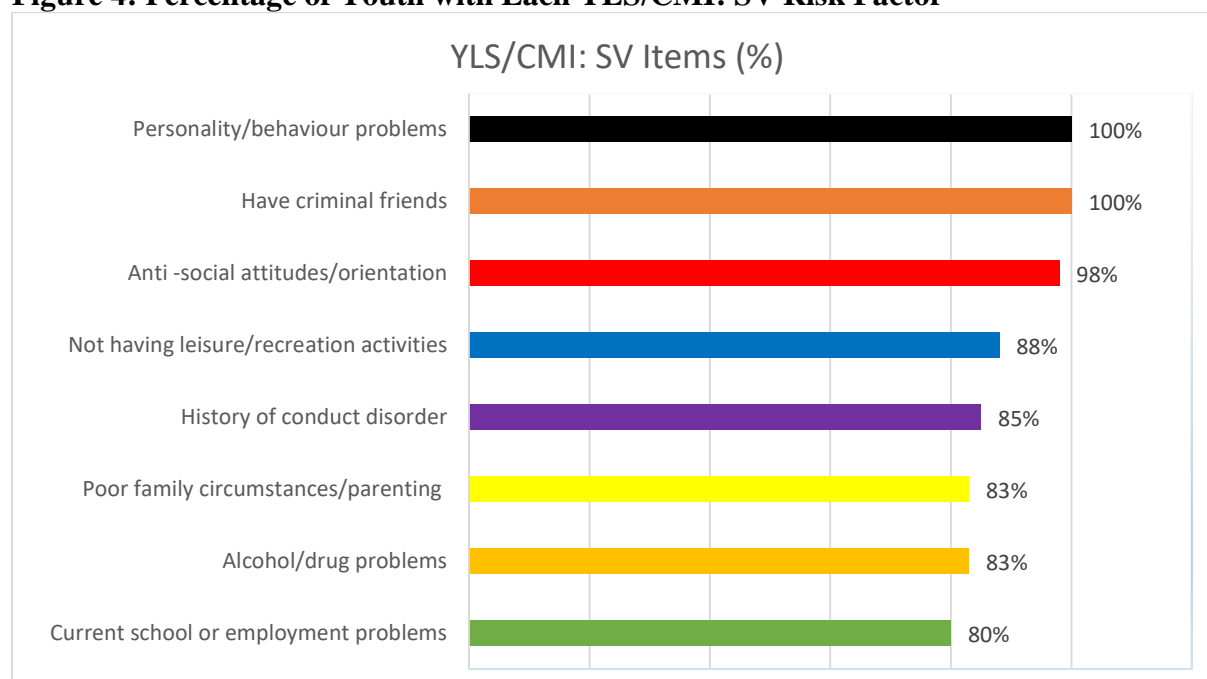
Community	Anticipated Number	Completed (n)/%
Deschambault Lake	13	10 (76.9%)
Pelican Narrows	15	14 (93.3%)
Sandy Bay	16	16 (100%)

Thirty-nine out of 40 participants (98%) scored as high risk on the YLS/CMI: SV (i.e., had a score of six or higher) and one participant scored as moderate risk (i.e., had a score of 5; see Figure 3). Overall, the participants had a mean YLS/CMI: SV score of 7.2 (Min: 5, Max: 8). Participants in Sandy Bay had the highest average score ( $M=7.3$ ) while those in Deschambault Lake had the lowest average score ( $M=6.9$ ; see Table 7).

**Figure 3: YLS/CMI: SV Score Distribution****Table 7: YLS/CMI: SV Score Statistics**

YLS/CMI Score Statistics				
	<i>N</i>	Minimum	Maximum	Mean
Deschambault Lake	9	6	8	6.90
Pelican Narrows	14	6	8	7.14
Sandy Bay	16	5	8	7.31

According to the YLS/CMI: SV results, all of the participants exhibited serious personality or behavioural problems, such as physical/verbal aggression, short attention span, hyperactivity or poor self-control. All of the youth also had friends with a history of delinquency, conduct problems, or antisocial attitudes. In addition, the vast majority of the participants (98%) had an antisocial and pro-criminal attitude or value system. Other common risk factors among the participants included a history of conduct disorder (85%), poor family or parenting circumstances (83%; e.g., parental abuse, frequent conflicts at home, inadequate parental supervision), and not being involved in positive leisure activities (88%). Approximately 80% of the participants also had problems at school or work, such as serious behavioural or achievement problems, being suspended or expelled, or being unemployed and not seeking employment (see Figure 4).

**Figure 4: Percentage of Youth with Each YLS/CMI: SV Risk Factor*****POSIT***

The POSIT is a self-report brief screening tool designed for adolescents 12 through 18 years of age to identify problems requiring an in-depth assessment and potentially a need for treatment. The POSIT is comprised of 139 “yes/no” questions and consists of 10 subscales which are designed to screen for potential problems in the following functional domains: a) Substance Use and Abuse; b) Physical Health Status; c) Mental Health Status; d) Family Relations; e) Peer Relations; f) Educational Status; g) Vocational Status; h) Social Skills; i) Leisure and Recreation; and j) Aggressive Behaviour and Delinquency.

In 2018-19 of the NYVRP, the POSIT was completed with 89% ( $n=39$ ) of the 44 eligible participants. In comparison, POSITs were completed with only 26% of eligible participants in 2017-18, indicating a significant uptake in the use of this assessment tool during the second year of program delivery (see Table 8). When looking at completion rates by community, Sandy Bay had completed POSITs for all of their clients and Pelican Narrows had completed POSITs for the vast majority (97%) as well. Conversely, Deschambault Lake had only completed POSITs for 69% of their participants. The lower completion rates in Deschambault Lake coincided with the loss of HAWW at the time the new risk assessment protocol was implemented.

**Table 8: Number and Percentage of POSITs Completed in 2018-19**

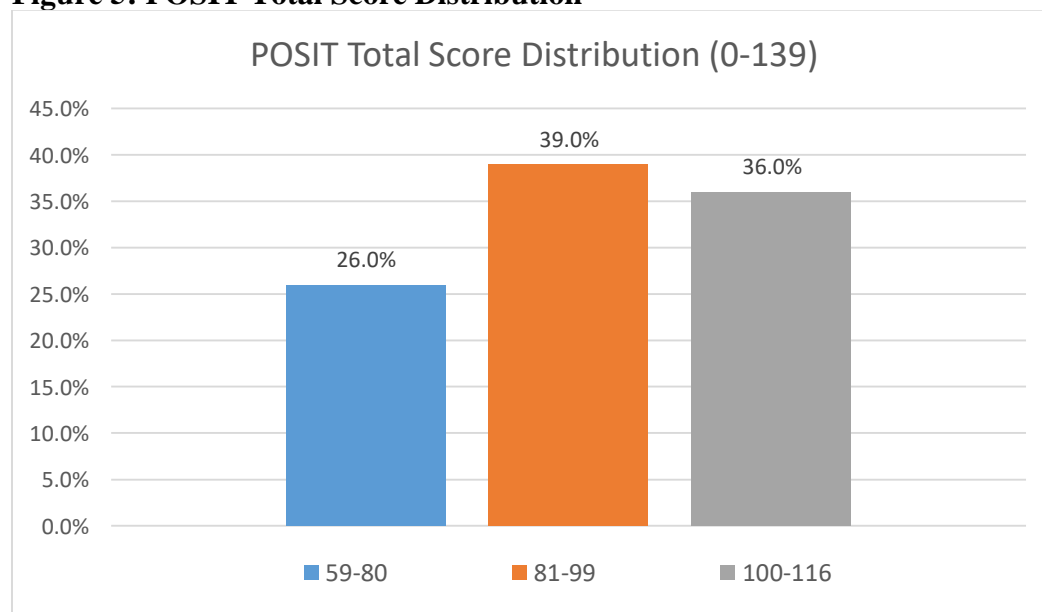
Community	Anticipated Number	Completed (n)/%
Deschambault Lake	13	9 (69.2%)
Pelican Narrows	15	13 (96.7%)
Sandy Bay	17	17 (100%)

Each of the 10 subscales of POSIT is generally 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 average total score for the POSIT test was 91.9 with a range between 59 and 116. The highest mean score was in Deschambault Lake ( $M=103.11$ ; see Table 9). Approximately 36% of the clients scored higher than 100 out of 139 and 75% of them scored higher than 80 (see Figure 5).

**Table 9: POSIT Score Statistics**

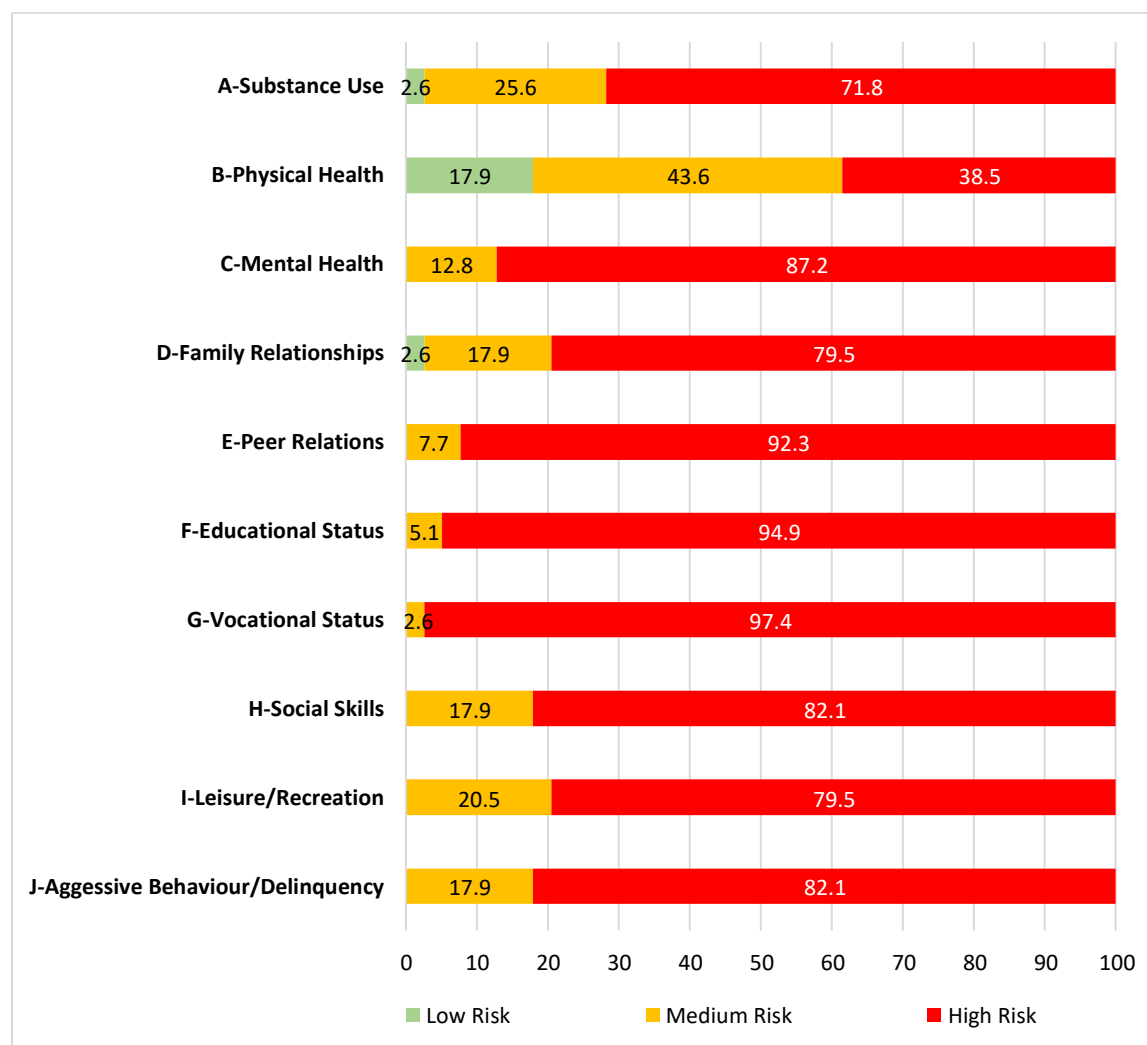
POSIT Scores Statistics				
	<i>N</i>	Mean	Minimum	Maximum
Deschambault Lake	9	103.11	74	116
Pelican Narrows	13	89.23	75	108
Sandy Bay	17	88.00	59	108
TOTAL	39	91.90	59	116

**Figure 5: POSIT Total Score Distribution**



In general, the clients scored mostly as high risk on the subscales of POSIT (see Figure 6). In nine of the ten subscales, the vast majority of clients scored as high risk. That is, over 70% of the youth scored as high risk in all subscales except for Physical Health. The subscales that had the greatest number of clients scoring as high risk were Vocational Status (97.4%), Educational Status (94.9%), and Peer Relations (92.3%).

**Figure 6: Percentage of Youth Scoring as Low, Moderate, and High Risk on POSIT Subscales (N=39)**



### ***ACE-Q: Adverse Childhood Experiences-Questionnaire***

The ACE-Q is a tool used to assess the childhood trauma experiences. The first section of ACE-Q includes 10 dichotomous (yes/no) questions asking whether or not the participants had adverse experiences prior to 18 years of age (i.e. emotional, physical, and sexual abuse and neglect, domestic violence, unmarried parents, and the presence of a substance-abusing, mentally ill, or incarcerated member of the household). The items included in this section reflect what are considered to be the 10 traditional ACEs examined in the literature. ACE (Section 1) scores higher than three are considered “high” in non-delinquent clients (Centers for Disease Control and Prevention, 2015), while studies on juvenile offenders use ACE scores of six and higher as the indicator of the risk of offending (Baglivio et al., 2015). The second section of the ACE-Q asks supplementary questions about youth’s adverse experiences outside of their homes (i.e., bullying, separation from parents, living in foster care, serious medical problems, violence in neighborhood, arrest or imprisonment history, and victimization).

The ACE-Q was completed for 91% of the active participants by the end of 2018-19. The highest rate of completion of was in Sandy Bay (100%), followed by Pelican Narrows (93%) and Deschambault Lake (77%; see Table 10).

**Table 10: ACE-Qs Completed by Community in 2018-19**

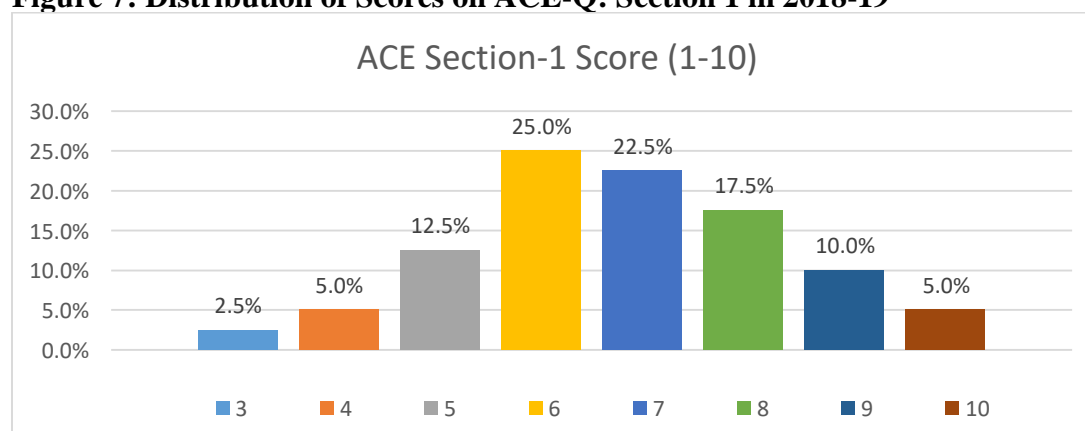
Community	Anticipated Number	Completed (n)/%
<b>Deschambault Lake</b>	13	10 (76.9%)
<b>Pelican Narrows</b>	15	14 (93.3%)
<b>Sandy Bay</b>	16	16 (100%)

Across all participants, the mean score for the first section of ACE was 6.78 out of 10, while the mean score for the second section was 4.25 out of 9. The mean total score was 11 out of 19 (see Table 11). Indeed, on the first section of the ACE alone, nearly all (97.5%) scored 4 or higher, which is the recommended cut-off for referral to mental health treatment. Moreover, 80% of participants scored 6 or higher (32.5% scored 8 or higher), which places these youth at an increased risk for offending (see Figure 7). When looking at the total ACE score, all participants scored 8 or higher, with 72% scoring 10 or higher out of 19 points (see Figure 8). These scores suggest that, collectively, the NYVRP youth have experienced a large amount of trauma in their lives.

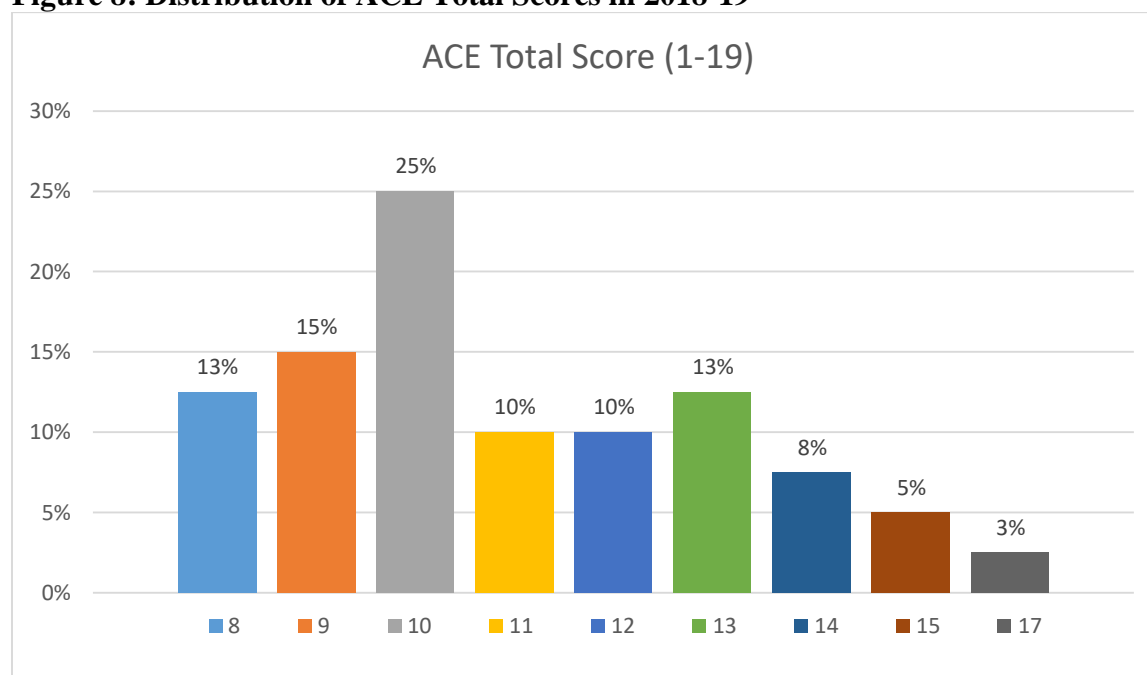
**Table 11: ACE-Q Score Statistics**

	ACE Score Statistics			
	N	Mean	Minimum	Maximum
<b>Section 1 Score</b>	40	6.78	3	10
<b>Section 2 Score</b>	40	4.25	2	7
<b>Total Score</b>	40	11.00	8	17

**Figure 7: Distribution of Scores on ACE-Q: Section 1 in 2018-19**





**Figure 8: Distribution of ACE Total Scores in 2018-19**

In terms of community-level differences with respect to the ACE-Q scores, the greatest percentage of high-risk youth was in Sandy Bay. Here, 94% of Sandy Bay participants had scores of 6 or higher in the first section of the ACE, while only 79% of Pelican Narrow participants and 60% of Deschambault Lake participants were high risk based on their ACE-Q Section 1 scores (see Table 12). The mean total score (12.6 out of 19) and the mean Section-2 score (4.69 out of 9) were also highest in Sandy Bay (see Table 13).

**Table 12: Distribution of High-Risk Participants by Community**

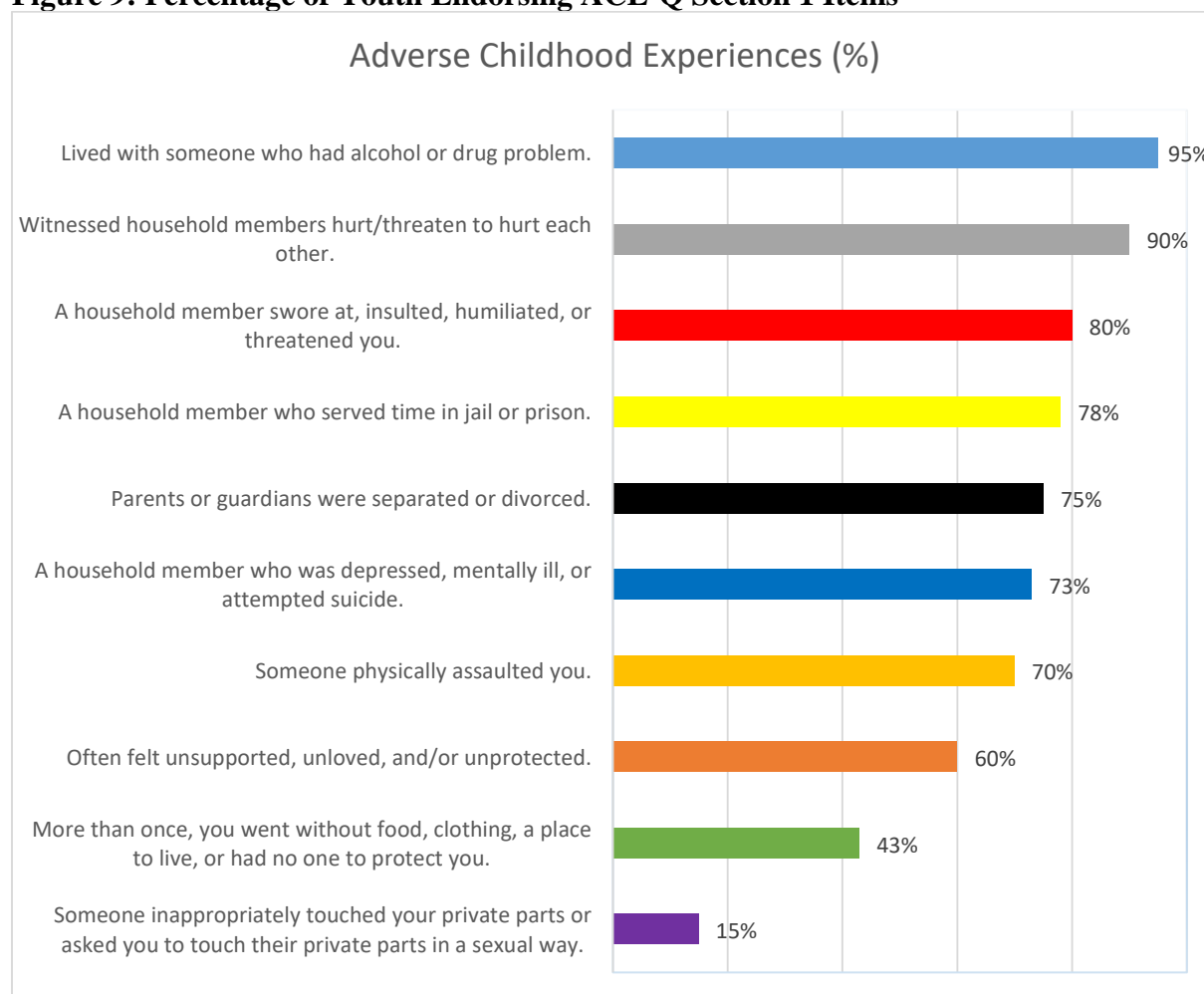
The Distribution of High-Risk Participants (Scoring 6 or higher in Section 1)					
Deschambault Lake ( <i>n</i> =10)		Pelican Narrow ( <i>n</i> =14)		Sandy Bay ( <i>n</i> =16)	
<i>n</i>	%	<i>n</i>	%	<i>n</i>	%
6	60%	11	79%	15	94%

**Table 13: Distribution of ACE-Q Score by Community in 2018-19**

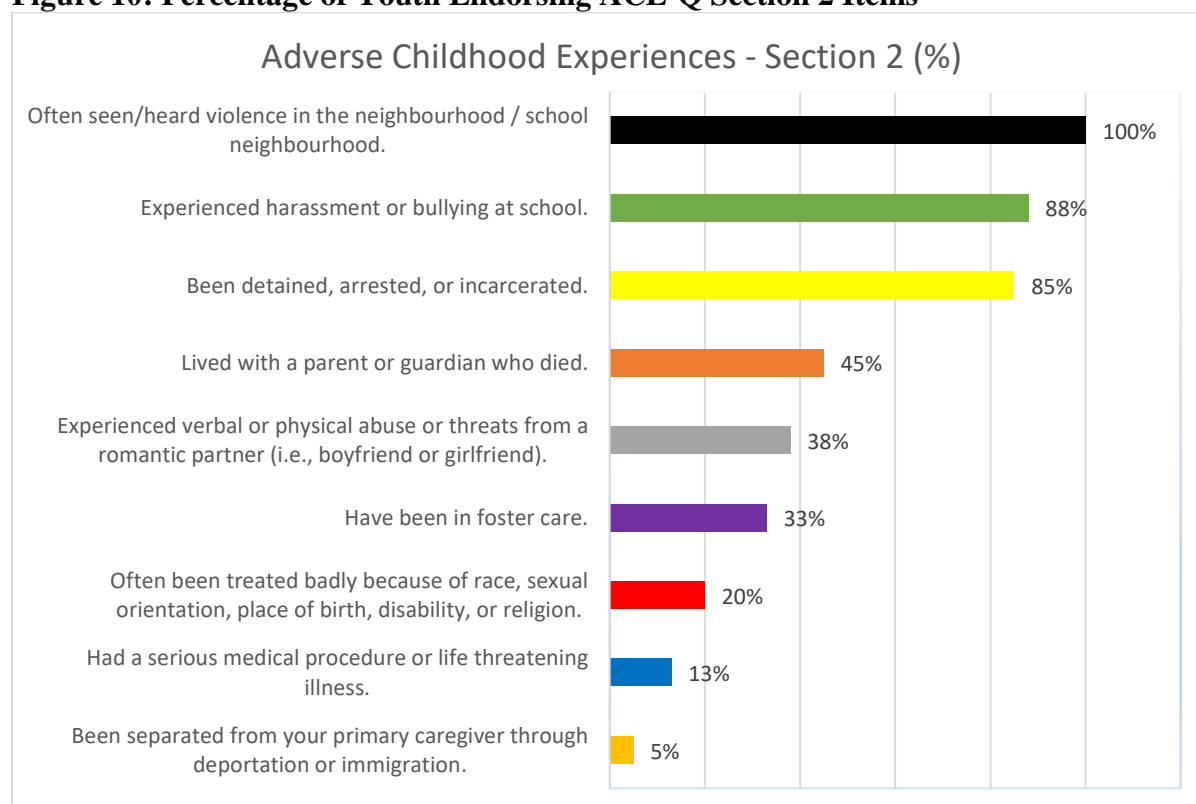
ACE-Q	Deschambault Lake ( <i>n</i> =10)			Pelican Narrows ( <i>n</i> =14)			Sandy Bay ( <i>n</i> =16)		
	Mean	Min	Max	Mean	Min	Max	Mean	Min	Max
<b>Section 1 Score</b>	5.90	5	7	6.07	3	8	7.94	4	10
<b>Section 2 Score</b>	3.80	2	5	4.07	2	7	4.69	3	7
<b>Total Score</b>	9.70	8	12	10.14	8	14	12.56	9	17

Overall, the majority of the youth had serious problems in their households such as alcohol or drug abuse (95%), physical abuse (90%), verbal abuse (80%), imprisoned household member (78%), mental illness, depression and suicide attempts (73%), and divorce or separation (75%). Feelings of being unsupported, unloved, or unprotected (60%) and poverty (43%) are other common problems among the participants (see Figure 9).

**Figure 9: Percentage of Youth Endorsing ACE-Q Section 1 Items**



All of the participants have seen or heard violence in their neighborhood and the majority of them have experienced harassment or bullying (88%) and been arrested, detained, or incarcerated (85%). Approximately 33% of the participants have been in foster care and 13% of them had serious medical procedure or life threatening illness. Further, 45% of the participants have lived with a parent or guardian who died (see Figure 10).

**Figure 10: Percentage of Youth Endorsing ACE-Q Section 2 Items**

### ***Predictive Validity of the Risk Assessment Tools***

The predictive validity of the risk assessment tools used by the NYVRP was analyzed by conducting independent samples *t*-test analyses based on the self-reported arrest data of the clients (see Table 14). This data was derived from an ACE-Q question, which asked whether the clients had been detained, arrested, or incarcerated. Specifically, the difference between the mean risk scores of the clients who answered “Yes” to this question ( $n=34$ ) and those who answered “No” ( $n=5$ ) were compared. There was a significant difference between the clients who were arrested/incarcerated and those who were not arrested/incarcerated in terms of their ACE-Q Total Scores [ $t(8.7) = 3.47, p = 0.007$ ] and their ACE-Q Section 2 Scores [ $t(15.17) = 5.89, p = 0.000$ ] (see Table 14). That is, arrested/incarcerated clients had higher ACE-Q total scores and ACE-Q Section 2 scores.

Since the question about being detained, arrested, or incarcerated is included in Section 2 of the ACE-Q, it is likely that the endorsement of this item resulted in higher Section 2 and ACE-Q total scores among youth who had been arrest/incarcerated. The rest of the risk factors asked in the ACE-Q were the same or similar with those in the YLS Screener and POSIT. Based on these findings, it can be concluded that those who had not been detained, arrested, or incarcerated are also at high risk and their likelihood of coming into contact with the criminal justice system is not significantly different from other clients.

**Table 14: Comparisons in Risk Scores of Arrested/Incarcerated Youth to Non-Arrested/Incarcerated Youth**

Differences between Risk Scores of Arrested/Incarcerated vs Non-Arrested/Incarcerated Youth						
	Arrested / Incarcerated	Mean	Mean Difference	t	df	Sig.
ACE1	Yes	6.85	0.65	1.14	7.26	0.29
	No	6.20				
ACE2	Yes	4.50	1.70	5.89	15.17	0.00
	No	2.80				
ACE Total	Yes	11.32	2.32	3.47	8.71	0.007
	No	9.00				
POSIT	Yes	91.09	-6.31	-0.89	5.29	0.41
	No	97.40				
YLS Screener	Yes	7.24	0.64	1.20	4.63	0.29
	No	6.60				

Finally, a correlational analysis was completed between the ACE-Q and YLS/CMI: SV to determine the extent to which the scores from one tool corresponded to the scores of the other tools. There was a positive moderate relationship between the ACE-Q scores and YLS/CMI: SV scores ( $r = .47$ ,  $p < .001$ ), suggesting that higher ACE-Q scores were related to having higher YLS/CMI: SV scores.

### ***Adherence to Need and Responsivity Principles***

The risk levels of the participants were identified through risk assessment tools, and the adherence of the NYVRP to the ‘risk’ principle of RNR was identified above by reviewing the completion rates of the risk assessment tools. The adherence of the program to the ‘need’ and ‘responsivity’ principles, on the other hand, was evaluated through a review of the NYVRP Core Team Integrated Case Plans. The Core teams in each community develop case plans (or care plans, as they are also referred to by the program) for each NYVRP youth during their monthly meetings based on the referral information, risk assessment outcomes, and their observations of each client. In the case plans, each client’s identified needs or risk factors were noted and goal plans based on those needs were specified. There were 39 casefiles included in the case plan analysis<sup>7</sup>.

**Adherence to Need Principle.** To evaluate the adherence of the program to the ‘need’ principle, the percentage of risk factors noted in the care plan (compared to the total number of risk factors captured by the YLS/CMI: SV) was calculated for each client. For example, if the client scored high on 6 out of 8 YLS/CMI: SV items and 3 of them were noted in the care plan, the adherence to ‘need’ principle for that client was calculated as 50% ( $3/6 * 100 = 50$ ).

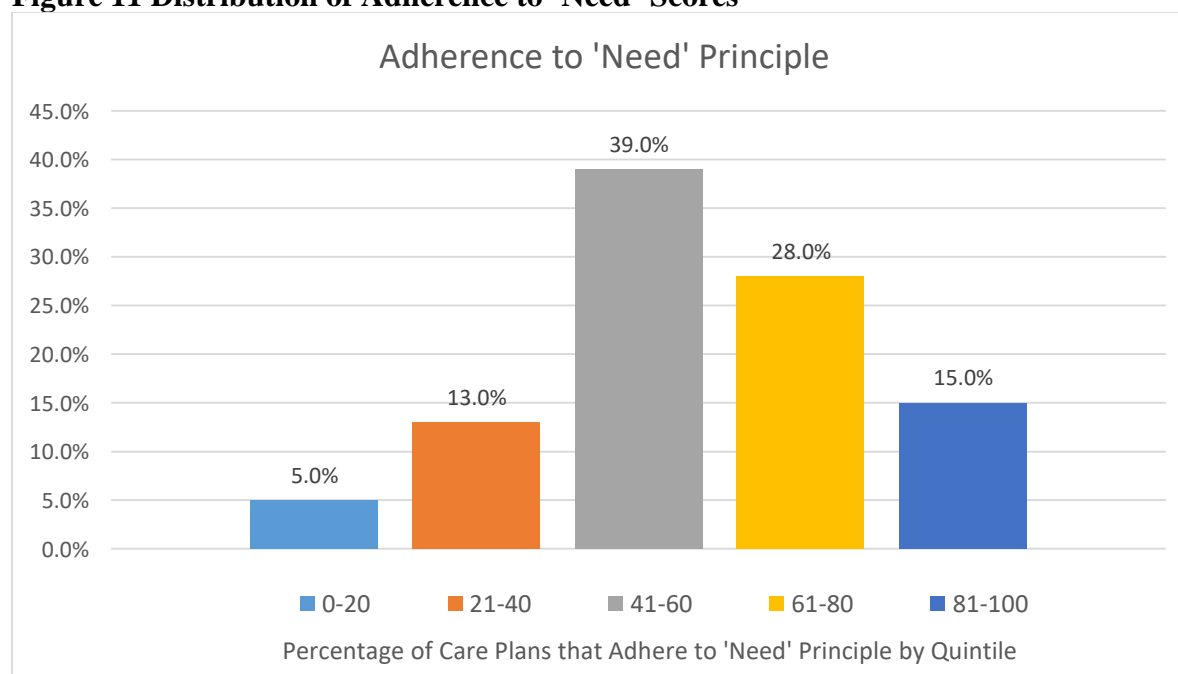
<sup>7</sup> A casefile needed to contain both a YLS/CMI: SV and case plan for inclusion in this case plan review

Based on the care plan review, the mean level of adherence to ‘need’ principle for the 39 clients was 57%. The highest mean level of adherence to the ‘need’ principle was in Deschambault Lake (61%) (see Table 15). For 57% of all clients, the level of adherence to the ‘need’ principle was lower than 60% (see Figure 15).

**Table 15: Adherence to ‘Need’ Principle by Community**

Adherence to ‘Need’ Principle (Percentage of the Risk Factors Included in the Care Plans)				
	<i>N</i>	Mean	Minimum	Maximum
<b>Deschambault Lake</b>	10	61%	38%	83%
<b>Pelican Narrows</b>	12	55%	17%	83%
<b>Sandy Bay</b>	17	56%	14%	86%
<b>Total</b>	39	57%	14%	86%

**Figure 11 Distribution of Adherence to ‘Need’ Scores**



**Adherence to Responsivity Principle.** The adherence to the ‘responsivity’ principle was calculated in a similar manner as adherence to the ‘need’ principle. Here, the percentage of risk factors addressed in the goal plans (as compared to the total number of risk factors identified on the YLS/CMI: SV) was calculated. For example, if the client scored high on 6 out of 8 items on the YLS/CMI: SV and 2 of the items were addressed in the goal plans, the adherence to the ‘responsivity’ principle for that client was calculated as 33% ( $2/6 * 100 = 33$ ).

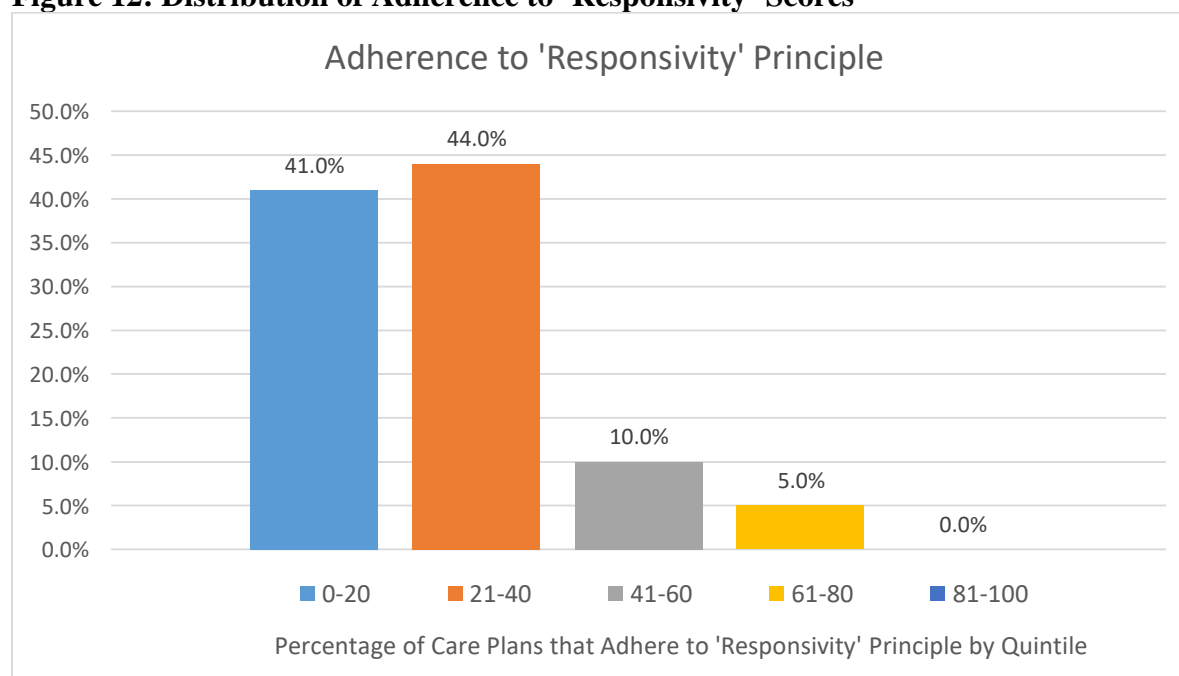
The mean level of adherence to ‘responsivity’ principle for the 39 clients was 25%. The highest mean level of adherence to ‘responsivity’ was in Sandy Bay (38%) and the lowest mean was in

Pelican Narrows (10%) (see Table 16). For 85% of the clients, the level of adherence to the ‘responsivity’ principle was lower than 40%. Moreover, the adherence to ‘responsivity’ was lower than 80% for all clients in the program (see Figure 12).

**Table 16: Adherence to ‘Responsivity Principle’ by Community**

Adherence to ‘Responsivity’ Principle (Percentage of the Needs Addressed in the Care Plans)				
	<i>N</i>	Mean	Minimum	Maximum
<b>Deschambault Lake</b>	10	22%	0%	43%
<b>Pelican Narrows</b>	12	10%	0%	29%
<b>Sandy Bay</b>	17	38%	14%	71%
<b>Total</b>	39	25%	0%	71%

**Figure 12: Distribution of Adherence to ‘Responsivity’ Scores**



### 8.4.5 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. During 2017-18, a number of challenges were encountered that led to few YLS/CMI and LSI-SK/SPRA tools being completed. In response to these difficulties (and following the recommendations of the formative evaluation), the NYVRP project management implemented a new risk assessment process in January 2019 wherein the YLS/CMI: SV, POSIT, and ACE-Q were to be completed with all youth. This new risk assessment process has been very successful and the completion rates for risk assessments have increased remarkably in all three communities by the end of 2018-19. Indeed, YLS/CMI: SVs and ACE-Qs were completed with 91% of clients who were active between January to March 2019 and POSITs were completed with 89%. These high risk assessment completion rates are an important achievement in the delivery of the program.

It is also important to note that the suite of risk assessment tools the program selected are complementary to each other. Research has shown the predictive validity of both the ACE-Q (Baglivio et al., 2015; Evans-Chase, 2014) and YLS/CMI: SV (Campbell et al., 2014) in terms of predicting offending among youth. In addition, there is empirical evidence indicating that ACE-Q scores are associated with an increased score on the LSI-R scale (Moore & Tatman, 2016). In our own analysis, there was a positive moderate relationship between the ACE-Q scores and YLS/CMI: SV scores ( $r = .47, p < .001$ ). This shows that the findings of these two tools support each other and that higher scores on one of the tools predicts higher scores on the other. Therefore, the introduction of these new tools improved the capacity of the program to assess the risk levels and needs of the clients by increasing the completion rates without losing any predictive validity.

The outcomes of all three risk assessment tools (YLS/CMI: SV, POSIT, and the ACE-Q) showed that nearly all of the NYVRP participants are high risk. Personality/behaviour problems, delinquent peer networks, anti-social attitudes, poor educational and vocational status are among the most common risk factors that contributed to their high risk scores. In addition, risk factors, such as poor mental health, poor parental supervision, limited engagement in prosocial recreational activities, poor social skills, delinquent behaviour, and substance abuse also frequently appeared in the youth's risk profiles. Further, the ACE-Q revealed that the youth enrolled in the NYVRP have experienced a large amount of trauma during their lives, including living with someone who had substance abuse issues, witnessing household members hurt or threaten each other, being the target of insults or threats in their own house, experiencing harassment or bullying at school, being detained arrested or incarcerated, and witnessing violence at home, school, and in their neighborhood. Based on their ACE-Q scores, all of the youth met the criteria for referral for mental health counselling.

Experiencing adverse childhood events and childhood trauma is associated with increased risk for delinquency, violence, and mental health issues such as substance use, conduct disorders, and suicide attempts (Baglivio et al., 2015; Evans-Chase, 2014). Research has estimated that between 75% to 93% of youth entering the juvenile justice system have experienced some type of trauma (Baglivio et al., 2015; Costello et al., 2003, Dierkhising et al., 2013). The experiences asked in

the ACE-Q have a cumulative effect on human development and the co-occurrence of these elements in a youth's life leads to both proximal and distal negative outcomes, including delinquency, violence, and substance abuse. Research on juvenile offenders showed that offenders are 4 times more likely to have ACE scores of four or above than non-offenders and juvenile offenders with higher ACEs have a high risk of re-offending (Baglivio et al., 2014).

Beyond providing a risk score to determine program eligibility, the risk tools employed in the NYVRP were intended to inform care plans developed for the youth. In fact, assessing the criminogenic needs of the clients and addressing these needs through various programs and services were among the main objectives of the NYVRP. As such, the NYVRP's adherence to the 'need' and 'responsivity' principles of the RNR model was evaluated by comparing the care plans developed by Core teams for each client to his/her results on the YLS/CMI: SV. Based on this analysis of the care plans, the adherence of the program to the 'need' and 'responsivity' principles were not at a satisfactory level. It was expected that the criminogenic needs identified on the YLS/CMI would be reflected in the care plans and that suitable goals for each client would be developed based on those needs. However, a substantial number of risk factors identified by the YLS/CMI: SV were not mentioned in the care plans. On average, only 57% of these risk factors were documented in the care plans. As a result, the necessary goals to address those risks and needs could not be developed and noted in the care plans of the clients. Reflective of this, only 25% of the risks factors identified on the YLS/CMI: SV had corresponding goals documented in the case plan. Another observation made during the care plan review was that the majority of the goals mentioned in the care plans were not comprehensive and explanatory. They did not address the specific conditions and characteristics of the clients in these plans and only briefly mentioned what should be done for the client to meet their criminogenic needs (e.g., refer to counselling, encourage to attend school, bring to gardening).

Finally, it is important to note that the introduction of the new risk assessment protocol in January 2019 will have significant implications for the impact evaluation. Since there are only a handful of risk assessments on file for 2017-18, risk information is generally unavailable for the first cohort of clients who entered the program. In 2018-19, while risk assessment completion rates significantly increased, few of the YLS/CMI: SV and POSITs were dated; therefore, it is difficult to know when they were completed with that youth. Further, many of the youth had been in the program for several months at the time the risk assessments were completed with them in 2018-19. Therefore, they will not be able to serve as adequate baseline measures of the youth's risk upon entry into the NYVRP.



## 8.5 NYVRP Participant Characteristics

### 8.5.1 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?

### 8.5.2 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

### 8.5.3 Data Sources

- Casefile Review

### 8.5.4 Results

#### *Referrals to the NYVRP*

**Overall Referrals.** Based on the data provided to evaluation team (i.e., casefiles, the program's Community Data Collection [CDC] tracking sheet, and referral tracking sheets), a total of 133 referrals<sup>8</sup> were made to the NYVRP by the end of March, 2019. Specifically, 90 referrals<sup>9</sup> were made during the first year of program delivery (i.e., March, 2017 to March, 2018), and 43 were made in the second year (April 1, 2018 to March 31, 2019). The demographic characteristics of all referrals made to the NYVRP are summarized in Table 17.

Overall, the greatest number of referrals were received from the RCMP (39%), followed by other community referral sources (e.g., schools, Holistic Health, ICFS, family; 34%) and corrections (27%). When comparing referral sources in 2018-19 to 2017-18, community referrals increased in 2018-19 (47% vs. 28%), while corrections referrals decreased (21% in 2018-19 vs. 30% in 2017-18) as did RCMP referrals (33% vs. 42% in 2017-18).

All of the youth referred to the program were Indigenous and the majority of youth were male (70%) and between the ages of 12 to 17 years (74%). On average, individuals referred to the program were younger in 2018-19 ( $M_{\text{age}}=15.3$  years) than in 2017-18 ( $M_{\text{age}}=16.4$  years). The overall average age of individuals referred to the NYVRP was 16 years.

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<sup>8</sup> Five youth were referred to the NYVRP twice; three declined to participate in the program upon their first referral; two declined to participate following a second referral to the program (they had previously been deemed inactive).

<sup>9</sup> Due to additional data made available for the evaluation, the number of referrals in 2017-18 ( $N=89$ ) are higher in this report compared to the number of referrals previously reported in the formative evaluation ( $N=82$ ).

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 three youth. One youth 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. Two other youth were 11 years at the time of referral; one youth turned 12 within two weeks of his referral and the other was considered ineligible for the program. Further, staff perceptions about the eligibility criteria each youth met were available for 104 of the 133 referrals. Of these 104 youth, it was perceived that 70% had current/past involvement in violence, 67% were high risk, 24% were involved in gang activities, 19% were at risk for gang recruitment, and 11% did not meet the program eligibility criteria<sup>10</sup>.

**Table 17: Demographic Profile of NYVRP Referrals**

Referrals	Total (N=133) n(%)	2017-18 (N=90) n(%)	2018-19 (N=43) n(%)
<b>Referral Source</b>			
<b>Community</b>	45 (33.8%)	25 (27.8%)	20 (46.5%)
<b>Corrections</b>	36 (27.1%)	27 (30.0%)	9 (20.9%)
<b>RCMP</b>	52 (39.1%)	38 (42.2%)	14 (32.6%)
<b>Gender</b>			
<b>Male</b>	93 (69.9%)	64 (71.1%)	29 (67.4%)
<b>Female</b>	40 (30.1%)	26 (28.9%)	14 (32.6%)
<b>Age<sup>11</sup></b>			
<b>11 years</b>	2 (1.9%)	1 (1.4%)	1 (2.9%)
<b>12-14 years</b>	33 (30.8%)	22 (30.6%)	11 (31.4%)
<b>15-17 years</b>	46 (43.0%)	28 (38.9%)	18 (51.4%)
<b>18-20 years</b>	16 (15.0%)	12 (16.7%)	4 (11.4%)
<b>21-24 years</b>	9 (8.4%)	8 (11.1%)	1 (2.9%)
<b>25+ years</b>	1 (0.9%)	1 (1.4%)	0 (0%)
<b>Ethnicity</b>			
<b>First Nation</b>	129 (97.0%)	87 (96.7%)	42 (97.7%)
<b>Métis</b>	4 (3.0%)	3 (3.3%)	1 (2.3%)

**Referrals by Community.** An examination of referrals broken down by each community indicated that Pelican Narrows received the most referrals, followed by Sandy Bay and then Deschambault Lake. Overall, the RCMP was the primary referral source in both Deschambault Lake and Sandy Bay, while community agencies were the primary referral source in Pelican Narrows. Notably, in 2018-19, the majority of new referrals in Pelican Narrows and Sandy Bay came from schools in 2018-19, while most new referrals in Deschambault Lake were self-referrals from families.

<sup>10</sup> The eligibility characteristics do not reflect mutually exclusive categories.

<sup>11</sup> Birthdates were missing for 2 Deschambault Lake, 9 Pelican Narrows, and 15 Sandy Bay participants.

In terms of gender, Deschambault Lake and Sandy Bay had approximately equal numbers of female referrals to the NYVRP (33% and 38%, respectively), while Pelican Narrows had somewhat fewer female referrals (22%). Finally, Deschambault Lake had a somewhat older demographic with approximately 36% of its referrals being between the ages of 18 to 24 years compared to 18% in Pelican Narrows and 17% in Sandy Bay. Table 18 summarizes the demographic characteristics of all referrals by community and Table 19 identifies the specific referral agencies in each community by program year.

**Table 18: Demographic Profile of NYVRP Referrals by Community**

Referrals	Deschambault Lake (N=39) n(%)	Pelican Narrows (N=54) n(%)	Sandy Bay (N=40) n(%)
<b>Referral Source</b>			
Community	8 (20.5%)	26 (48.1%)	11 (27.5%)
Corrections	12 (30.8%)	19 (35.2%)	5 (12.5%)
RCMP	19 (48.7%)	9 (16.7%)	24 (60.0%)
<b>Gender</b>			
Male	26 (66.7%)	42 (77.8%)	25 (62.5%)
Female	13 (33.3%)	12 (22.2%)	15 (37.5%)
<b>Age<sup>1</sup></b>			
11 years	----	1 (2.2%)	1 (4.0%)
12-14 years	6 (15.4%)	19 (42.2%)	8 (32.0%)
15-17 years	17 (43.6%)	17 (37.8%)	12 (48.0%)
18-20 years	8 (20.5%)	6 (13.3%)	2 (8.0%)
21-24 years	6 (15.4%)	2 (4.4%)	1 (4.0%)
25+ years	----	----	1 (4.0%)
<b>Ethnicity</b>			
First Nation	39 (100%)	53 (98.1%)	37 (92.5%)
Métis	----	1 (1.9%)	3 (7.5%)

<sup>1</sup>Birthdates were missing for 2 Deschambault Lake, 9 Pelican Narrows, and 15 Sandy Bay participants.

**Table 19: Referral Agency by Community and Year**

Referrals	Deschambault Lake (N=39)		Pelican Narrows (N=54)		Sandy Bay (N=40)	
	Referred 2017-18 (n=22)	Referred 2018-19 (n=17)	Referred 2017-18 (n=37)	Referred 2018-19 (n=17)	Referred 2017-18 (n=31)	Referred 2018-19 (n=9)
<b>Referral Source</b>						
Corrections	7 (31.8%)	5 (29.4%)	14 (37.8%)	5 (29.4%)	5 (16.1%)	----
RCMP	12 (54.5%)	7 (29.4%)	6 (16.2%)	3 (17.6%)	21 (67.7%)	3 (33.3%)
Education	----	----	2 (5.4%)	9 (52.9%)	4 (12.9%)	6 (66.7%)
ICFS	----	----	1 (2.7%)	----	1 (3.2%)	----
Holistic	2 (9.4%)	----	1 (2.7%)	----	----	----
Family	1 (4.5%)	5 (41.2%)	1 (2.7%)	----	----	----
Community <sup>1</sup>	----	----	12 (32.4%)	----	----	----

<sup>1</sup> Specific referral agencies unknown

### ***Consented Clients: Overall Demographics***

Of the 133 referrals to the NYVRP, 84 (i.e., 63%) 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. In addition, two of the youth were deemed ineligible. Of the 84 who did consent to participate in the NYVRP, 58 were enrolled in 2017-18 and 26 were enrolled in 2018-19. Consequently, there was a smaller influx of new participants into the NYVRP in the second year of program delivery compared to the first year.

Overall, youth who consented to participate in the NYVRP were primarily referred by the RCMP (44%) followed approximately equally by other community agencies (29%) and corrections (27%). When looking at referral source by program year, the RCMP was the greatest referral source for consented clients in 2017-18, while community agencies provided the most referrals for consented clients in 2018-19.

All youth enrolled in the program were Indigenous, and the majority were between the ages of 12 to 17 years (74%). On average, youth were 16.4 years upon consent to the NYVRP; however, youth enrolled in 2018-19 ( $M_{age}=15.7$  years) were slightly younger than youth enrolled in 2017-18 ( $M_{age}=16.7$  years). One youth was 25 years of age upon consenting to participate in the NYVRP; however, he was 24 years of age upon referral. In terms of the gender composition of the program, most youth enrolled in the NYVRP were male (68%). However, there was a slightly greater proportion of female youth enrolled in 2018-19 (39% vs. 29% in 2017-18). See Table 20 for a summary of the demographic profile of NYVRP consented participants.

**Table 20: Demographic Profile of NYVRP Consented Participants ( $N=84$ )**

<b>Consented Clients</b>	<b>Total (<math>N=84</math>) <math>n(\%)</math></b>	<b>Enrolled 2017-18 (<math>N=58</math>) <math>n(\%)</math></b>	<b>Enrolled 2018-19 (<math>N=26</math>) <math>n(\%)</math></b>
<b>Referral Source</b>			
<b>Community</b>	24 (28.6%)	13 (22.4%)	11 (42.3%)
<b>Corrections</b>	23 (27.4%)	17 (29.6%)	6 (23.1%)
<b>RCMP</b>	37 (44.0%)	28 (48.3%)	9 (34.6%)
<b>Gender</b>			
<b>Male</b>	57 (67.9%)	41 (70.7%)	16 (61.5%)
<b>Female</b>	27 (32.1%)	17 (29.3%)	10 (38.5%)
<b>Age<sup>1</sup></b>			
<b>12-14 years</b>	19 (24.1%)	14 (25.0%)	5 (21.7%)
<b>15-17 years</b>	39 (49.4%)	24 (42.9%)	15 (65.2%)
<b>18-20 years</b>	14 (17.7%)	11 (19.6%)	3 (13.0%)
<b>21-24 years</b>	6 (7.6%)	6 (10.7%)	----
<b>25+ years</b>	1 <sup>2</sup> (1.3%)	1 <sup>2</sup> (1.8%)	----
<b>Ethnicity</b>			
<b>First Nation</b>	81 (96.4%)	56 (96.6%)	25 (96.2%)
<b>Métis</b>	3 (3.6%)	2 (3.4%)	1 (3.8%)

<sup>1</sup>Consent and/or birthdates are missing for 5 participants; one of these youths would have been 25 years of age upon consent based her referral age. <sup>2</sup>This youth was 24 years old upon referral.

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,  $\chi^2(1)=.27, p=.69$ . Further, there was no significant difference among corrections-, community-, and RCMP-referred youth in terms of their likelihood to participate in the program,  $\chi^2(2)=3.30, p=.19$ . There also were no significant differences regarding the likelihood of youth belonging to different age groups to consent to the NYVRP,  $\chi^2(5)=4.29, p=.51$ . Table 21 summarizes the demographic characteristics of all consented clients by community, and Table 22 breaks down the demographic characteristics by community and program year.

### ***Consented Clients: Demographics by Community***

An examination of the profile of consented participants in each community revealed some differences across the three sites (see Tables 21 and 22). Deschambault Lake has had the greatest number of consented clients to date, with 33 enrolled clients over the two-year period in which the NYVRP has been delivered compared to 28 clients in Pelican Narrows and 23 clients in Sandy Bay. Given that clients are supposed be enrolled in the program for 12 to 18 months, the number of clients consented in Deschambault Lake is what would be expected if these practices were followed. Thus, it seems that client turnover is happening at a slower rate than anticipated in Pelican Narrows and Sandy Bay.

The majority of consented clients in Deschambault Lake and Sandy Bay were referred by the RCMP (49% and 70%, respectively). Corrections was the top referral source for consented clients in Pelican Narrows. In terms of the NYVRP participants' ages, Deschambault Lake had a slightly older client population. The average age of clients in Deschambault Lake was 18 years compared to 15 years in Pelican Narrows and Sandy Bay. In fact, Deschambault Lake was the only community that had clients in the 21 to 24 years age range (although Sandy Bay did have one client who was 25 years upon re-referral). Interestingly, Sandy Bay was the only site that had an approximately equal proportion of male and female youth. In fact, more female than male youth enrolled in Sandy Bay in 2018-19. Deschambault Lake (70%) and Pelican Narrows (75%) had predominantly male clients.

**Table 21: Demographic Profile of NYVRP Consented Participants by Community**

Consented Clients	Deschambault Lake (N=33) n(%)	Pelican Narrows (N=28) n(%)	Sandy Bay <sup>1</sup> (N=23) n(%)
<b>Referral Source</b>			
<b>Community</b>	7 (21.2%)	11 (39.3%)	6 (26.1%)
<b>Corrections</b>	10 (30.3%)	12 (42.9%)	1 (4.3%)
<b>RCMP</b>	16 (48.5%)	5 (17.9%)	16 (69.6%)
<b>Gender</b>			
<b>Male</b>	23 (69.7%)	21 (75.0%)	13 (56.5%)
<b>Female</b>	10 (30.3%)	7 (25.0%)	10 (43.5%)
<b>Age</b>			
<b>12-14 years</b>	4 (12.9%)	10 (35.7%)	5 (25.0%)
<b>15-17 years</b>	13 (46.9%)	13 (46.4%)	13 (65.0%)
<b>18-20 years</b>	7 (22.6%)	5 (17.9%)	2 (10.0%)
<b>21-24 years</b>	6 (19.4%)	----	----
<b>25+ years</b>	1 (3.2%)	----	----
<b>Ethnicity</b>			
<b>First Nation</b>	33 (100%)	27 (96.4%)	21 (91.3%)
<b>Métis</b>	----	1 (3.6%)	2 (8.7%)

<sup>1</sup>Birthdates and/or consent dates were missing for 3 Sandy Bay clients; one of these youth would have been 25 years of age upon consent based on her age at referral.

**Table 22: Demographic Profile of Consented Participants by Community and Year**

Consented Clients	Deschambault Lake (N=33)		Pelican Narrows (N=28)		Sandy Bay (N=23) <sup>1</sup>	
	Consented 2017-18 (n=20)	Consented 2018-19 (n=13)	Consented 2017-18 (n=20)	Consented 2018-19 (n=8)	Consented 2017-18 (n=18)	Consented 2018-19 (n=5)
<b>Referral Source</b>						
<b>Community</b>	2 (10.0%)	5 (38.5%)	8 (40.0%)	3 (37.5%)	3 (16.7%)	3 (60.0%)
<b>Corrections</b>	8 (40.0%)	2 (15.4%)	8 (40.0%)	4 (50.0%)	1 (5.6%)	----
<b>RCMP</b>	10 (50.0%)	6 (46.2%)	4 (20.0%)	1 (12.5%)	14 (77.8%)	2 (40.0%)
<b>Gender</b>						
<b>Male</b>	16 (80.0%)	7 (53.8%)	14 (70.0%)	7 (87.5%)	11 (61.1%)	2 (40.0%)
<b>Female</b>	4 (20.0%)	6 (46.2%)	6 (30.0%)	1 (12.5%)	7 (38.9%)	3 (60.0%)
<b>Age</b>						
<b>12-14 years</b>	2 (10.5%)	2 (16.7%)	8 (40.0%)	2 (25.0%)	4 (23.5%)	1 (33.3%)
<b>15-17 years</b>	6 (31.6%)	7 (58.3%)	7 (35.0%)	6 (75.0%)	11 (64.7%)	2 (66.7%)
<b>18-20 years</b>	4 (21.1%)	3 (25.0%)	5 (25.0%)	----	2 (11.8%)	----
<b>21-24 years</b>	6 (31.6%)	----	----	----	----	----
<b>25+ years</b>	1 (5.3%)	----	----	----	----	----
<b>Ethnicity</b>						
<b>First Nation</b>	20 (100.0%)	13 (100.0%)	19 (95.0%)	8 (100.0%)	17 (94.4%)	4 (80.0%)
<b>Métis</b>	----	----	1 (5.0%)	----	1 (5.6%)	1 (20.0%)

<sup>1</sup>Birthdates and/or consent dates were missing for 3 Sandy Bay clients; one of these youth would have been 25 years of age upon consent based on her age at referral.

**Days to Consent.** Overall, the median number of days it took for youth to consent to the NYVRP once referred to the program was 20 days (or just under three weeks). The number of days to consent ranged from 0 to 97 days (i.e., approximately 3 months). The median number of days it took to gain consent from clients was consistent across the first and second year of program delivery (see Table 23).

**Table 23: Number Days to Consent by Year**

	Overall (N=82)	2017-18 (N=57)	2018-19 (N=25)
<b>Median</b>	20.0 days	19.0 days	20.0 days
<b>Mean</b>	23.7 days	24.8 days	21.2 days
<b>Minimum</b>	0 days	0 days	0 days
<b>Maximum</b>	97 days	97 days	71 days

According to the NYVRP service delivery process, 6 weeks is allocated for obtaining consent from corrections-referred clients, while 3 weeks is allocated for obtaining consent from community- and RCMP-referred clients. In line with the presupposition that consent will be gained more readily from community-referred youth, community-referred youth (*Med*=13 days) consented to the program approximately one week earlier than either corrections-referred (*Med*=20 days) or RCMP-referred (*Med*=21 days) youth (see Table 24). Despite the fact that community-referred youth consented somewhat more quickly, by the 3-week mark, more than half of all youth, regardless of referral source had consented and, by the 6-week mark nearly 80% of all youth had consented (although RCMP referrals did slightly lag behind at each time point junctures; see Table 25).

In terms of abiding by the timelines set out by the program for obtaining consent, the median number of days for community and RCMP referrals fell within the 3-week timeframe allocated for obtaining consent, while the median number of days for obtaining consent from corrections referrals fell well within the 6-week timeframe. That being said, for all referral types, there were cases where consent was obtained beyond the recommended 3- to 6-weeks consent period. In fact, it took up to 14 weeks to obtain consent from one individual. Finally, 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,  $F(2, 79)=.41, p= .66$ .

**Table 24: Number Days to Consent by Referral Source**

	Community (N=24)	Corrections (N=23)	RCMP (N=37)
<b>Median</b>	13 days	20.0 days	21.0 days
<b>Mean</b>	19.2 days	22.4 days	27.5 days
<b>Minimum</b>	0 days	0 days	0 days
<b>Maximum</b>	69 days	97 days	85 days

**Table 25: Number of Weeks for NYVRP Referrals to Consent**

Number of Weeks From Referral	Community ( <i>n</i> =24) Total % Consented	Corrections ( <i>n</i> =15) Total % Consented	RCMP ( <i>n</i> =15) Total % Consented
1	42%	27%	19%
2	54%	46%	31%
3	63%	59%	53%
4	71%	82%	61%
5	83%	82%	69%
6	89%	86%	78%
7	89%	91%	81%
8	89%	96%	83%
9	92%	96%	94%
10	100%	96%	94%
11	100%	96%	97%
12	100%	96%	97%
13	100%	96%	100%
14	100%	100%	100%

Notably, in the formative evaluation report (Jewell et al., 2019), it was reported that corrections referrals took less time to consent than community referrals. In that report, however, the RCMP referrals were aggregated under community referrals. Based on the current analysis wherein RCMP referrals are disaggregated from other community referrals, it seems that it was the RCMP referrals specifically which took the longest to gain consent in both 2017-18 and 2018-19 (see Table 26). Referrals from non-RCMP community sources (e.g., schools, families, holistic health) seem to consent most quickly to participate in the program.

**Table 26: Number of Days to Consent by Referral Source and Program Year**

Days to Consent	Community Referrals ( <i>N</i> =24)		Corrections Referrals ( <i>N</i> =23)		RCMP Referrals ( <i>N</i> =37)	
	2017-18 ( <i>n</i> =13)	2018-19 ( <i>n</i> =11)	2017-18 ( <i>n</i> =17)	2018-19 ( <i>n</i> =6)	2017-18 ( <i>n</i> =28)	2018-19 ( <i>n</i> =9)
<b>Median</b>	12 days	18 days	20.0 days	17.5 days	22.5 days	20.5 days
<b>Mean</b>	20.4 days	17.8 days	22.7 days	21.3 days	28.0 days	25.6 days
<b>Minimum</b>	0 days	0 days	0 days	4 days	0 days	5 days
<b>Maximum</b>	69 days	41 days	97 days	52 days	85 days	71 days



**Duration in NYVRP.** As of March 31, 2019, 38 youth were active in the program and 3 had graduated. The remaining youth files ( $n=37$ ) were deemed inactive/closed due to reasons such as a lack of participation in the program, avoidance of the HAWW, or moving to another community. The status of an additional six youth was unknown and will be considered “inactive/closed” for the purposes of this report.

The 38 participants who were active in the program on March 31, 2019 had been in the program for an average of 319 days or approximately 11 months (with their duration in the program ranging from 12 to 730 days). Five of these youth were considered to be phasing out of the program<sup>12</sup>. Notably, 38% of active participants had been in the program for more than 12 months, with 3 participants being in the program for approximately 24 months. The remaining 62% of participants had been in the program for approximately 0.5 to 7 months. Thus, it appears that the NYVRP is serving two type of clientele: a) youth who have been enrolled in the NYVRP for more than 12 months; and b) youth who have enrolled in the program fairly recently.

The three participants who graduated from the NYVRP had been enrolled for 241 days, 431 days, and 572 days, respectively. In other words, they were enrolled in the program for 8 months, 14 months, and 19 months, respectively, before they graduated. Overall, far fewer clients have graduated from the NYVRP than would be expected at the end of 2018-19. It is anticipated that clients will be enrolled in the NYVRP for 12 to 18 months. Thus, by the end of 2018-19, approximately most of the clients enrolled in 2017-18 should have graduated; however, 19 clients who enrolled in 2017-18 were still active at the end of March 2019 and only the three aforementioned clients had graduated (see Table 27).

**Table 27: Number of Targeted, Active, and Dropout Clients by Cohort**

	Consents ( $n$ )	Active March 31, 2018 ( $n$ )	Active March 31, 2019 ( $n$ )	Total Number of Dropouts( $n$ )	Total Graduates
<b>2017-18</b>	58	39	19	36	3
<b>2018-19</b>	26	n/a	19	7	----

Participants who were inactive (and who can be considered program dropouts) participated in the program for an average of 259 days or approximately 9 months (with participation ranging from 14 to 650 days). Youth in Sandy Bay ( $M=408$  days) remained in the program longer than youth in Pelican Narrows ( $M=264$  days) or Deschambault Lake ( $M=191$  days) before becoming inactive. This finding is marginally significant,  $F(2, 30)=3.20, p=.055$ .

Table 28 presents a summary of the cumulative number of targeted and actual participants to date in the NYVRP. NYVRP had a target of enrolling 50 youth in the program during each first year of program delivery. It achieved this target in 2017-18, but only enrolled approximately half the number of anticipated clients in 2018-19. Further, 51% of youth who ever consented to participate in the NYVRP dropped out. At the community level, there was some variation in the extent to which each site retained clients. Specifically, by the end of 2018-19, Deschambault Lake retained 30% ( $n=10$ ) of its clients, Pelican Narrows retained 46% ( $n=13$ ), and Sandy Bay

<sup>12</sup>Based on the program records available to the evaluation team at the time of the casefile review.

retained 65% ( $n=15$ ). It is unclear based on the available data why the dropout rates varied across the three communities.

**Table 28: Cumulative Number of Targeted, Active, and Dropout Clients**

	Targeted Number of Participants ( <i>n</i> )	Total Consented Youth at Yearend ( <i>n</i> )	Total Active Clients at Yearend ( <i>n</i> )	Total Dropouts at Yearend ( <i>n</i> )	Total Graduates Yearend ( <i>n</i> )
<b>2017-18</b>	50	58	39	19	0
<b>2018-19</b>	100	84	38	43	3

**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 two, met the age requirements of the program (i.e., that youth be between the ages of 12 to 24 years). One youth turned 25 years old after he was referred to the program; the other was 25 years old at the time she was re-referred for a second time to the program.

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 available for 75 of the 84 clients included in the present analysis. Among the 75 youth, 11% ( $n=8$ ) were not perceived to 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 and YLS/CMI: SV assessments) suggests that three of these youth did in fact meet the eligibility criteria. Otherwise, the remaining youth ( $n=67$ ) were perceived to meet the eligibility criteria. Specifically, it was believed 76% had current or past involvement in violence, 64% were high risk, 20% were at risk for gang-involvement, and 17% were engaged in gang-related activities. Taken together, there is evidence that at least 83% ( $n=70$ ) met the eligibility criteria of displaying violent behaviours or being at-risk of gang involvement. It is possible that the remaining participants also met the eligibility criteria, but data is currently lacking to verify their eligibility.

To be eligible to participate in the NYVRP, youth are also supposed to be high risk, as demonstrated by an empirical risk assessment. In 2018-19, risk scores were available for 40 out of 44 youth who were active between January to March 2019 when the new risk assessment process was introduced. The YLS/CMI: SV results for these 40 youth indicated that all but one youth (98%) scored as high risk. The remaining youth scored as moderate risk (see Section 8.4.4). Further, on the POSIT, the majority of clients scored as high risk on several, if not all, of the 10 subscales. Finally, ACE-Q scores for 80% (of the 40) youth were six or higher, which is the cut-off used in criminal justice research for being at high risk for offending. All of the youth who had risk assessments completed met the criteria for being high risk on at least one of the instruments.

### 8.5.5 Interpretation

By March 31, 2019, the NYVRP had received a total of 133 referrals and had a total of 84 clients consent to participate in the program. The NYVRP had a target of enrolling 50 youth each year; therefore, they should have had approximately 100 consented clients by the end of 2018-19. However, due to factors, such as extending the length of time participants can remain in the program, the program was slightly shy of this target (by 16%).

Overall, the greatest referral source for the NYVRP was the RCMP (39%) followed by other community sources (e.g., schools, Holistic Health, ICFS, self-referral by families; 34%) and Corrections (27%). Notably, community referrals increased in 2018-19, while Corrections and RCMP referrals decreased. Specifically, most new referrals in Pelican Narrows and Sandy Bay came from schools in 2018-19, while most new referrals in Deschambault Lake were self-referrals from families. By the end of March 2019, Pelican Narrows had the greatest number of referrals, followed by Sandy Bay and Deschambault Lake.

Of the 84 clients who consented to participate in the program, 26 consented in 2018-19. A total of 38 youth were active at the end of March 2019; half of these clients had started the program in 2017-18, while the other half were new to the program as of 2018-19. The 38 participants who were active in the program on March 31, 2019 had been in the program for an average of 11 months. Further, by the end of 2018-19, three youth had graduated from the NYVRP. These clients were enrolled in the program for 8 months, 14 months, and 19 months, respectively, before they graduated. The remaining 43 youth were considered inactive or closed, due to reasons such as a lack of participation in the NYVRP, avoidance of the HAWWs, or moving to a new community. Overall, inactive clients participated in the program for an average of 9 months.

In general, the majority of youth who consented to participate in the NYVRP were male (68%), between the ages of 12 to 17 years (74%), and Indigenous (100%). Youth who joined the program in 2018-17 were slightly younger than youth who had consented in 2017-18. 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, community, or RCMP).

In terms of community level differences, Deschambault Lake had the greatest number of consented clients to date. This finding suggests that that client turnover is happening at a slower rate in Pelican Narrows and Sandy Bay. Further, as in 2017-18, Deschambault Lake continued to have an older demographic; it was the only community in 2018-19 that had clients who were between the ages of 21 to 24 years old. Conversely, Sandy Bay was the only site that had an approximately equal proportion of male and female youth enrolled in the program. All other sites had mostly male clients.

Once youth were referred to the NYVRP, it took them a median of 20 days to consent to participate. Further analyses revealed that community-referred youth consented at a much faster rate (13 days) than corrections- or RCMP-referred youth (20 and 21 days, respectively). The program delivery model states that consents from community-referred youth should be solicited

within a 3-week timeframe whereas consents from corrections-referred youth should be obtained within 6 weeks. The median number of days for all referral types fell within these guidelines. However, these guidelines do not seem to be followed strictly and the NYVRP should consider permitting up to six weeks to obtain consent from clients, regardless of referral type. Indeed, the majority of consents were obtained within six weeks; however, there were cases where consent took up to 10 to 14 weeks to obtain.

Finally, there is evidence that the majority of consented NYVRP clients met the program eligibility criteria. In terms of meeting the program's age requirement, all but two youth were between the ages of 12 to 24 years. The two remaining youth turned 25 years after their original referrals to the program. Referring agencies were not required to indicate the specific eligibility criteria youth met upon referral to the program; however, staff perceptions about the eligibility criteria each client met, combined with additional documentation in the casefiles, indicated that the majority of youth enrolled in the NYVRP were perceived to meet the eligibility criteria. Specifically, 70 of 84 youth (83%) were believed to have current or past involvement in violence and/or be high risk, at risk for gang-involvement, or engaged in gang-related activities. A final criteria for program eligibility was that the youth must be high risk. Risk scores were available for 40 youth who were active between January to March 2019 when the new risk assessment process was introduced. All but one youth (98%) scored as high risk on the YLS/CMI: SV; the majority of clients scored as high risk on several, if not all, of the 10 subscales of the POSIT; and 80% of the youth had ACE-Q Section 1 Scores that were six or higher, which is a marker of being at high risk for offending. Importantly, all of the youth who had completed risk assessments met the criteria for being high risk on at least one of the instruments.

In summary, while consistent data is not available for all 84 youth who consented to participate in the NYVRP, the data that is available indicates at least 83% ( $n=70$ ) of consented youth do meet the eligibility criteria. It is possible that even more youth meet the eligibility criteria, but there is a lack of documentation in the remaining 14 cases to determine this definitively. The relatively high rate of compliance to the program eligibility criteria is encouraging as past research has found that programs replicating the YVRP model are most likely to be successful when they recruit youth who have a sufficiently high risk levels (i.e., as close to high risk as possible) to ensure the appropriateness of the intervention (vis-à-vis the risk principle of RNR; Public Safety Canada, 2018; Wortley, 2011).

## 8.6 NYVRP Program Delivery

### 8.6.1 Evaluation Questions

- What programs and services were delivered through the NYVRP?
- To what extent do available resources match their service delivery needs?
- 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?
- What factors assist in the implementation of the program activities? What factors serve as barriers? What gaps in service delivery exist?

### 8.6.2 Indicators

- Average of 3 contacts per week with youth
- Non-traditional hours worked
- Caseload of 15 clients per 2 HAWWs in each community
- *n* of Core Team meetings
- % of agencies attending Core Team meetings
- *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

### 8.6.3 Data Sources

- Document Review
- Casefile Review
- Observation

### 8.6.4 Results

In this section, the extent to which NYVRP staff adhered to the various aspects of the NYVRP program delivery model will be examined.

#### ***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. A review of the chronological notes included in the casefiles for youth revealed that staff are in regular contact with the youth. However, due to the limited amount of time available to analyze the casefile data, it was not possible to determine the average number of visits per week the HAWWs have with each youth.

### *Non-Traditional Hours of Work*

The document review indicated that the NYVRP staff have flexible working hours to ensure that they are available during the times of day that the youth are most vulnerable. In fact, it was stated in a meeting that staff are available “24/7” for the youth, indicating a flexible approach to working with youth, regardless of the time of day (or night).

### *Caseloads*

It was originally 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, the average caseload for each HAWW was determined using information reported by the HAWC at monthly update meetings and oversight meetings.<sup>13</sup> The caseload information presented in Table 29 reflects consented, active clients only.

In 2018-19, the combined caseloads at each site were between 13 to 15 clients, which is in line with the NYVRP program delivery model. Further, on average, all HAWWs had six or more clients. One HAWW in Sandy Bay had highest average caseload with 9 clients due, in part, to staff turnover at this site. This HAWW also had the most experience and training compared to the other HAWWs. The lowest caseload was in Pelican Narrows, where one HAWW had just under 6 clients; however, this position had been affected by staff turnover, which resulted in fewer clients to be assigned to the second HAWW to allow the new incumbent additional time for learning the position. Overall, in 2018-19 there was a slight increase in the caseloads of the HAWWs compared to 2017-18.

It should be noted that, 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 29: Average Caseload of HAWWs by Community and Program Year**

Caseload of HAWWs (Average number of cases throughout the year)						
	Sandy Bay		Pelican Narrows		Deschambault Lake	
	HAWW1	HAWW2	HAWW1	HAWW2	HAWW1	HAWW2
<b>2017-2018</b>	5.9	6.7	6.3	6.8	5.8	3.9
<b>2018-2019</b>	8.9	6	7.1	5.7	6.7	6

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

In meetings held during 2018-19, the NYVRP project management team expressed that maintaining the maximum caseload has been a challenge for the program staff. Although the staff solicit the agencies for new referrals, they have not received as many referrals as they wish. As such, the NYVRP project management team has worked closely with the local Judges and their staff to enable the youth before the courts and their families agree to the NYVRP program as an alternative to incarceration. To encourage new referrals for the program, HAWWs also continued to make visits to all community agencies in addition to core and interagency meetings. The program staff found that some clients considered for referral did not meet the inclusion criteria for the program and this stemmed from the agencies' lack of understanding the program criteria.

### ***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.

Table 30 outlines the total number of Core meetings held in both 2017-18 and 2018-19. Considerably fewer Core meetings were held in 2018-19; however, it was determined midway through the first year of program delivery that Core meetings would be held only once a month rather than weekly. Therefore, only a maximum of 12 Core meetings were expected to be held in 2018-19. Even so, Deschambault Lake only held 50% of the expected number of meetings, while Pelican Narrows held 75% of expected meetings, and Sandy Bay held 83% of expected meetings.

**Table 30: Number of Core Meetings by Community and Program Year**

<b>Number of Core Meetings</b>		
	<b>2017-2018</b>	<b>2018-2019</b>
<b>Deschambault Lake</b>	16	6
<b>Pelican Narrows</b>	14	9
<b>Sandy Bay</b>	21	10

The types of agencies that participated in the Core Team varied by each community, as did the participation rates of the agencies. Tables 31 to 33 present the percentage of Core meetings each partner agency attended. In 2018-19, the majority of the agencies increased their attendance compared to the previous year. In Deschambault Lake and Sandy Bay, the RCMP had the highest and most consistent attendance at the meetings. In contrast, Pelican Narrows had the most participation from Corrections and Education. Notably, Corrections did not attend any Core meetings in Sandy Bay and ICFS did not participate in any Core meetings at any of the sites. Deschambault Lake was also the only community that did not have an Elder involved in the Core meetings and had much lower participation from Education compared to the other two sites.

**Table 31: Agency Attendance at Deschambault Lake Core Meetings by Program Year**

<b>Deschambault Lake –Agency Attendance at Core Meetings (%)</b>		
<b>Agencies</b>	<b>2017-2018</b>	<b>2018-2019</b>
Corrections	43.8	50.0
RCMP	68.8	83.3
Education	25.0	33.3
ICFS	6.3	0.0
Holistic	25.0	50.0
Justice Worker	6.3	0.0

**Table 32: Agency Attendance at Pelican Narrows Core Meetings by Program Year**

<b>Pelican Narrows–Agency Attendance at Core Meetings (%)</b>		
<b>Agencies</b>	<b>2017-2018</b>	<b>2018-2019</b>
Corrections	28.6	66.7
RCMP	50.0	55.6
Education	57.1	66.7
ICFS	7.1	0.0
Holistic	50.0	33.3
Elder	57.1	88.9

**Table 33: Agency Attendance at Sandy Bay Core Meetings by Program Year**

<b>Sandy Bay –Agency Attendance at Core Meetings (%)</b>		
<b>Agencies</b>	<b>2017-2018</b>	<b>2018-2019</b>
Corrections	33.3	0.0
RCMP	100.0	100.0
Education	76.2	90.0
ICFS	0.0	0.0
MCRCHA	76.2	70.0
Restorative Justice	66.7	10.0
Elder	0.0	40.0
Community Resource Centre	0.0	20.0

In addition to working with community partners through Core Teams, NYVRP staff also attend community events and interagency meetings. Moreover, they are often invited to participate and volunteer in youth-related activities within the communities. Thus, in an effort to build and maintain relationship with their community partners, NYVRP staff are active contributors to their communities.

### ***Care Plans for Youth***

Care plans are supposed to be developed for each youth enrolled in the NYVRP. Care plans were found for 44 (52%) of the 84 consented clients (see Table 34). Care plans were available for approximately 75% of the consented clients in Pelican Narrows and Sandy Bay, while care plans were available for approximately 24% of youth in Deschambault Lake. It may be that care plans were developed for some of the youth and were not included in the casefiles provided to the



evaluation team, or it may be that case plans are not developed for all youth. Additional inquiry will be required to more fully understand why care plans are not available for all youth.

**Table 34: Cumulative Number of Care Plans for Consented Clients by Community**

	Deschambault Lake (N=33) n(%)	Pelican Narrows (N=28) n(%)	Sandy Bay (N=23) n(%)
<b>Care Plans Available</b>	8 (24.2%)	21 (75%)	17 (73.9%)

The care plans included in the youth's casefiles were generally simple and straightforward. It is unclear the extent to which the care plans were informed by the risk assessments completed with the youth, as it seemed that many of the care plans were developed prior to the completion of the risk assessment tools. Instead, it seems that 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. Further, 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, based on the casefile review, it is unclear how often the care plans were reflected upon and used to guide the work completed with the youth.

### ***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. At one monthly update meeting in 2018-19, Corrections indicated that it would be beneficial to receive more regular updates from some of the HAWWs about their shared clients. Corrections would use this information to then inform the youth's integrated case plan. They also indicated that these updates could be informal, such as a weekly email or monthly update outlining what happened with the client during that timeframe.

### ***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 staff have also included their clients in volunteer activities and, therefore, the clients have gained positive exposure in the community as helpers and respectable young people. During these volunteering experiences, it was noted that the clients feel positive about giving back to their community in addition to being involved in prosocial activities and environments. Table 35 highlights some of the ways in which the HAWWs have supported the youth.

**Table 35: Supports HAWWs Offer to NYVRP Participants**

<b>Domain</b>	<b>Activities Engaged in by HAWWs</b>
<b>Personal Support and Development</b>	<ul style="list-style-type: none"> <li>• Shopping in nearby urban centres to remove them from stressors</li> <li>• One-on-one time to talk about what is going on at home</li> <li>• Facilitated attendance at parenting classes</li> <li>• Delivered presentations related to self-esteem, role modelling, and goal setting</li> <li>• Facilitated attendance at youth conferences and workshops (e.g., New North Justice Symposium; Wellness, Resilience, and Recovery workshop, Healthy Lifestyle workshop, FASD conference)</li> <li>• Facilitated volunteer activities (e.g., packing and delivering good food boxes)</li> <li>• Made NYVRP offices a safe place for youth to hang out and have access to snacks</li> </ul>
<b>Educational Assistance</b>	<ul style="list-style-type: none"> <li>• Arranged for tutoring from mentors</li> <li>• Arranged online educational programs</li> </ul>
<b>Employment</b>	<ul style="list-style-type: none"> <li>• Assisted with obtaining driver's license</li> <li>• Assisted with creating a resume</li> <li>• Facilitated attendance at resume writing workshops</li> <li>• Facilitated attendance at job fairs</li> <li>• Connected youth with local training opportunities (e.g., heavy equipment training, rock crushing, carpentry)</li> <li>• Helped youth obtain summer employment</li> </ul>
<b>Mental Health and Addictions Support</b>	<ul style="list-style-type: none"> <li>• Arranged mental health counselling appointments</li> <li>• Arranged addictions counselling appointments</li> <li>• Transported youth to counselling appointments (when held in other communities)</li> <li>• Facilitated attendance at programming offered by Holistic Health</li> </ul>
<b>Support with Meeting Court Ordered Conditions</b>	<ul style="list-style-type: none"> <li>• Supported youth in writing an apology letter</li> <li>• Facilitated youth completing community service hours</li> <li>• Ensured youth reported to POs</li> </ul>
<b>Cultural and Land-Based Teachings</b>	<ul style="list-style-type: none"> <li>• Cultural camps</li> <li>• Cultural ceremonies (e.g., sweat ceremonies, round dances, Sundance ceremonies, full moon ceremonies)</li> <li>• Beadwork</li> <li>• Hunting</li> </ul>

Domain	Activities Engaged in by HAWWs
	<ul style="list-style-type: none"> <li>• Fishing, including fishing derbys and ice netting</li> <li>• Snaring</li> <li>• Traditional medicine picking</li> <li>• Picking mint, berries, and mushrooms</li> <li>• Nature walks</li> <li>• Visits with, and teachings from, an Elder (e.g., cooking, men's roles)</li> <li>• Drum making</li> </ul>
<b>Arts</b>	<ul style="list-style-type: none"> <li>• Scrapbooking</li> <li>• Crafts</li> </ul>
<b>Sports and Other Recreational Activities</b>	<ul style="list-style-type: none"> <li>• Involved youth in local sports (e.g., hockey, volleyball, baseball, yoga)</li> <li>• Boating and tubing</li> <li>• Swimming</li> <li>• Movie nights</li> <li>• Skating</li> <li>• Baking Nights</li> </ul>

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.

### *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.

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.

### ***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 probation officers. 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 MiFi<sup>14</sup> 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, in the fall of 2018, Corrections ultimately decided that it would not be using the RPT units to replace their supervision standards for face-to-face meetings. It had been hoped that the RPT units could be used to increase contact and supervision with Corrections to better follow the YVRP model, but it is not currently a possible strategy for doing so.

The RPT units were also intended to connect the youth with mental health providers to provide treatment to the youth, which they cannot access in their own communities. Originally, the NYVRP project management team had approached the psychiatry department at the University of Saskatchewan, who 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; however, this program was also unable to enter into a partnership with the NYVRP to deliver services via RPT due to competing demands and limited resources. Most recently, the project management team approached Indigenous Services Canada (ISC). This partnership has proven much more fruitful and, with the support of ISC, the NYVRP was able to identify a number of mental health therapists interested in working with the program, as well as a mechanism to pay the therapists through ISC programs (e.g., Indian Residential Schools Resolution Health Support Program). It was anticipated that mental health therapy via the RPT units would commence in June 2019.

### ***Completion of Reports and Files***

The completion of program forms and the maintenance of accurate, comprehensive casefiles is currently an area with which the NYVRP struggles. 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. For instance, for the 26 clients enrolled in 2018-19, only 11 intake forms were available in the casefile review. In addition, while the HAWWs are now routinely completing the risk assessment tools, these tools generally are not dated, so it is difficult to know when they were completed in relation to the youth's tenure in the program. In addition, the casefile review revealed that the HAWWs in some of the communities did not know how to score the YLS/CMI: SV, as they were calculating the total scores incorrectly. Finally, staff struggle with completing the CDC tracking sheet and, as a

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<sup>14</sup> Similar to a Wi-Fi connection.

result, the data contained within in is unreliable. It has also been observed 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. It also was suggested that the NYVRP may need to implement a strategy to ensure that staff do not get behind on their administrative duties, such as having alternating shifts wherein one HAWW is responsible for completing paperwork and the other is responsible for contacting 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), the program has been slowly working on building the database, but it has yet to be finished. There are currently no concrete deadlines in place specifying when the database will be completed.

### **8.6.5 Interpretation**

Overall, the NYVRP is largely being implemented in line with its program delivery model. The data available indicates that HAWWs have regular contact with the youth each week and are readily available to the youth whenever the youth need them, including evenings and weekends. 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 (e.g., when completing risk assessments). They also have garnered the respect other community members and agency representatives.

According to the program delivery model, there should 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. In 2018-19, the combined caseloads at each site were between 13 to 15 clients, with all HAWWs having an average of six or more clients on the individual caseloads. Further, in 2018-19, there was a slight increase in the caseloads of the HAWWs compared to 2017-18. Thus, it seems that

the program is operating just under its intended maximum capacity. Notably, 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. In 2018-19, Deschambault Lake held 50% of the expected number of meetings, while Pelican Narrows held 75% of expected meetings, and Sandy Bay held 83% of expected meetings. The types of agencies that participated in the Core Team varied by each community, as did the participation rates of the agencies. That being said, the majority of the agencies increased their attendance at Core meetings in 2018-19 compared to the previous year. In Deschambault Lake and Sandy Bay, the RCMP had the highest and most consistent attendance at the meetings, while Pelican Narrows had the most participation from Corrections and Education. Notably, Corrections did not attend any Core meetings in Sandy Bay and ICFS did not participate in any Core meetings at any of the sites.

One of the key tasks of the Core Teams is to develop care plans. The casefile review revealed that care plans were available for 52% of the 84 consented youth. The biggest gap with respect to the care plans came from Deschambault Lake where only 24% of consented youth had a care plan on file; Pelican Narrows and Sandy Bay had care plans available for approximately 75% of their clients. Other concerns that emerged with respect to the care plans is that they were fairly brief and simplistic and seemingly developed prior to the completion of the risk assessment tools. While it is not problematic that the care plans were developed before the risk assessment tools were completed, they should be treated as dynamic documents and updated as new information becomes available (such as the results from various risk assessments); however, there was no evidence in the casefile review that they were treated in this manner.

Regardless of the challenges experienced with the care plans, 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. Moreover, numerous Mentors and Elders have been identified to work with the youth in all three communities. 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. Further, at the end of 2018-19, the NYVRP was close to having mental health services available for its clients through RPT. The program was in final stages of setting up a partnership with Indigenous Service Canada to allow youth to remotely access mental health therapists. Importantly, 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.

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, Intake forms were underutilized and were only available for 42% of clients who consented in 2018-19. In addition, there were several instances where YLS/CMI: SVs had been completed with clients, but had not been scored correctly. Further, there are issues of data accuracy regarding the CDC tracking sheet where information in the spreadsheet does not correspond with the raw data available in the casefile; however, the CDC tracking sheet was more accurate in 2018-19 compared to 2017-18 showing some improvement in staff's ability to use and comprehend this tool over the past year. The program had hoped to develop a database to mitigate some of the concerns around program documentation and data collection; however, it is unlikely that the database will be completed in sufficient time to allow for its implementation within the confines of the five-year pilot project.

## 8.7 Satisfaction with NYVRP

### 8.7.1 Evaluation Questions

- How satisfied are youth, parents, staff, and other stakeholders with the NYVRP?

### 8.7.2 Indicators

- Degree of NYVRP client satisfaction
- Degree of parent satisfaction
- Degree of community agency (i.e., partner) satisfaction

### 8.7.3 Data Sources

- NYVRP Participant Survey
- NYVRP Parent Survey

### 8.7.4 Results

It was intended that this evaluation question would be answered by conducting an NYVRP Participant Survey, as well as a Parent Survey. These surveys were designed but, unfortunately, it was not possible to actually administer them during the reporting period. The evaluation team had hoped to use a participatory approach wherein HAWWs would hand out these surveys to the NYVRP youth and their parents. In retrospect, the demands of preparing for the casefile review may have been burdensome enough for the HAWWs, as they did not have time to disseminate the survey. We hope to report on these surveys in the final evaluation report.



## 9. IMPACT EVALUATION

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 about youth enrolled in the program could be derived from risk assessments completed with program participants. However, almost no risk assessment data is available for 2017-18. For 2018-19, risk assessment data is available for 40 youth who were enrolled in the program between January to March 2019; however, few of the assessments were completed at the time the youth consented to participate in the program. Most clients had already been in the program for several months at the time the assessments were completed. Compounding this problem further is that most YLS/CMI: SVs and POSITs were not dated, making it difficult to determine when they were completed with any level of specificity. The challenges encountered with the risk assessment data is of significant concern to the viability of the impact evaluation, as risk assessment data is only available for approximately half of all consented clients and, of those for whom it is available, the first risk assessment on file was not necessarily conducted at the time they entered the program, making it difficult to reliably assess their “pre-program” outcomes.

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. A recent meeting with the RCMP has suggested that this process is more complicated than originally anticipated and that permission from the Court is required before the RCMP will consider releasing data to the evaluation team. Consequently, 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.

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. PBCN Education–Deschambault Lake has given the evaluation team permission to access school data for all NYVRP clients in that community; however, we are still trying to secure the same permission to access education data in Pelican Narrows and Sandy Bay.

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 currently unclear whether other outcomes, such as risk level, will be feasible in this design. Therefore, 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, we will be completing a photovoice study. In addition, interviews and/or surveys with NYVRP stakeholders will be conducted to further understand the impact the NYVRP has had on: a) the youth involved in the program; b) increasing linkages between community agencies; and c) increasing community capacity to address justice related issues.

## 10. COST ANALYSIS FINDINGS

A cost effectiveness analysis was not included in the current process evaluation, since insufficient information was provided to the evaluation team at the time this report was prepared. To date the evaluation team has received budgeted program expenses, but has not received actual program expenditures. 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

### 11.1.1 Evaluation Questions

- Does the need for the program continue to be in the communities?
- To what extent the program corresponds to the needs of the community
- What else can be done to meet the needs of the youth?

### 11.1.2 Indicators

- Elements of need for program in the community.
- The level of delinquency and gang involvement among the community youth
- The currently available supports and opportunities for the youth.

### 11.1.3 Data Sources

- Community Youth Survey
- Document Review
- Interviews

### 11.1.4 Results

The NYVRP is 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 almost all aspects of the community life in these areas as reflected by the crime and socioeconomic statistics presented in the formative evaluation report describing the need for the project (Jewell et al., 2019) and recent homicide and attempted murder of young adults in the communities of Pelican Narrows (March 2019<sup>15</sup>) and Deschambault Lake (January 2019<sup>16</sup>). Further, through the needs assessment activities conducted by the NYVRP, community stakeholders revealed numerous factors underlying the high rates of violence in the communities (Jewell et al., 2019) 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.

To better understand whether there is a continuous need for the NYVRP in the communities, the perceptions of the youth living in the communities needed to be included in the evaluation of the program. Thus, a community youth survey was developed to assess the needs and life experiences of youth living in Deschambault Lake, Pelican Narrows and Sandy Bay, as well as their perceptions of the underlying causes of youth violence in their communities. In fact, the survey was designed to explore the extent to which Central Eight risk factors are present in the youth's lives. In doing so, survey questions were adapted from Hennigan et al.'s (2014) risk assessment tool for identifying youth at risk for gang involvement.

<sup>15</sup> <http://www.rcmp-grc.gc.ca/en/news/2019/pelican-narrows-homicide-charges-laid>

<sup>16</sup> <https://globalnews.ca/news/4808117/attempted-murder-deschambault-lake-stabbing/>

The Community Youth Survey was handed out by HAWWs to youth attending community events in all three communities (e.g., Treaty Day celebrations) during May and June 2019. Youth who returned the survey were entered into a draw for a \$50 gift card from Walmart (one draw was held per community). The survey was self-report and completed in hard copy (i.e., using pen or pencil).

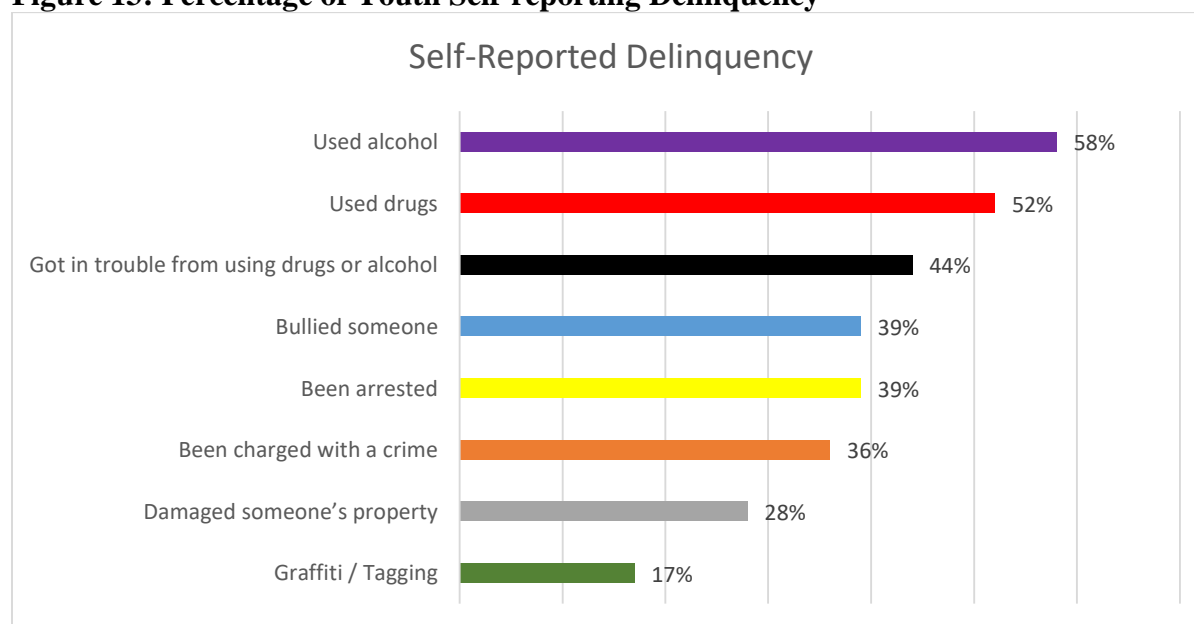
The survey was completed by 100 youth in the three communities, including 25 youth from Deschambault Lake, 34 from Sandy Bay and 41 from Pelican Narrows. Sixty-one percent of the youth identified as female, while 38% identified as male. Participants ranged in age from 12 to 27, with a mean age of 18.4 years. Most youth identified as heterosexual/straight (82.8%), while others identified as bisexual (10.8%), gay (1.1%), lesbian (1.1%), two-spirit (1.1%) or other (3.2%).

The survey asked youth to self-report their:

- Delinquency and gang involvement
- Substance abuse
- Antisocial/prosocial tendencies and behaviours
- Criminal thinking
- Gang involvement in their families
- Peer delinquency
- Negative peer influences
- Involvement in prosocial activities
- Parental supervision
- School attendance and success

### *Self-reported Delinquency*

The youth who participated in the survey were asked about their involvement in various delinquent behaviours. More than half of the youth indicated that they use drugs (52%) and alcohol (58%) and nearly half of them (44%) got in trouble due to alcohol and drug use. Thirty-nine percent of the participants were arrested and the majority of these youth (36%) were charged with a crime. Bullying (39%), property damage (28%), and graffiti (17%) were other types of delinquencies in which the youth were involved (see Figure 13).

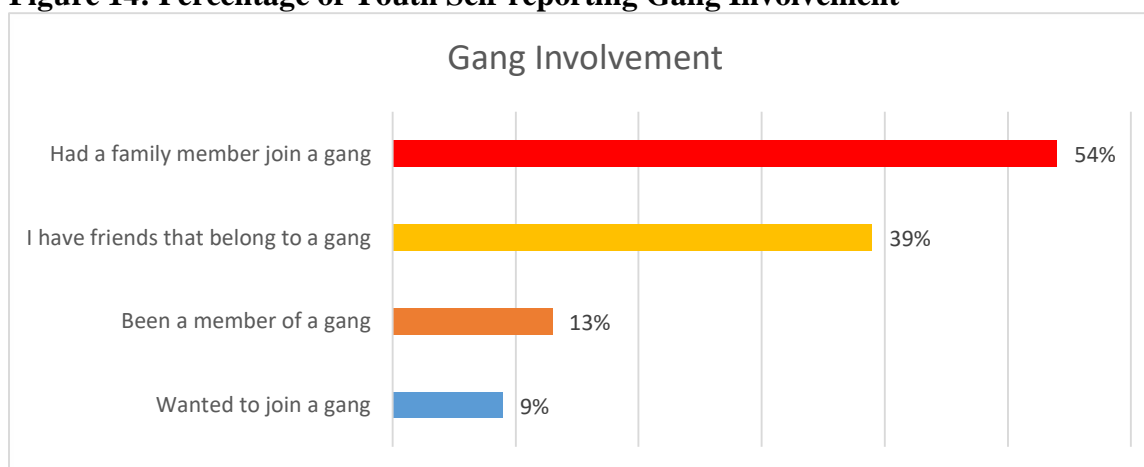
**Figure 13: Percentage of Youth Self-reporting Delinquency**

According to a 2016 report by the Department of Justice on youth criminality in Canada<sup>17</sup>, based on the police records, the overall crime rate among Canadian youth is 4% and the rate is 11% for youth in Saskatchewan (excluding traffic and federal statute offences). A comparison of the survey findings and the national and provincial youth crime rates suggest that there is a very high delinquency rate among the youth living in the three communities, which indicates a continuous need for programming to reduce youth violence in the region.

### ***Gang Involvement***

Approximately 13% of the participants reported that they had been a member of a gang and 9% declared they wanted to join a gang. Gang involvement is a widespread problem in the respondents' social networks of family and friends. Fifty-four percent of the youth reported that they had a family member who joined a gang and 39% had friends who were gang members (see Figure 14).

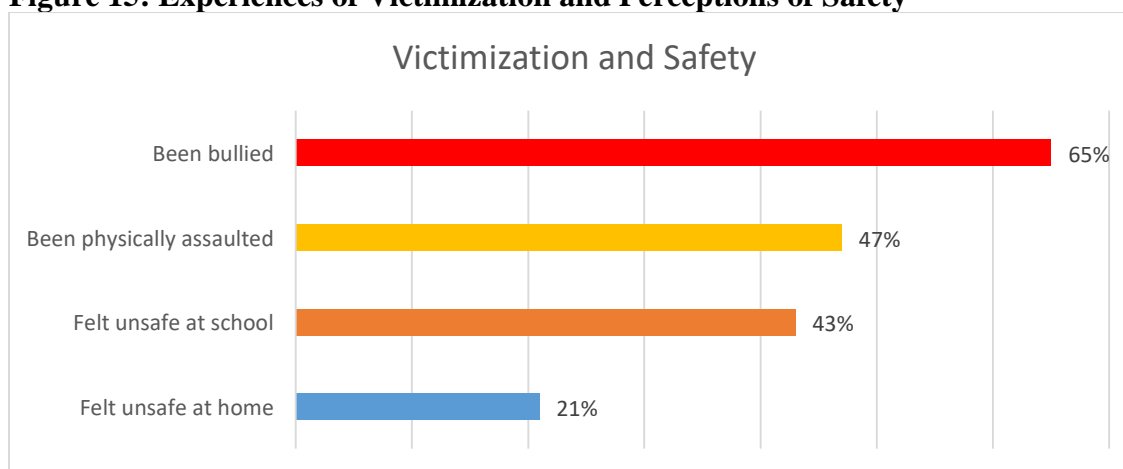
<sup>17</sup> Youth Criminal Justice in Canada: A compendium of statistics. Department of Justice Canada. 2016. [http://publications.gc.ca/collections/collection\\_2018/jus/J4-58-2016-eng.pdf](http://publications.gc.ca/collections/collection_2018/jus/J4-58-2016-eng.pdf)

**Figure 14: Percentage of Youth Self-reporting Gang Involvement**

The actual gang involvement rate and inclination to be a gang member is at a concerning level in the communities. In addition, as previous research (Peterson & Morgan, 2014; Public Safety Canada, 2017) and criminological theories such as social learning (Akers & Jensen, 2003) and differential association theories (Sutherland, 1947) suggest, the high level of gang presence in the family and friend networks of the youth increases their risk for gang involvement in the future.

### *Victimization Experiences and Safety Concerns*

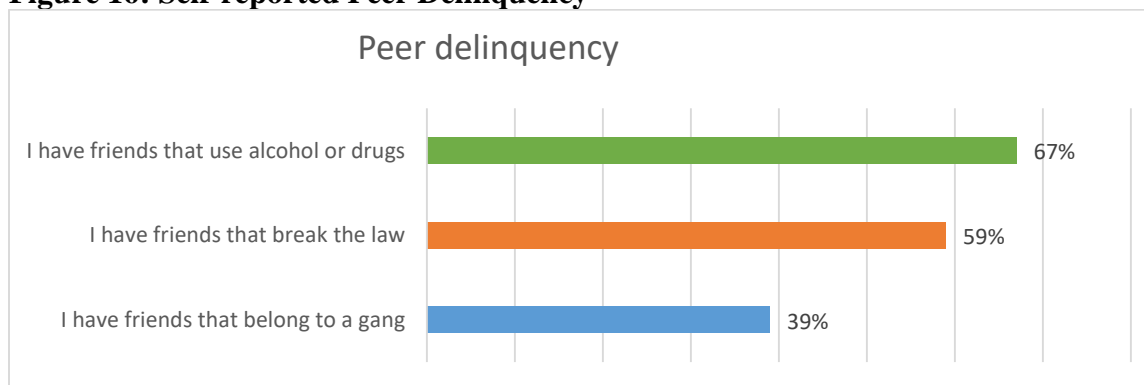
Victimization rates among the surveyed youth were very high. Sixty-five percent of the youth were bullied and 47% of them were physically assaulted in their communities. Those who reported that they felt unsafe at school (43%) and at home (21%) were also at concerning levels. The high level of criminality and gang involvement among the youth may contribute to their high levels of victimization and to a sizeable portion of the youth feeling unsafe at school and at home (see Figure 15).

**Figure 15: Experiences of Victimization and Perceptions of Safety**

### *Peer Delinquency*

In addition to having friends who belonged to a gang, the friend network of the youth respondents had high levels of criminal involvement (59%) and drug/alcohol use (67%; see Figure 16).

**Figure 16: Self-reported Peer Delinquency**



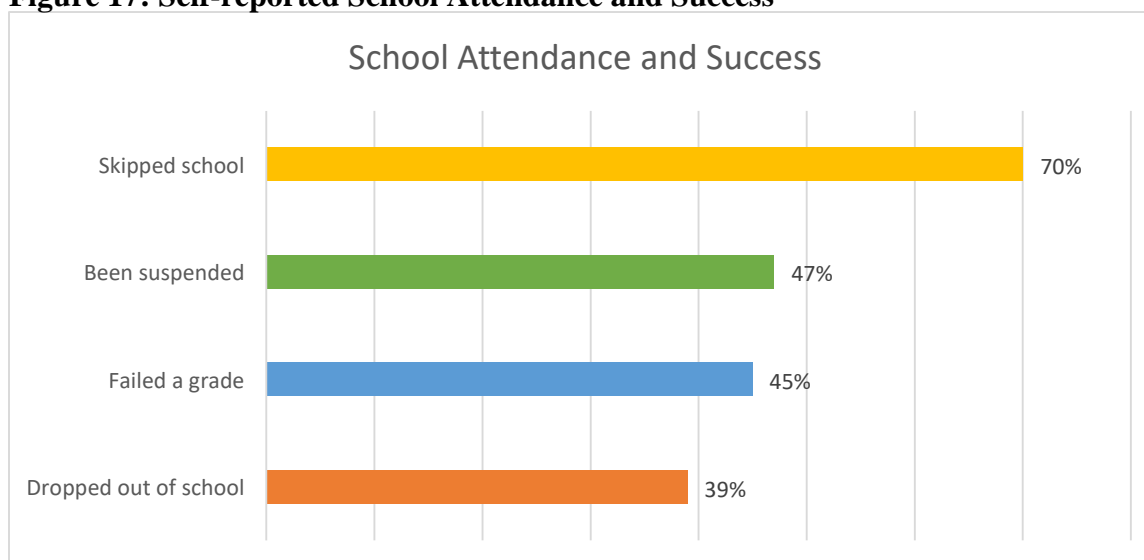
The association between an individual's criminal tendencies and the level of delinquency in his peer network has been well documented in the criminological literature (Agnew & Brezina, 2011; Marotta, 2017). These findings indicate the need for creating prosocial peer networks for the youth in the communities and developing facilities and programs that will enable the youth to be involved in prosocial activities together (and to avoid delinquent peer networks).

### *School Attendance and Success*

The rate of participants who had problems with school attendance and performance were also at high levels. Seventy percent of respondents reported that they had skipped school, 47% had been suspended, 39% had dropped out of school, and 45% had failed a grade (see Figure 17).

Research has shown that truancy is closely related to antisocial behavior and delinquency among youth, and programs that enhance the school engagement of youth can decrease their level of criminality (Mazerolle et al., 2018; Rocque et al., 2017)

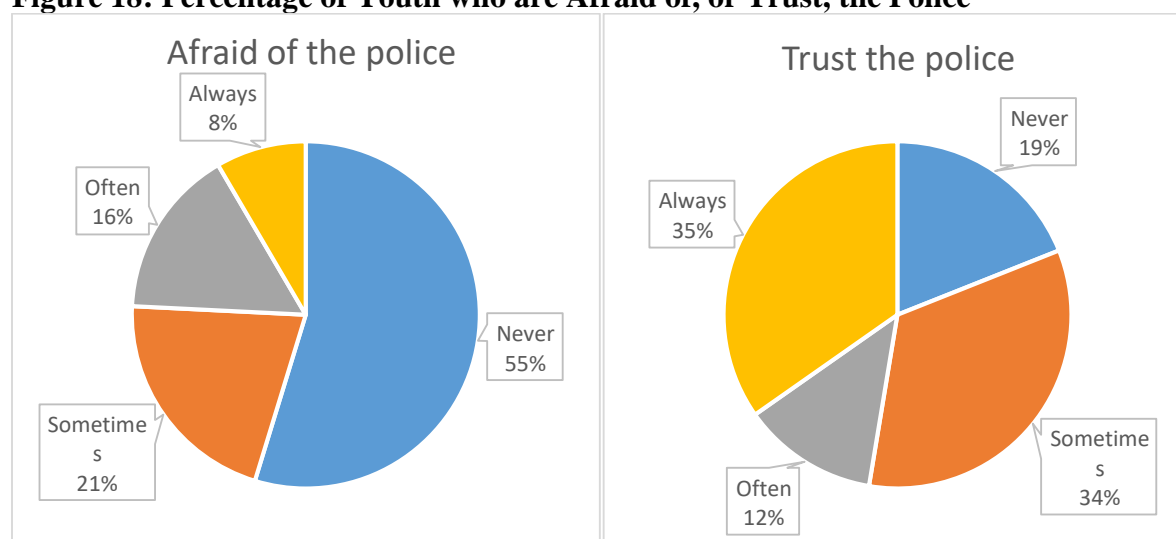
**Figure 17: Self-reported School Attendance and Success**



### ***Relationship with Police***

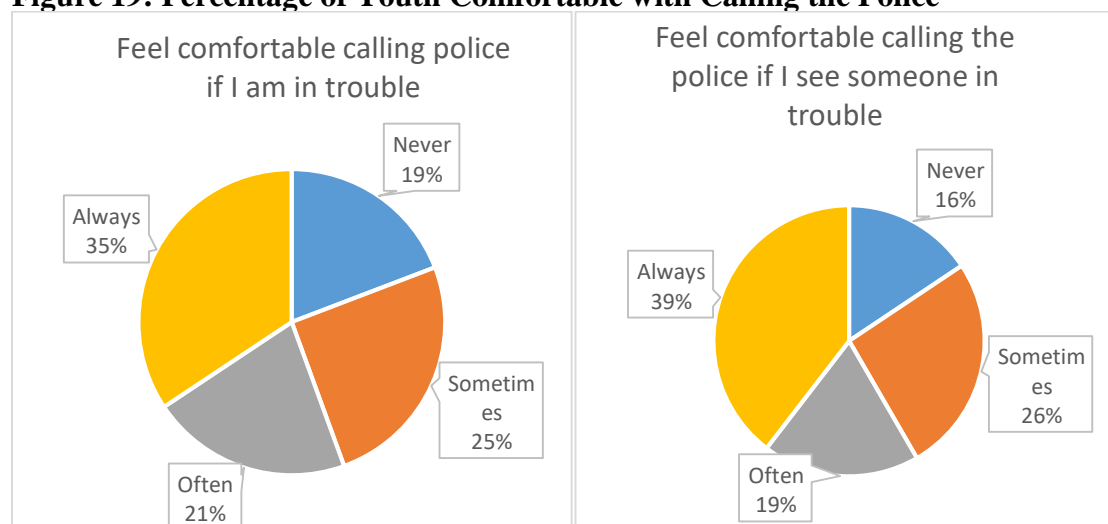
Several questions were asked on the Community Youth Survey to explore the nature of the relationship between the police and the youth. For instance, one question asked youth about how often they were afraid of the police, while another asked how often they trusted the police. Those who said that they were always or often afraid of police represented 24% of respondents. Further, 19% of the youth said they never trusted the police, whereas 34% sometimes trusted the police. Interestingly, approximately the same proportion of respondents that were never afraid of the police (55%) always or often trusted the police (47%); see Figure 18).

**Figure 18: Percentage of Youth who are Afraid of, or Trust, the Police**



In terms of the respondents' comfort with calling the policing if they are in trouble, 35% indicated that they were always comfortable. This rate slightly increases when they see someone else in trouble (39%); see Figure 19).

**Figure 19: Percentage of Youth Comfortable with Calling the Police**





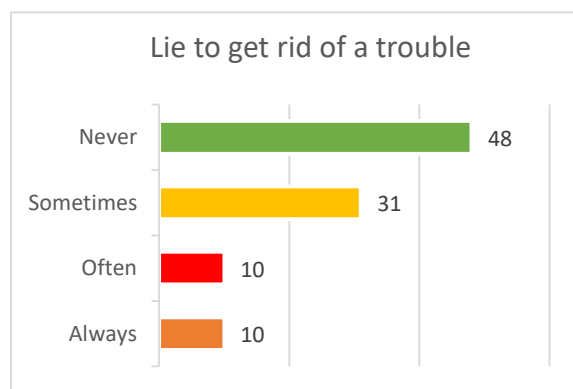
Trust in police and the criminal justice system as a whole is an important factor that affects youth's decisions to become involved in criminal activities or relapse. Previous research has found links between perceptions of justice system fairness among adolescents and their likelihood of recidivism. That is, those who perceive the justice system to be fair have lower rates of recidivism (Mulvey & Schubert, 2012). Therefore, it is important to build and develop trust between the youth in the communities and the police to reduce crime and recidivism rates.

### *Criminal Thinking and Ant-social Tendencies*

Survey respondents were asked if "it is okay" to conduct crimes/delinquent behaviours, such as stealing from rich people, beating people if they hit first or to protect themselves, and lying to protect themselves or their friends. The rate of those who said they would always approve such behaviours varied based on the type of behaviour (i.e., Stealing: 4%; Beating if they hit first: 15%; Beating to protect themselves: 31%; Lying to keep friends from getting in trouble: 9%; Lying to keep themselves from getting in trouble: 10%; see Figure 20).

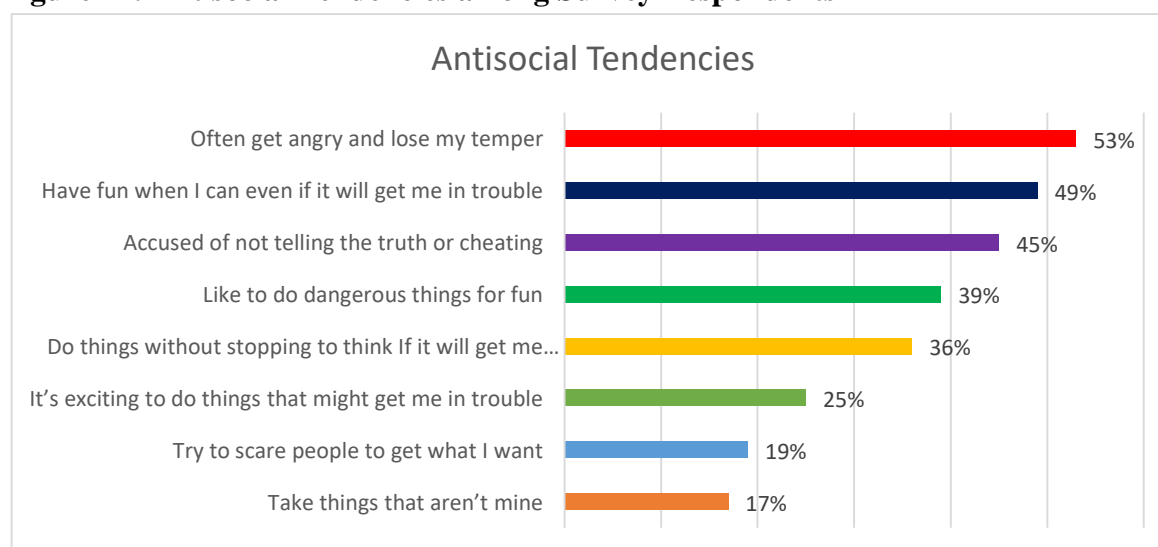
**Figure 20: Self-Reported Criminal Thinking and Antisocial Tendencies**





The antisocial tendencies of the youth were also at concerning level based on their self-report (see Figure 21). Previous research has shown a significant association between anti-social tendencies (e.g., lying, stealing, and getting angry) and gang involvement (Hennigan et al., 2014). To prevent future gang involvement of the youth, those scoring high on these elements should receive necessary treatments and be encouraged to be involved in more pro-social activities.

**Figure 21: Antisocial Tendencies among Survey Respondents**



### *Parental/Domestic Problems*

Participants were also asked about their parents' behaviours towards each other and the youth, as well their parents' substance use. Twenty percent of the youth said their parents always or often drink alcohol and 33% percent of them have parents using drugs. The youth whose parents always or often hurt each other constitutes 9% of the sample, and those whose parents yell each other constitutes 21%. Nineteen percent of the youth are always or often the target of mean things said by their parents (see Figure 22).

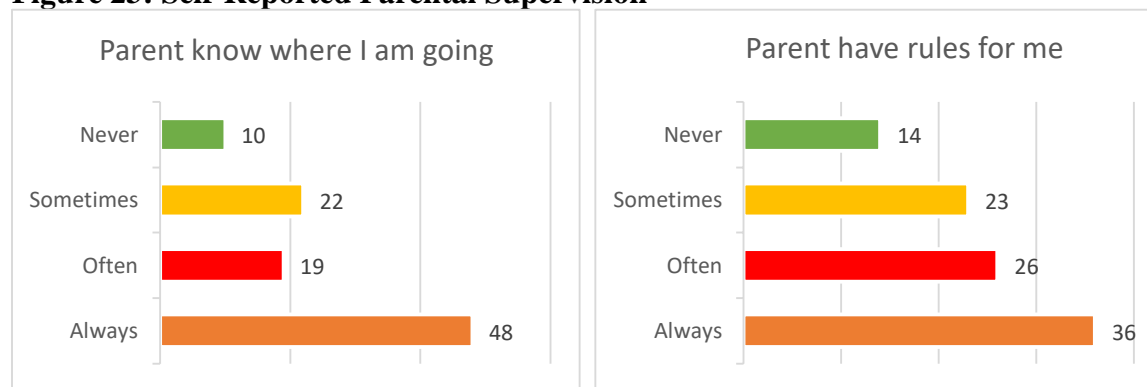
**Figure 22: Youth Perceptions of their Parents' Behaviours and Substance Use**

Parental drug and/or alcohol abuse, family violence, lack of adult and parental role models, parental criminality, and having parents with violent attitudes are shown as the risk factors of gang involvement and criminality among youth in the literature (Public Safety Canada, 2017). Thus, programs that aim to reduce youth criminality and gang involvement should address the violence being experienced in the youth's families and engage the parents of the youth in an effort to reduce the criminal tendencies of their children. It is difficult to address one type of violence without addressing other types of violence occurring in the community.

### *Parental Supervision*

Ten percent of the participants reported that their parents never know where they are going when they go out and 14% said their parents never have rules about what they can and cannot do (see Figure 23).

**Figure 23: Self-Reported Parental Supervision**

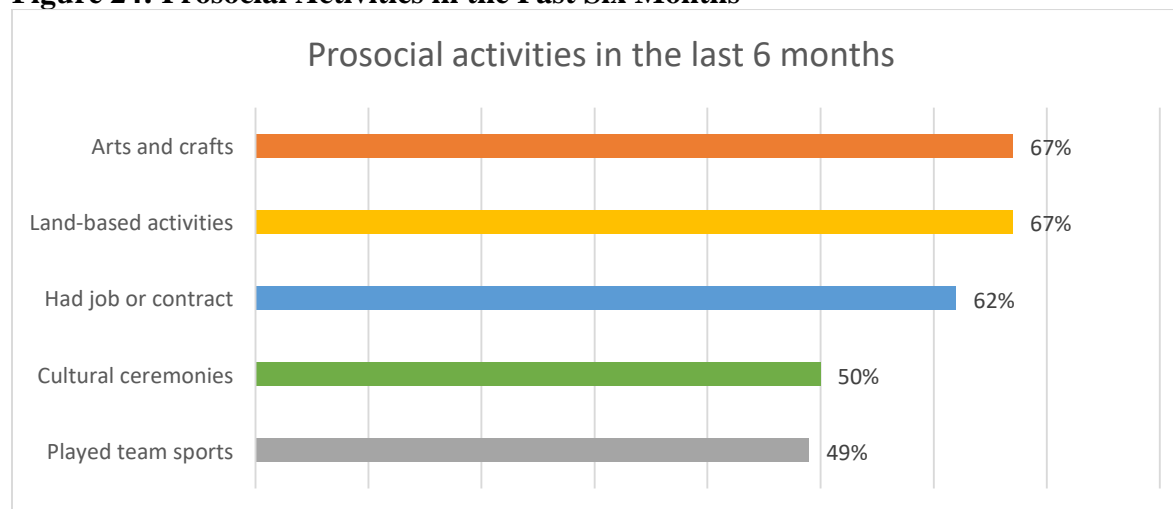


Lack of parental control or supervision is another important risk factor for involvement in criminal and gang activities (Public Safety Canada, 2017). Thus, one possible strategy for reducing risk of criminal involvement among youth is increasing their parents' awareness of their children's activities.

### *Prosocial Activities*

Survey respondents were also asked about different types of prosocial activities they have been involved in recently. Two-thirds of the participants had been involved in land-based activities such as hunting or fishing or in arts and crafts, while half had been involved in cultural ceremonies, such as sweat lodge, medicine picking, or Elder teaching. Just under half of the youth played team sports (see Figure 24).

**Figure 24: Prosocial Activities in the Past Six Months**

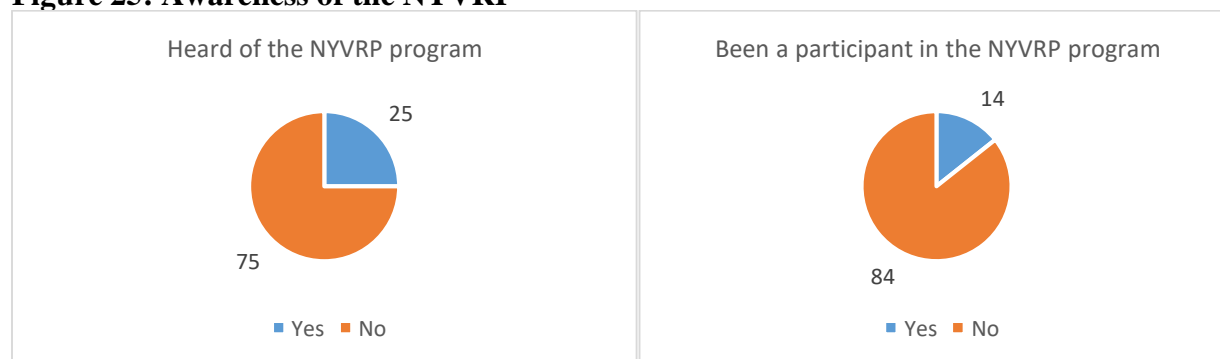


Involvement in prosocial activities not only reduces crime and delinquency rates among youth, but also rehabilitates delinquent youths (Lam, 2012). Based on the survey results, it is encouraging to see that many youth have been involved in prosocial activities and communities are encouraged to provide youth with more opportunities of this nature to help address the high crime and gang involvement rates.

### *Awareness of the NYVRP program*

Fourteen out of 100 youth who completed the survey were participants of the NYVRP program. Overall, a quarter of the survey respondents reported that they had heard of the NYVRP previously. Figure 25 includes the 14 NYVRP participants who were also surveyed within this sample.

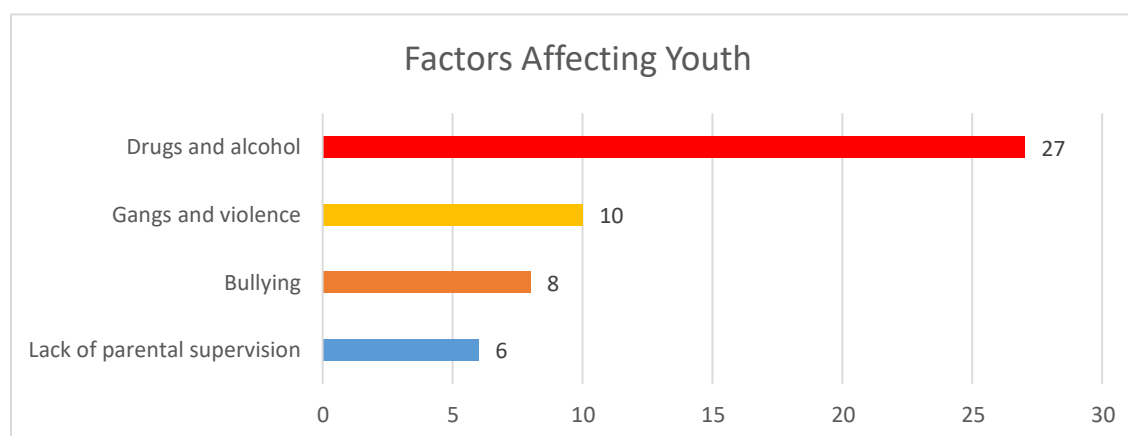
**Figure 25: Awareness of the NYVRP**



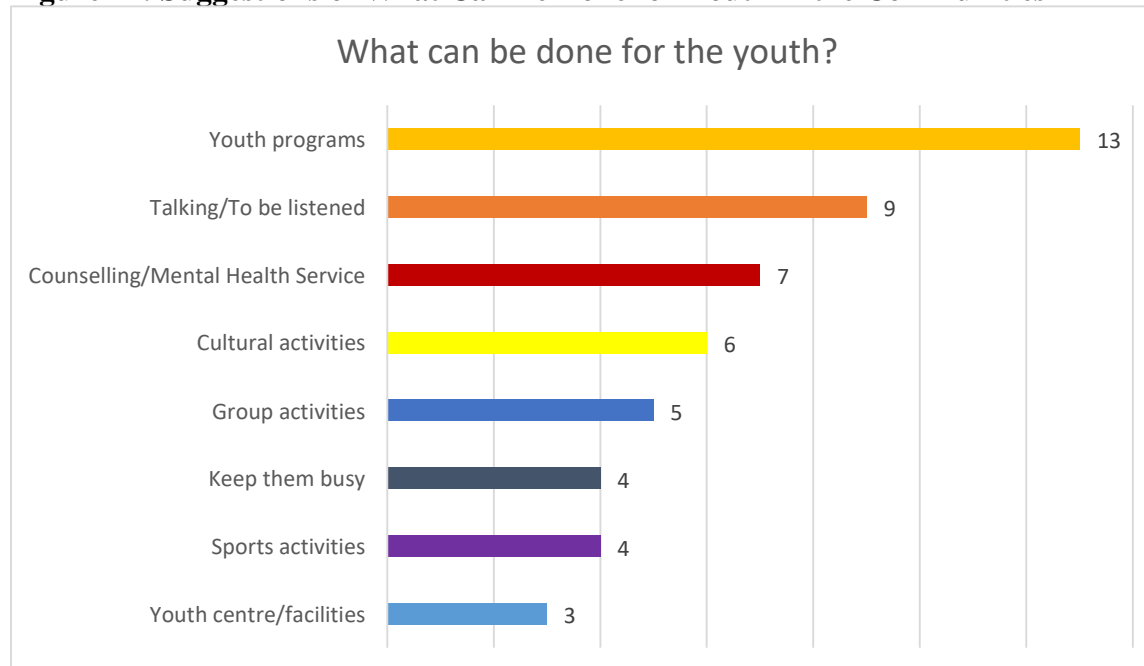
Although community agencies, members, and Elders have been involved in many aspects of the NYVRP over the past three years, the figures show that the NYVRP program is not well known amongst youth in general. The fact that the program is referral-based may be a contributing factor for the youth's lack of awareness about the program.

### *Factors Affecting Youth*

When the youth were asked through an open-ended question about what factors most affect youth their age, the most prominent answers were drugs and alcohol (27%), gangs and violence (10%), bullying (8%), and a lack of parental supervision (6%). The prevalence of these answers to this open-ended question show that there is a wide consensus and awareness among the youth regarding the problems affecting their lives (see Figure 26).

**Figure 26: Factors Affecting Youth*****What Can be Done for the Youth?***

The participants were asked another open-ended question to inquire about their views on what can be done for youth their age in their communities. Several common ideas emerged such as having youth programs (13%), having opportunities for youth to talk and be listened to (9%), counselling/mental health services (7%), cultural activities (5%), and sports activities (4%; see Figure 27).

**Figure 27: Suggestions of What Can Be Done for Youth in the Communities**

The responses voluntarily offered by youth to this question are, according to the RNR model, the same needs that should be addressed in the intervention programs that aim to reduce crime and recidivism rates among youth. One important need mentioned by 9% of the participants is the need to talk with someone that will listen to them. The youth want to be heard and to have their

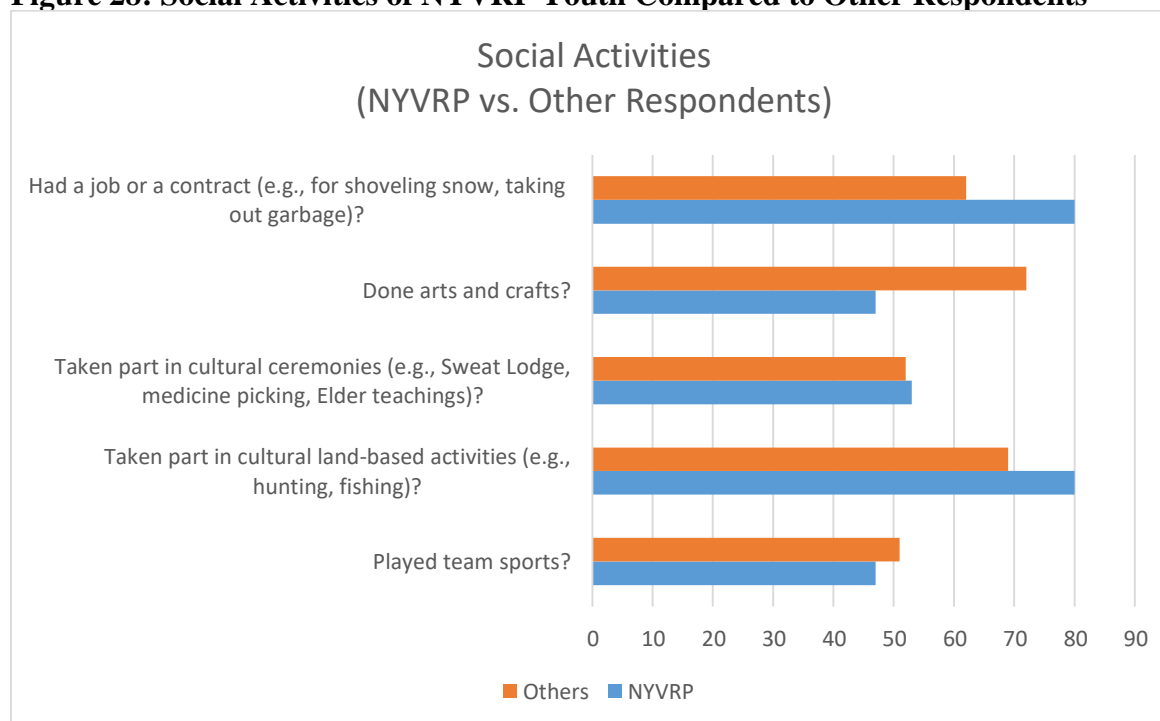
problems solved by listening to them more often. The need for counselling and mental health services can be considered within the same framework and the communities should address these needs to engage the youth in prosocial life paths.

### *Comparison of NYVRP Clients and Other Youth Respondents*

Among the community youth survey participants ( $N=100$ ), 14 of them were NYVRP clients. To understand the differences and similarities between the NYVRP clients and other youths in the program communities, their responses to the survey questions were compared.

**Social activities.** In general, the NYVRP clients who participated in the survey have recently been involved in more prosocial activities than other survey respondents, with the exception of doing arts and crafts and playing team sports (See Figure 28).

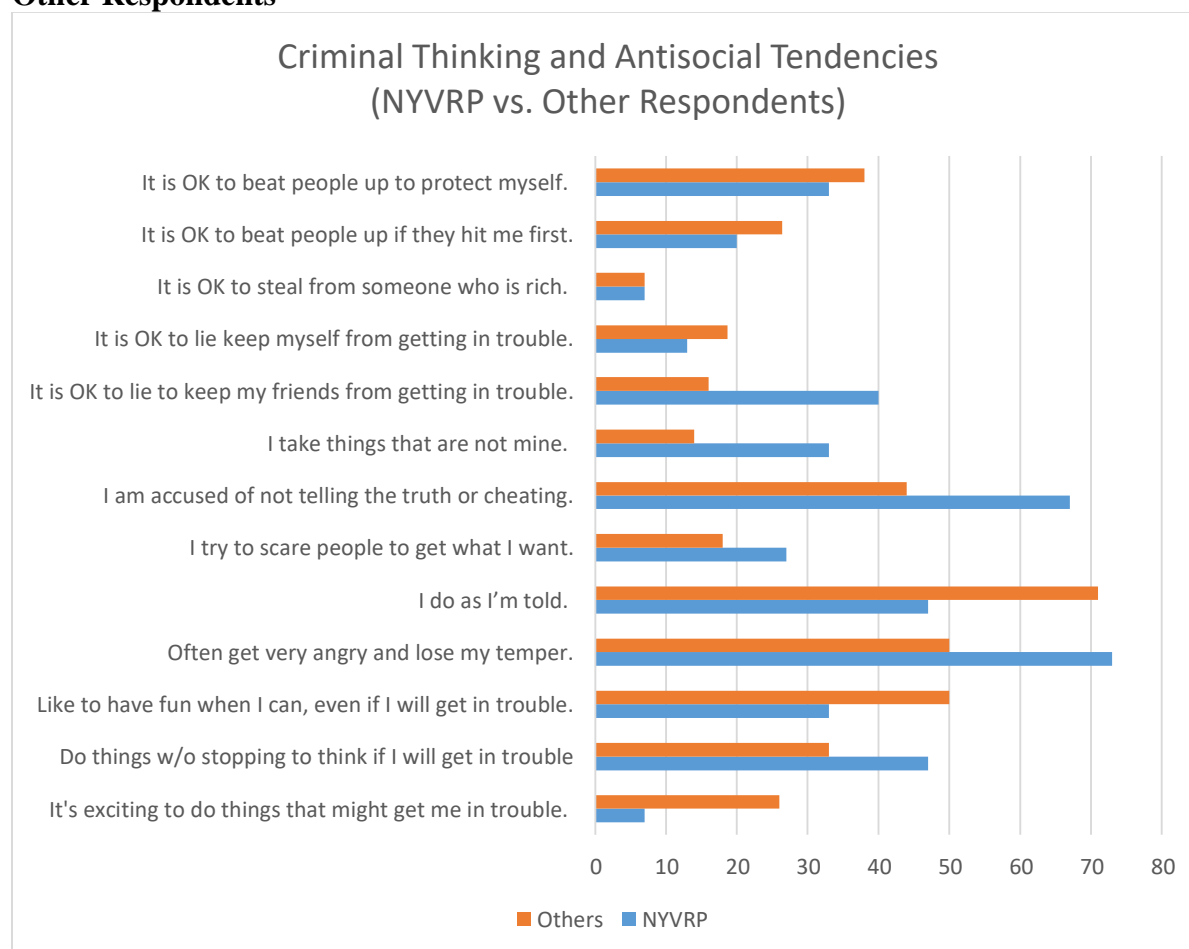
**Figure 28: Social Activities of NYVRP Youth Compared to Other Respondents**



**Criminal thinking and antisocial tendencies.** The percentage of youth who endorsed antisocial behaviours (i.e., stealing from rich people, beating people to protect self, and lying to keep self from trouble) was slightly lower among NYVRP clients compared to other participants; however, both groups endorsed the item pertaining to stealing from rich people at approximately the same rate (7%). The endorsement of an item related to lying to protect one's friends from getting in trouble was more common among NYVRP clients (40%) than the other respondents (16%). Consistent with this belief, the likelihood of being accused of not telling the truth or cheating was also higher among the NYVRP clients (67%) than others (44%). In addition, the NYVRP clients were less likely to comply with authority (47%) than other respondents (71%). Similarly, the percentage of those who often do things without stopping to think (47% vs 33%) and who often get angry and lose temper (73% vs. 50%) was higher among the NYVRP clients.

Even so, the NYVRP clients were less likely to have fun even if they will get in trouble (33% vs 50%) and to find it exciting to do things that might cause trouble for them (7% vs 26%; see Figure 29).

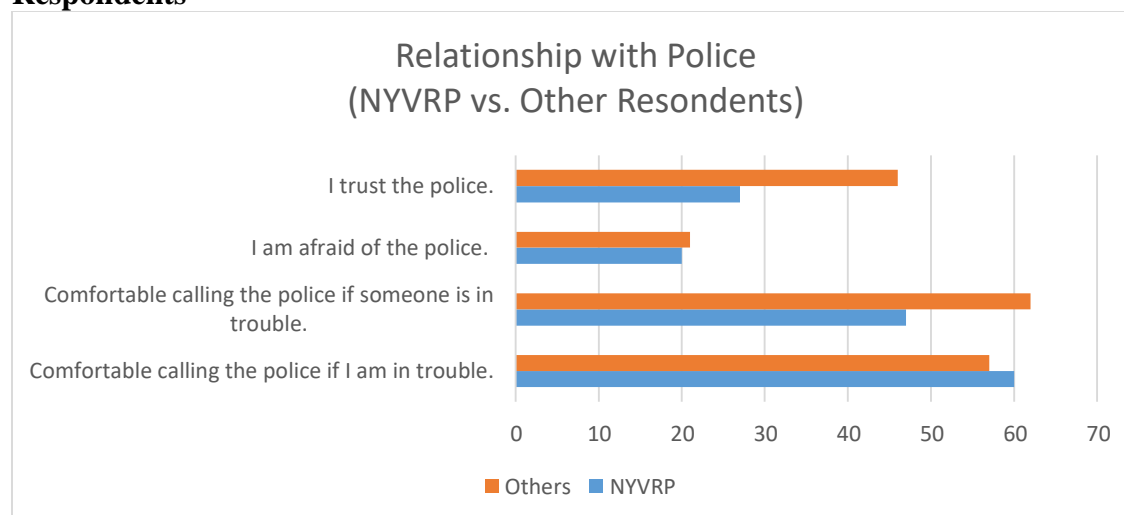
**Figure 29: Criminal Thinking and Antisocial Tendencies of NYVRP Youth Compared to Other Respondents**



**Relationship with the police.** Compared to other survey respondents, the NYVRP youth trusted police the least (27% vs. 46%) and were less likely to call the police if someone was in trouble (47% vs. 62). The rates of those who were afraid of police or who were likely to call the police if they were personally in trouble were almost the same in the two groups (see Figure 30).

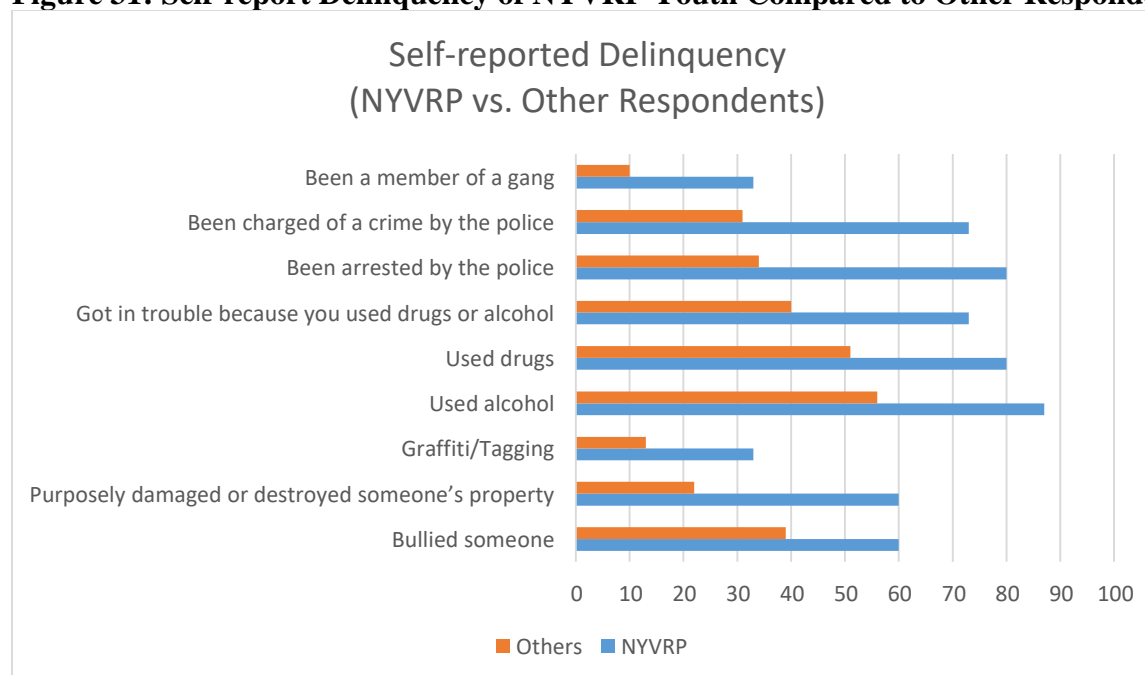


**Figure 30: Relationships with the Police—NYVRP Youth Compared to Other Respondents**



**Self-reported delinquency.** In all indicators of delinquency in our survey, the NYVRP clients were found to be remarkably more likely to be involved in delinquent behaviors than the other participants in the survey (see Figure 31). The highest difference was found in the rates of being charged of a crime (73% vs 31%) and being arrested by the police (80% vs 34%).

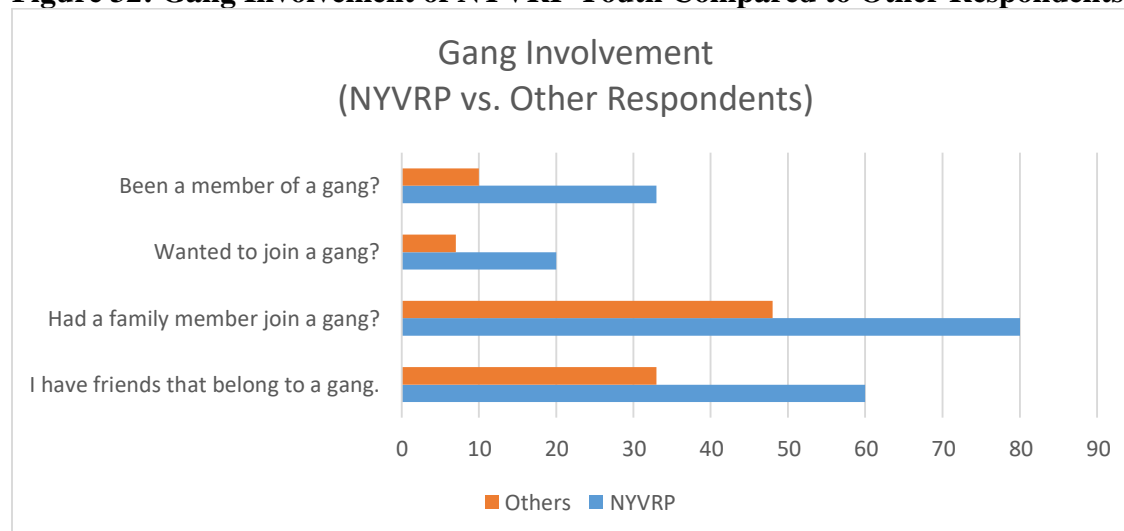
**Figure 31: Self-report Delinquency of NYVRP Youth Compared to Other Respondents**



**Gang involvement.** Similar to the indicators of delinquency, the NYVRP clients outnumbered the other youth in all gang-related questions. That is, the NYVRP clients were more likely to be a member of a gang, to want to join a gang, and have a family member or a

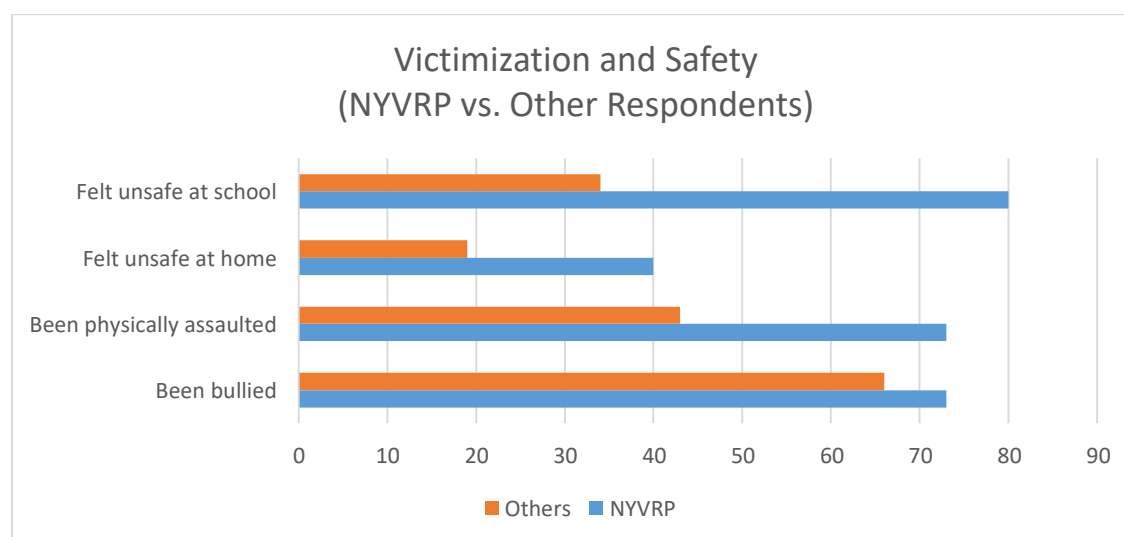
friend in a gang. The gang involvement rate among the NYVRP participants (33%) was more than three times higher than that of the other participants (10%; see Figure 32).

**Figure 32: Gang Involvement of NYVRP Youth Compared to Other Respondents**



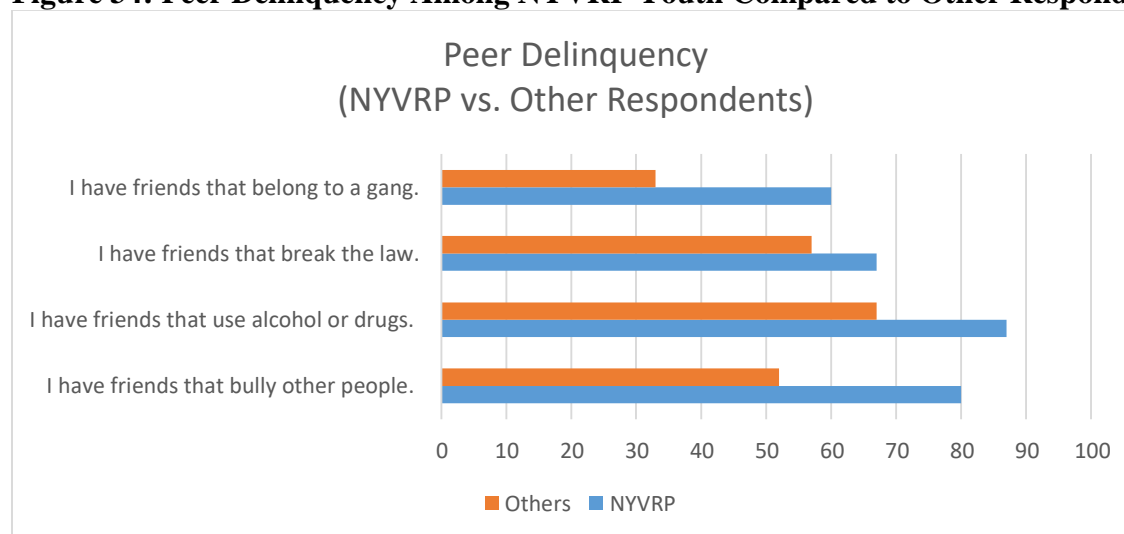
**Victimization and safety feelings.** The rate of those who felt unsafe at home (40% vs. 19%) and school (80% vs. 34%) among the NYVRP clients was more than twice as high as the other respondents. In addition, the NYVRP participants were more likely to be assaulted (73% vs. 43%) or bullied (73% vs. 66%; see Figure 33).

**Figure 33: Victimization and Safety of NYVRP Youth Compared to Other Respondents**



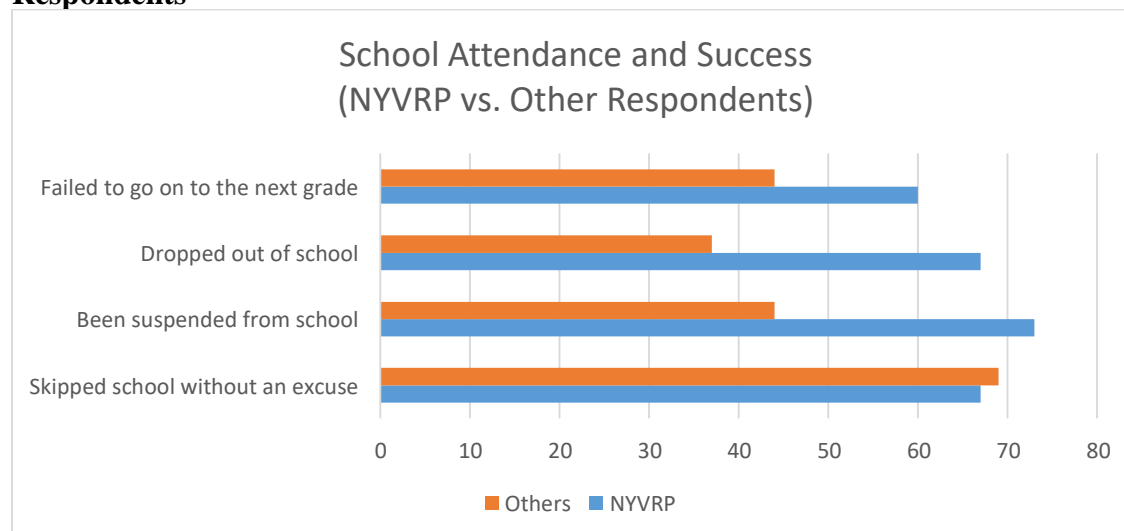
**Peer delinquency.** The NYVRP clients were more likely to have delinquent peers than the other survey respondents as the percentage of those who have friends that belong to a gang, break the law, use alcohol or drug, or bully other people was higher among the NYVRP clients (see Figure 34).

**Figure 34: Peer Delinquency Among NYVRP Youth Compared to Other Respondents**



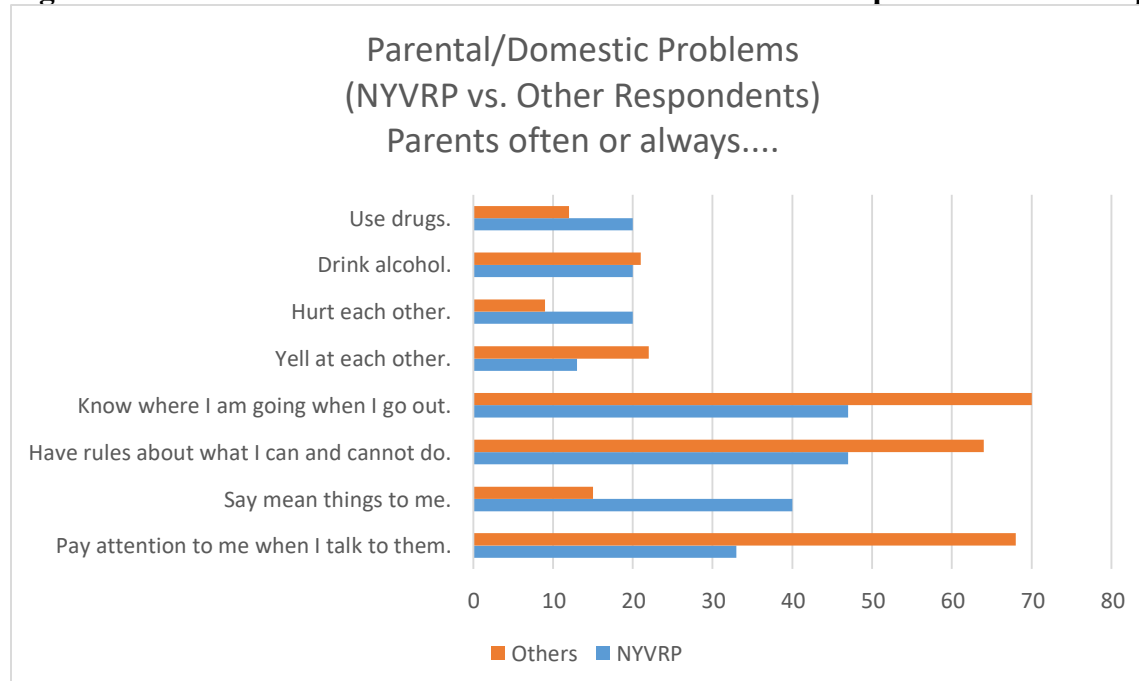
**School attendance and success.** The level of success at school was lower among the NYVRP clients than the other participants, as the NYVRP clients were more likely to fail to go onto the next grade (60% vs. 44%), drop out of school (67% vs 37%), or be suspended from school (73% vs. 44%) Interestingly, the rate of truancy was slightly higher among the other participants than the NYVRP clients (69% vs. 67%; see Figure 35).

**Figure 35: School Attendance and Success Among NYVRP Youth Compared to Other Respondents**



**Parental/domestic problems.** The use of drugs were more common among the parents of the NYVRP clients (20%) than those of other participants (12%). The parents of the NYVRP clients were also more likely to hurt each other (20% vs. 9%) and say mean things to their children (40% vs. 15%). Further, the NYVRP youth were less likely to have parental supervision and support, as their parents were less likely to know where their children were going when they go out (47% vs. 70%), to have rules about what their children can and cannot do (47% vs. 64%), and to pay attention to their children when they talk (33% vs. 68%; see Figure 36).

**Figure 36: Parental/Domestic Problems of NYVRP Youth Compared to Other Respondents**



### 11.1.5 Interpretation

Taken together, the youth survey outcomes indicate that there is a continued need for a program to address the high level of youth violence and gang-involvement in these communities. The self-reported delinquency rate among the survey respondents is more than six times higher than the national police-reported crime rates (5.4%) and more than twice as high as the provincial rates (17.1%) (Statistics Canada, 2016). The gang involvement rates among the youth, their peer networks, and family members, as well as their victimization rates, are also at concerning levels. The domestic violence problems that the youth have to deal with, their low level of school attendance and success, lack of parental supervision, lack of opportunities for prosocial activities, and mistrust to police are some of the major risk factors behind their delinquent behaviours. In fact, Hennigan et al. (2014) argue that the accumulation of these risk factors increases the likelihood of youth joining a gang. Those who have multiple risk factors should be targeted more closely through preventive measures and programs.

Further, the participants are mostly aware of the problems affecting them (i.e. drugs and alcohol, gangs and violence, bullying, and lack of parental supervision) and their needs to overcome those

problems (i.e., youth programs, talking, counseling, mental health services, cultural and sports activities). The engagement of youth in future strategies would be an excellent way to ensure that: a) their needs are met; b) their voices are heard; and c) they are part of the solution. It is also important to recognize that youth violence is just one type of violence to which the youth are exposed. Meaningful changes to the level of youth violence in the communities will also require efforts to reduce other forms of violence in the communities (e.g., domestic violence). Efforts to enhance parenting practices would also likely contribute to a reduction in youth violence.

Based on these survey findings, it is also apparent that there are other youth in the communities who would likely meet the NYVRP's eligibility criteria. For instance, the majority had anti-social peers, as indicated by the fact that 59% had friends that break the law and 39% had friends who belonged to a gang. In addition, 13% of surveyed youth were members of a gang and 9% wanted to join a gang, while 17% had engaged in gang-related behaviours (e.g., graffiti, tagging). Further, 39% had bullied someone or been arrested, while 36% had been charged for a crime. All of these characteristics would make a given youth eligible for participation in the NYVRP. Thus, this is an additional way in which the survey results speak to the continued need of the program and suggests that there are many more youth in the communities who could benefit from it.

The comparison of the responses given to the Community Youth Survey questions by the NYVRP clients and other youth in the communities revealed substantial differences between the two groups. The NYVRP clients were more likely to have antisocial tendencies, criminal involvement and delinquency, gang involvement (themselves, peers, and families), victimization experiences and feeling of unsafety, delinquent peers, domestic/parental problems, and failures at school. They were also less likely to trust the police. These findings are in line with the risk assessment outcomes (i.e., POSIT, ACE-Q, and YLS/CMI: SVs) for the NYVRP clients and indicates that there is a need for the program among these youth in particular. The results of this comparative analysis also reaffirms that the NYVRP is targeting the "right" clients for its program. Positively, the fact that the NYVRP youth who completed the survey were more likely to be involved in prosocial activities, such as cultural ceremonies and land-based activities, than the other respondents suggests that the program has been successful in connecting the youth with their culture, as well as positive leisure activities.

In summary, 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). Based on the results of the Community Youth Survey, it also seems to be a suitable intervention for meeting the needs of youth in these communities, as it provides the youth with the types of solutions they are looking for (e.g., someone to talk with, access to mental health counselling, cultural activities). 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 process evaluation both with respect to program delivery and 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.

### 12.1 Program Delivery Lessons Learned

#### 12.1.1 Lessons Learned about Adapting the YVRP and RIAP Models

In 2018-19, the NYVRP largely followed the core structure of its program delivery model. There were a few elements of the model that needed to be modified during this year, but the changes introduced did not reflect major shifts in the program delivery model. Rather, the new practices adopted allowed the program to better operate in line with the overarching principles of the YVRP and RIAP models guiding the program. Specifically, following the first year of program delivery, the NYVRP project management team realized that not all youth were ready to exit the program at 12 months. Therefore, they extended the program length to 18 months. Further, as clients were ready to transition out of the program, it was acknowledged that a 'Phasing Out' process was needed as it was too jarring for clients to exit the program without slowly reducing the level of support they were receiving from the program. Both changes were directly in line with the overarching principles of the RIAP model, which values support and rehabilitation, as well as progressively preparing youth for responsibility and freedom in the community.

It is not surprising that refinements of this nature occurred during the second year of program delivery, as the NYVRP did not have to face these issues until their first cohort of youth was nearing their anticipated completion date of the program. Pilot projects of this nature should expect minor program modifications to occur throughout the first few years of program delivery, as it is difficult to predict the types of adaptations that may be needed to best meet the needs of clients until those needs make themselves apparent.

#### 12.1.2 Lessons Learned about Staffing and Training

Staffing has been an area of strength and challenge for the NYVRP. The NYVRP has learned the value of having a core dedicated staff that are highly committed to the program and have a passion for working with youth. The MOPO and one HAWW in each community have been with the program since the beginning, which has allowed the program to offer services consistently over the past two years and benefit from the familiarity and knowledge the long-term staff have of the program delivery model. In particular, appointing a Lead HAWW in each community to offer guidance and soft supervision to new staff was an excellent strategy for leveraging the existing knowledge of long-term staff. However, as was pointed out in the formative evaluation, the NYVRP staff were hired for their personal qualities and not for their formal education and experiences. As a result, some of the HAWWs have poor computer skills and experience difficulties with completing the administrative components of their positions (e.g., completing

paperwork, filling in the CDC tracking sheet). The staff have demonstrated growth over the past year in relation to both their administrative and program delivery skills, but administration is still an area that requires additional attention. As a result, projects hiring staff with limited formal education and experience need to be prepared to offer staff formal and informal training on the administrative aspects of the positions, as well as on the program delivery model. It should begin with basic training (e.g., how to use various computer programs, how to type), if needed, to ensure that staff have a strong foundation and be followed up by training at more intermediate and advanced levels (e.g., taking chronological notes, developing care plans, scoring risk assessments). In addition, the program would benefit from having a program manual that documents all aspects of the work that the HAWWs are expected to perform.

Another lesson learned about staffing is that it is difficult to rehire positions when there is staff turnover. There has been substantial turnover in one of the HAWW positions in both Pelican Narrows and Sandy Bay and it has been challenging to find candidates who suitable for the positions. Similarly, it is has been difficult to fill a part-time administrative assistant position and the program has decided not to rehire the Project Manager position. The program would benefit from having a full slate of staff. Thus, the NYVRP would be well served by ensuring that its core staff are satisfied with their positions and are offered incentives to remain with the program until the end of the pilot project. It may also consider re-investing the salary dollars originally committed to the Project Manager position to hire administrative support in all three communities. As noted above, the HAWWs struggle with completing the administrative aspects of their job and could benefit from some relief in this area.

Over the past year, it also became clear that some form of staff coverage is needed when HAWWs are unavailable to meet with their clients. Given the program's limited resources, it has successfully drawn from its network of Mentors and Elders to have these individuals perform check-ins with the youth. Relying on Mentors and Elders for these check-ins also has the potential benefit of increasing the youth's support network.

Perhaps the most important lesson that has emerged over the last year 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." Staff have also indicated that the time they spend on their jobs is taking a toll on their own children and families. Moreover, staff are subjected to the effects of colonization on a regular basis, both through their jobs (by constantly hearing the stories of the youth they serve) and in their personal lives. 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 and their families with adequate forms of support and debriefing to ensure that they are able to remain physically, mentally, and emotionally healthy and productive in their positions.

### **12.1.3 Lessons Learned about Advisory and Oversight Committees**

The main challenge experienced in relation to the Oversight and Advisory Committees pertains to maintaining community partners' interest and engagement in the NYVRP. The decision to reduce the number of Oversight meetings to twice a year and Advisory Committee Meetings to every two to three months was wise, as the NYVRP is now able to adhere to this meeting

schedule. However, attendance at these meetings has fluctuated over the past year. Thus, the NYVRP has learned that it is difficult to maintain engagement over the course of the pilot project period, especially as the newness of the NYVRP is waning.

It has been noted by the NYVRP project management team that the lack of engagement among community partners is not unique to the NYVRP. In the three communities where the NYVRP is implemented, agencies tend to only come together in times of crisis and are not accustomed to working together in a positive, proactive manner. As a result, the program is trying to devise and implement strategies to ensure the sustained engagement of its partners and to overcome some of these systemic barriers to collaboration. For instance, the Program Manager attempted to re-engage community partners through one-on-one agency meetings and by making meetings more engaging for attendees. It is unclear, as of this reporting period, if these techniques have been successful. The program will have to continue to find ways to keep its partners interested in the NYVRP to ensure their continued involvement in the committees.

#### **12.1.4 Lessons Learned about Risk Assessments**

One of the areas the NYVRP has experienced the greatest successes over the past year is in relation to its risk assessment protocol. Originally, the NYVRP had intended for HAWWs to complete the full version of the YLS/CMI with all community-referred youth and for Corrections to complete LSI-SKs or SPRAs with all corrections-referred youth. However, the HAWWs found the YLS/CMI to be daunting and difficult to conduct and understand, while Corrections' high workloads and limited time in the communities made it difficult for POs to complete their assessments in a timely manner. As a result, only a handful of risk assessments were completed by the end of 2017-18.

In response to these challenges, the NYVRP revised its risk assessment protocol and selected three, short, easy to administer risk assessments to be completed with all youth referred to the program (regardless of their referral source): the YLS/CMI: SV, POSIT, and ACE-Q. The implementation of this new risk assessment protocol has been very successful. Nearly all youth who were active between January to March 2019 had completed all three risk assessments, which is a vast improvement compared to the handful of assessments on file for 2017-18. The success of the new risk assessment protocol underscores the need for any risk assessments employed in a community-based program staffed largely by paraprofessionals, such as the NYVRP, to be chosen with staff's skillset and comfort in mind. The full version of the YLS/CMI, which is comprised of 42 open-ended questions and required at least two collaterals, was too difficult for the staff to administer. However, staff were capable of administering shorter, more structured risk assessments, such as the YLS/CMI: SV (which consists of 8 items rated on either a yes/no or 0-3 scale); POSIT (which consists of 139 yes/no questions); or the ACE-Q (which consists of 19 checklist items). Further, the program greatly benefited from putting the risk assessment protocol solely under the responsibility of its own staff. In doing so, NYVRP was no longer beholden to another agency to provide risk assessments for its clients.

Now that HAWWs are comfortable with completing risk assessments (and are adhering to the 'risk' principles of the RNR framework), the next element the NYVRP needs to focus on is integrating the results of risk assessments into the youth's care plans. To date, there was not



much evidence that the youth's care plans were informed by the risk assessments, which limits the extent to which the 'need' and 'responsivity' principles of the RNR model can be applied. Moving forward, the NYVRP will need to provide staff with training and support to show them how risk assessments can be used to inform care plans.

### **12.1.5 Lessons Learned about Core Teams**

Core Teams play a critical role in developing care plans for youth and devising strategies for youth to receive the supports they required to address their criminogenic needs. Over the past year, the majority of the agencies increased their attendance compared to the previous year. This is encouraging as it suggests that agencies and individuals involved in Core Team recognize that there is value in contributing to the NYVRP in this manner. The program was also generally able to adhere to its monthly meeting schedule, again reinforcing the decision to reduce Core Team meetings from being weekly to monthly occurrences.

### **12.1.6 Lessons Learned about Supporting NYVRP Youth**

Another positive lesson learned with respect to program delivery 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. Further, results from the Community Youth Survey, which included a small sample of NYVRP participants, revealed that the program has been successful with connecting its clients to cultural and prosocial activities, as NYVRP youth had greater involvement in these types of activities compared to the non-NYVRP survey respondents. Thus, the program's ability to connect its clients to positive supports and activities continues to be a strength.

### **12.1.7 Lessons Learned about RPT and the Program Database**

Two aspects of the NYVRP program delivery model have been slow to materialize: 1) the use of RPT to connect youth with mental health treatment and 2) the creation of a program database. In terms of RPT, the program has found it difficult to enter into a partnership with a service provider willing and able to provide mental health services remotely. It has recently found a partner (i.e., Indigenous Services Canada) that seems to be invested in delivering mental health services to the NYVRP youth, in part, due to their shared clientele (i.e., First Nation persons). In the future, programs exploring the provision of remote mental health services in First Nations communities should consider Indigenous Services Canada as a potential agency to enter into a partnership.

The program database being developed for the NYVRP has also faced many challenges. After several delays, the database was still in development at the time this report was being written. Given that the project is nearing completion, the program should consider whether it is valuable to continue investing its resources in the development of a database, as there likely will not be enough time to implement it prior to the end of the initiative. Given the staff's lack of computer skills, it will also require a substantial amount of training before staff will be comfortable with the database and able to use it proficiently.

## 12.2 Evaluation Lessons Learned

Several lessons have been learned in relation to the evaluation over the last year. Most importantly, we have learned that, while participatory methodologies may be considered ideal when working with First Nation communities, we also have to ensure that we are not overwhelming the program staff with our evaluation activities. In particular, we had wanted staff to hand out NYVRP Participant and Parent surveys, as they had pre-existing relationships with these groups. However, we wanted to conduct the surveys at the same time that staff were updating their casefiles for the casefile review and carrying out their usual responsibilities. The evaluation team was unaware of how time consuming that casefile review process was for staff and unintentionally burdened them with multiple evaluation activities at one time. In the upcoming year, we have learned that we need to be more aware of the ways in which we are asking staff to assist with the evaluation and ensure that we are not placing too many demands on them. We also need to balance the number of evaluation activities planned with staff's capacity to contribute to these activities.

Second, we have learned that, while the program has made great gains in implementing the risk assessment protocol, the risk assessment data that is being collected is not necessarily suited for pre-/post-test analysis. In 2018-19, many of the youth had been in the program for several months at the time that the risk assessments were completed with them. Further, many of the YLS/CMI: SVs and POSITs were not dated; therefore, we cannot tell when exactly these assessments were completed in relation to a youth's tenure in the program. While data derived from the assessments offers important descriptive information about the youth (and is highly valuable for informing programming), it is unlikely that it can be used in a pre-/post-test analysis.

Third, entering into data sharing agreements with the RCMP, PBCN Education—Pelican Narrows, and Northern Lights School Division has proven to be more difficult than we had anticipated. With respect to the RCMP, the University of Saskatchewan and the RCMP have had different philosophical approaches to the agreement. The RCMP would like the University to use its standard, non-legally binding MOU for sharing data, whereas the University would like to enter into a legally-binding data sharing agreement. Further, the RCMP has indicated that permission from the Court is needed before they will be able to share data with the University. Therefore, both of these issues require further exploration before a data sharing agreement can be finalized. With respect to entering into agreements with PBCN Education—Pelican Narrows and NLSD, it has been difficult to make contact with the individuals identified as having the authority to discuss (and sign) the agreements drafted by the university. Repeated contact attempts have been made to no avail. It was hoped that contact with these individuals could be made at Oversight meetings, as this approach was successful in securing permission to obtain school data from PBCN Education—Deschambault Lake; however, these persons have not been in attendance at the last two Oversight meetings. In the future, the evaluation team will have to contact more senior-level individuals within these organizations in an attempt to finalize these agreements.

The last lesson learned in completing this evaluation report is that program data (e.g., casefiles, meetings minutes, activity reports, financial data) for the evaluation needs to be provided in advance of the report deadline. Ideally, data should be provided at least two months before the report is due to allow the evaluation team adequate time to analyze the files and write the report. Given the delays experience in providing program data to the evaluation team in 2018-19, a strategy should be developed to ensure that all program data will be provided to the evaluation team before the program ends on March 31, 2020.

## 13. RECOMMENDATIONS

The NYVRP has had many successes over the first four 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 final year of the initiative.

### 13.1 Program Delivery Recommendations

#### **Oversight and Advisory Committees**

1. Continue to develop strategies to engage community partners to increase their participation and attendance rates in Oversight and Advisory Committee meetings. Offering another regional workshop (similar to the kick-off workshop in Baker's Narrows) may be one way of generating excitement for the NYVRP.

#### **NYVRP Program Delivery**

2. Continue completing the YLS/CMI: SV, POSIT, and ACE-Q with all youth enrolled in the NYVRP. Offer staff a brief training session on how to score the YLS/CMI: SV, as some staff were not scoring this instrument correctly. In addition, encourage staff to document the date each assessment is completed to ensure it is possible to determine how long the youth were in the program at the time the assessment was conducted.
3. Update the care plans developed for each youth to ensure that each risk factor identified as "high risk" on the YLS/CMI: SV and POSIT is identified as a "risk/need" on the care plan. In addition, ensure that each "risk/need" has a corresponding goal/plan to address it. Utilizing the risk assessment information to develop or refine the youth's care plans would allow for better adherence to the "need" and "responsivity" principles of the RNR model.

#### **Staffing and Training**

4. Develop a program manual to ensure that new and existing staff have a clear document outlining the program delivery model to guide their work.

5. Fill the administrative assistant role allocated to the NYVRP to offset some of the administrative duties placed on the MOPO and HAWWs. Consider reallocating some of the salary dollars originally budgeted for the Project Manager position to hire administrative support in each of the communities to offset staff's workload in this area.
6. Create specific shifts for HAWWs wherein they oscillate between working directly with the youth and completing their administrative duties. This would help prevent HAWWs from falling behind on their administrative work.
7. Provide staff with limited computer skills with training in this area (e.g., training on how to use Microsoft Word and Excel).
8. Continue to invite Mentors and Elders to provide staff coverage and conduct check-ins with the youth when HAWWs are unavailable.
9. Continue to provide HAWWs (and their families) with the supports they require to remain healthy and productive in their positions to avoid staff burnout and further staff turnover.
10. Consider offering NYVRP staff an incentive to remain with the program until the end of March 2020 to ensure the continuity of services up until the end of the pilot project.

### **13.2 Evaluation Recommendations**

11. Reconsider the extent to which HAWWs can realistically be involved in evaluation activities and ensure that HAWWs are not asked to participate in multiple evaluation activities simultaneously (e.g., preparing casefiles for review at the same time they are asked to assist with survey administration).
12. Devise a strategy for disseminating the NYVRP Participant and Parent Survey that limits the amount of time HAWWs are involved in this activity to avoid unduly burdening them.
13. Develop a strategy to ensure that evaluation data for the 2019-20 year is provided to the evaluation team before the NYVRP ends on March 31, 2019. This includes relevant program documents and meeting minutes, casefiles, and cost information for the cost analysis.
14. Enter into data sharing agreements with the RCMP, PBCN Education—Pelican Narrows, and Northern Lights School Division to acquire police and school data for the impact evaluation. Contact more senior-level representatives in PBCN Education—Pelican Narrows and the Northern Lights School Division to discuss the data sharing agreements.

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## APPENDIX A: EVALUATION MATRIX BY YEAR AND EVALUATION TYPE

Year One	Year Two	Year Three	Year Four	Year Five	Year Six
<b>Formative Evaluation</b>					
<b>April 1, 2015 – March 2016</b>	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
<b>Sign contract between MOJ and U of S January 6, 2016</b>  <b>Begin developing evaluation plan</b>	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
<b>Formative Evaluation: Project Planning and Development</b>					
<b>Formative Evaluation Question</b>	<b>Performance Area</b>	<b>Related Output Indicator</b>	<b>Data Collection</b>	<b>Source of Information</b>	<b>Timeline</b>

<p><b>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?</b></p>	<p>Sustained agency collaboration, increased in formal integration</p>	<p>Number of information sharing agreements, number of Oversight Committee and Advisory meetings held</p>	<p>Document review,<sup>18</sup> Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>Summer and Fall 2017  Annual Report <i>April 30, 2018</i></p>
<p><b>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?</b></p>	<p>Increased community involvement, Community capacity to respond effectively to youth violence and gangs, increase in volunteerism</p>	<p>Percentage of volunteers, community members, Elders, extended family involved in programs. Percentage of community stakeholders represented at monthly advisory meetings.</p>	<p>Document review, Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>Summer and Fall 2017  Annual Report <i>April 30, 2018</i></p>
<p><b>3. What governance structures were established for</b></p>	<p>Appropriate framework and effective governance structure</p>	<p>All outputs within the Logic model's organization level</p>	<p>Document review, Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk</p>	<p>Summer and Fall 2017  Annual Report <i>April 30, 2018</i></p>

<sup>18</sup> Documents may include Committee minutes, Performance Monitoring Assessments Reports (PMA), database, youth case files and other.

<b>the NYVRP? What existing community and provincial structures were built upon? Is the governance structure effective?</b>				assessment tools, database	
<b>4. How were decisions made about program delivery? What programming criteria were established? How collaborative was the process?</b>	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 <i>April 30, 2018</i>
<b>5. What, if anything, would have improved the development process?</b>	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

<b>Evaluation Question</b>	<b>Performance Area</b>	<b>Related Output Indicator</b>	<b>Data Collection</b>	<b>Source of Information</b>	<b>TimeLine</b>
<b>1. How were the YVRP and Re-entry and Intensive</b>	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	Summer and Fall 2017

<b>Aftercare models adapted to allow for their implementation in Sandy Bay, Pelican Narrows and Deschambault Lake?</b>		and case management level		assessment tools, database	
<b>2. How well does the NYVRP adhere to the principles of risk, need, and responsivity?</b>	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
<b>1. What community strengths and barriers facilitate or hinder the implementation of the NYVRP? What solutions can be identified?</b>	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
<b>3. What programs and services are delivered through the NYVRP? Have appropriate services been</b>	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

<p><b>established? Are additional services or program activities required?</b></p>					
<p><b>4. What eligibility criteria are being used to select program participants? Have appropriate eligibility criteria been established?</b></p>	<p>Reaching participants from priority groups</p>	<p>All outputs within the Logic model's organization level and case management level</p>	<p>Document review, Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>Summer and Fall 2017</p>
<p><b>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?</b></p>	<p>Reaching participants from priority groups</p>	<p>All outputs within the Logic model's organization level and case management level</p>	<p>Document review, Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>Summer and Fall 2017</p>
<p><b>6. Are adequate levels of staffing in place? What training did</b></p>	<p>Staff training and retention, program sustainability</p>	<p>All outputs within the Logic model's organization level</p>	<p>Document review, Interviews (individual and group), and Observation</p>	<p>Youth, staff, Committees, PMA's, case plans, risk</p>	<p>Summer and Fall 2017</p>



<b>individuals involved in project delivery receive? How effective was it? What challenges existed in hiring qualified staff?</b>		and case management level		assessment tools, database	
<b>7. How can the delivery of programming through the NYVRP be refined or enhanced?</b>	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

<b>Year One</b>	<b>Year Two</b>	<b>Year Three</b>	<b>Year Four</b>	<b>Year Five</b>	<b>Year Six</b>
<b>Process Evaluation</b>					
<b>Sign contract between MOJ and U of S January 6, 2016</b>  <b>Begin developing evaluation plan</b>	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	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>	Final Process Evaluation Report October 31, 2020

		Fidelity assessment Community survey? Youth survey? <i>Date: After formative evaluation is complete</i>		Draft Final Evaluation Report <i>June 15, 2020</i>	
<b>Process Evaluation Question</b>	<b>Performance Area</b>	<b>Related Output Indicator</b>	<b>Data Collection</b>	<b>Source of Information</b>	<b>Timeline</b>
<b>1. To what extent is the model implemented as intended? What changes, if any, occurred and why?</b>	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
<b>2. How well does the NYVRP adhere to the principles of risk, need, and responsiveness?</b>	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
<b>3. How does the governance structure support or impede the project?</b>	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	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

			Community survey Youth survey		
<b>4. What factors assist in the implementation of the program activities? What factors serve as barriers? What gaps in service delivery exist?</b>	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
<b>5. How many youth participated in the NYVRP? What were their characteristics? To what extent do the participants correspond with the intended target group?</b>	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
<b>6. What programs are available to participants? To what extent do available resources match their service delivery needs?</b>	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

<p><b>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?</b></p>	<p>Implementation of case plans</p>	<p>All outputs within the Logic model's organization level and case management level</p>	<p>Document review Database analysis Interviews (individual and group) Observation Fidelity assessment Youth survey</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>March 31, 2015 to March 31, 2020</p>
<p><b>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?</b></p>	<p>Staff recruitment, training and retention</p>	<p>All outputs within the Logic model's organization level and case management level</p>	<p>Document review Database analysis Interviews (individual and group) Observation Fidelity assessment</p>	<p>Youth, staff, Committees, PMA's, case plans, risk assessment tools, database</p>	<p>March 31, 2015 to March 31, 2020</p>

<b>9. How satisfied are the youth, staff, and other stakeholders with the NYVRP?</b>	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 survey	Youth, staff, Committees, volunteers, PMA's, case plans	March 31, 2015 to March 31, 2020
<b>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?</b>	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
<b>Impact Evaluation</b>					
<b>No activities occurred</b>  <b>Begin developing evaluation plan</b>	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	Annual Report <i>April 30, 2019</i>  Collect pre- test, post-test and follow-up measures <i>Ongoing</i>  Conduct qualitative impact evaluation activities	Final Evaluation Report March 31, 2021

			able to look at experiences of first cohort if done this year) Interviews with youth (individual and group) Case studies	Interviews with youth (individual and group) Case studies <i>Ongoing</i>  Draft Final Evaluation Report <i>October 31, 2020</i>	
<b>Impact Evaluation Question</b>	<b>Performance Area</b>	<b>Related Output Indicator</b>	<b>Data Collection</b>	<b>Source of Information</b>	<b>Timeline</b>
<b>1. Did the program produce the intended outcomes, in the intermediate and long-term?</b>	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
<b>2. What unintended outcomes, both positive and negative, did the NYVRP produce?</b>	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
<b>3. Did the impacts reach all of the intended targets?</b>	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,	Youth, staff, Committees, PMA's, case plans, risk	March 31, 2015 to March 31, 2020

			Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	assessment tools, database	
<b>4. Did the impacts match the needs of the participants?</b>	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
<b>5. What were the particular features of the NYVRP that made a difference?</b>	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
<b>6. What variations, if any, were made during the process?</b>	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	Youth, staff, Committees, PMA's, case plans, risk assessment tools, database	March 31, 2015 to March 31, 2020

			Case studies		
<b>7. What has been the quality of programming between sites?</b>	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, 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
<b>8. Did the NYVRP work in conjunction with other interventions, programs or services in the community?</b>	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
<b>9. What helped or hindered the NYVRP to achieve the desired impacts?</b>	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
<b>10. Has there been sustained linkages between community agencies?</b>	Number and type of partnerships	Number of clients who are connected to community supports /mentors who help further	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



		address identified risk factors	Interviews with youth (individual and group), and Case studies		
<b>11. What plans are in place to sustain or expand the NYVRP?</b>	Planning	Committee, staff, volunteer and service agency commitment and participation levels	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
<b>12. Have the youth demonstrated a decrease in bullying, aggressive, and violent behaviour?</b>	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
<b>13. Have the youth demonstrated a decrease in their abuse of alcohol and drugs?</b>	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
<b>14. Have the youth demonstrated an</b>	Activities and services provided	All outputs within the Logic model's	Pre- test, post-test and follow-up measures,	Youth, staff, Committees, PMA's,	March 31, 2015 to March 31, 2020

<b>increase in their school attendance and improved school performance?</b>		case management level	Conduct qualitative impact evaluation activities, Interviews with youth (individual and group), and Case studies	case plans, risk assessment tools, database	
<b>15. Have the youth demonstrated an increase in their involvement in prosocial activities and peers?</b>	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
<b>16. Is there greater involvement in employment-related activities by the youth?</b>	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
<b>17. Is there greater attachment to prosocial support systems, including their familial and service provider supports as</b>	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

<b>demonstrated by the youth?</b>			Case studies		
<b>18. Are the positive impacts experienced by youth sustainable?</b>	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

## APPENDIX B: COMMUNITY YOUTH SURVEY



UNIVERSITY OF SASKATCHEWAN  
Centre for Forensic  
Behavioural Science  
and Justice Studies  
USASK.CA/CFBSJS



# Deschambault Lake Community Youth Survey

The University of Saskatchewan and NYVRP program invite you to participate in a survey about youth's experiences in Deschambault Lake.

This survey will be used to inform your local Mithoywawin (NYVRP) program.

The survey is voluntary. You do not have to answer any question you do not want to. We do not ask for your name on the survey to keep your responses anonymous.

If you are under 16 years of age and your parent is available, please ask your parent if it is okay for you to do the survey.



Please read each statement and circle the best answer.

## My Activities

We would like to learn what type of activities you have done recently. Please circle yes or no.

In the last 6 months, have you:

1. Played team sports?	Yes	No
2. Taken part in cultural land-based activities (e.g., hunting, fishing)?	Yes	No
3. Taken part in cultural ceremonies (e.g., Sweat Lodge, medicine picking, Elder teachings)?	Yes	No
4. Done arts and crafts?	Yes	No
5. Had a job or a contract (e.g., for shoveling snow, taking out garbage)?	Yes	No

## My Personality

We would like to learn about your personality. Please circle yes or no to show whether the following statements describe you.

1. I usually think about how my actions will affect others.	Yes	No
2. Sometimes I like to do something dangerous just for the fun of it.	Yes	No
3. I find it exciting to do things that might get me in trouble.	Yes	No
4. I often do things without stopping to think if I will get in trouble for it.	Yes	No
5. I like to have fun when I can, even if I will get in trouble for it later.	Yes	No
6. I try to be nice to other people because I care about their feelings.	Yes	No
7. I often get very angry and lose my temper.	Yes	No
8. I do as I'm told.	Yes	No
9. I try to scare people to get what I want.	Yes	No
10. I am accused of not telling the truth or cheating.	Yes	No
11. I take things that are not mine.	Yes	No

## My Beliefs

We would like to learn about your beliefs. Please circle never, sometimes, often, or always to show how much the following statements describe you.

1. It is okay for me to lie if it will keep <u>my friends</u> from getting in trouble.	Never	Sometimes	Often	Always
2. It is okay for me to lie if it will keep <u>me</u> from getting in trouble.	Never	Sometimes	Often	Always
3. It is okay to steal something from someone who is rich and can easily replace it.	Never	Sometimes	Often	Always
4. It is okay to beat people up if they hit me first.	Never	Sometimes	Often	Always
5. It is okay to beat people up to protect myself.	Never	Sometimes	Often	Always
6. I feel comfortable calling the police for help if <u>I am</u> in trouble.	Never	Sometimes	Often	Always
7. I feel comfortable calling the police if <u>I see someone</u> in trouble.	Never	Sometimes	Often	Always
8. I am afraid of the police.	Never	Sometimes	Often	Always
9. I trust the police.	Never	Sometimes	Often	Always
10. I have someone I can go to for help.	Never	Sometimes	Often	Always

## My Experiences

We would like to learn whether the following things have happened to you. Please circle Yes or No.

Have you ever:

1. Heard of the NYVRP program?	Yes	No
2. Been a participant in the NYVRP program?	Yes	No
3. Skipped school without an excuse?	Yes	No
4. Been suspended from school?	Yes	No
5. Dropped out of school?	Yes	No
6. Failed to go on to the next grade?	Yes	No
7. Bullied someone?	Yes	No
8. Been bullied?	Yes	No
9. Been physically assaulted?	Yes	No
10. Felt unsafe at home?	Yes	No
11. Felt unsafe at school?	Yes	No
12. Purposely damaged or destroyed someone's property?	Yes	No
13. Illegally spray painted a building (i.e., graffiti or tagging)?	Yes	No
14. Used alcohol?	Yes	No
15. Used drugs?	Yes	No
16. Got in trouble because you used drugs or alcohol?	Yes	No
17. Been arrested by the police?	Yes	No
18. Been charged of a crime by the police?	Yes	No
19. Had a probation officer?	Yes	No
20. Wanted to join a gang?	Yes	No
21. Been a member of a gang?	Yes	No
22. Had a <u>family member</u> join a gang?	Yes	No
23. Had someone close to you die?	Yes	No
24. Had someone close to you suffer from a serious illness?	Yes	No
25. Been yelled at by a boyfriend or girlfriend?	Yes	No
26. Been hurt by a boyfriend or girlfriend?	Yes	No

## My Friends

We would like to learn about your friends. Please circle yes or no to show whether the following statements describe your friends.

1. I have someone who I would consider a close friend.	Yes	No
2. If my friends were getting me in trouble, I would still hang out with them.	Yes	No
3. If my friends told me not to do something because <u>it is wrong</u> , I would listen to them.	Yes	No
4. If my friends told me not to do something because <u>it is against the law</u> , I would listen to them.	Yes	No
5. I have friends that skip school.	Yes	No
6. I have friends that bully other people.	Yes	No
7. I have friends that use alcohol or drugs.	Yes	No
8. I have friends that break the law.	Yes	No
9. I have friends that belong to a gang.	Yes	No

## My Family

We would like to learn about your family. Please circle never, sometimes, often, or always to show how much the following statements describe your family.

### My parents or guardians:

1. Pay attention to me when I talk to them.	Never	Sometimes	Often	Always
2. Say mean things to me.	Never	Sometimes	Often	Always
3. Have rules about what I can and cannot do.	Never	Sometimes	Often	Always
4. Know where I am going when I go out.	Never	Sometimes	Often	Always
5. Yell at each other.	Never	Sometimes	Often	Always
6. Hurt each other.	Never	Sometimes	Often	Always
7. Drink alcohol.	Never	Sometimes	Often	Always
8. Use drugs.	Never	Sometimes	Often	Always

## My Thoughts

1. What's affecting kids your age right now?
  
  
  
  
  
  
  
  
  
  
2. What do you think can be done to help kids your age?

## About Me

1. What is your gender?
  - Male
  - Female
  - Two-spirit
  - Other, please specify: \_\_\_\_\_
  
2. What is your age? \_\_\_\_ Years
  
3. What is your sexual orientation?
  - Heterosexual/Straight
  - Gay
  - Lesbian
  - Bisexual
  - Two-spirit
  - Other, please specify: \_\_\_\_\_

**Please return your surveys to the NYVRP booth. Thank you!!!**

## APPENDIX C: NYVRP PARTICIPANT SURVEY

## Pelican Narrows NYVRP Participant Survey

1. How many months have you been in the NYVRP?

\_\_\_\_\_ months

2. Which NYVRP worker have you seen most often?

- Olivia
- Russell

3. How often do you see your worker?

- 3 or more times a week
- 1-2 times a week
- 2-3 times a month
- Once a month
- Less than once a month

4. Why did you join the NYVRP?

5. Overall, how much do you like the NYVRP? Please check the best answer.

- A lot
- Quite a bit
- Somewhat
- Not at all

6. What do you like about the NYVRP?

7. What do you dislike about the NYVRP?

8. How has the NYVRP helped you?

9. Has the NYVRP helped you with any of the following things? Please check all that apply.

- Attend school more often
- Get better grades
- Use drugs or alcohol less often
- Be less involved in bullying
- Be less involved in fights and violence
- Do less tagging/graffiti
- Get in less trouble with the police
- Be less involved in gangs
- Have stronger family relationships
- Have more positive friends
- Do more recreational activities
- Have better mental health
- Have better coping skills
- Have stronger connections with Elders
- Do more cultural activities
- Feel more supported by the community
- Other, please specify: \_\_\_\_\_

10. Which community programs have you been connected with through the NYVRP? Please check all that apply.

- Mental health counselling
- Addictions counselling or support groups
- Anger management classes
- Holistic health programs (e.g., men's groups, women's groups)
- Cultural activities
- Recreational activities (e.g., sports, gardening, arts and crafts)
- Tutoring or other supports to help with your school work
- GED classes
- Resume building
- Help with finding a job
- Parenting classes
- Prenatal classes
- Volunteering in the community
- Youth conferences
- Other, please specify: \_\_\_\_\_





11. Have you seen a mental health therapist through the doc-in-a-box?

- Yes
- No
- I don't know

If YES, please answer the questions below.

11a. How helpful was it to see a therapist through the doc-in-a-box?

- Very helpful
- Somewhat helpful
- A little helpful
- Not at all helpful

11b. How comfortable were you with receiving counselling through the doc-in-a-box?

- Very comfortable
- Somewhat comfortable
- A little comfortable
- Not at all comfortable

11c. In the future, would you prefer to receive therapy in person or through the doc-in-a-box?

- Prefer in person
- Prefer doc-in-a-box
- Prefer a combination of in person and doc-in-a-box
- Doesn't matter to me

11d. Please explain why you like in person, doc-in-a-box, or both.

12. Have you been connected with a mentor through NYVRP?

- Yes
- No

12a. If YES, what does the mentor help you with?

13. Have you been connected to an Elder through NYVRP?

- Yes
- No

12a. If YES, what does the Elder help you with?

14. Besides your Health and Wellness Worker, how many supports do you have in your life? Supports could be family members, friends, mentors, Elders, or other organizations that you trust.

- 0 supports
- 1 support
- 2 supports
- 3 or more supports

15. What do you need to feel ready to graduate from the NYVRP?

16. Would you recommend the NYVRP to your family or friends?

- Yes
- No
- I don't know

16a. Why or why not?

17. How can we make the NYVRP better?

Thank you!!!

## APPENDIX D: NYVRP PARENT SURVEY

# Sandy Bay Parent/Guardian Survey

The University of Saskatchewan and NYVRP invite you to participate in a survey about your child's participation in the NYVRP program.

This survey will be used to inform your local NYVRP program.

The survey is voluntary. You do not have to answer any question you do not want to. We do not ask for your name on the survey to keep your responses anonymous.

By completing this survey, you are giving free and informed consent to use the data to inform your local NYVRP program.

Thank you for your participation. By completing this survey, you will be entered in a draw to win 1 of 3 Good Food Boxes.



## Sandy Bay Parent/Guardian Survey

1. How many months has your child been in the NYVRP?

\_\_\_\_\_ months


2. What was the main reason your child was referred to the NYVRP?

3. In what ways does the NYVRP work with your child? *Please check the best answer.*

The NYVRP Health and Wellness Worker:	Yes	No	I don't know
Works with my child during evenings and weekends	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Responds to my child when he/she is in crisis	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Completes home visits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Helps my child create vision boards and set goals	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Teaches my child skills (e.g. self-esteem, resume-writing)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Helps my child get personal documents (e.g. ID, health card)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges recreational activities for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges cultural activities for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges tutoring or online education for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges mental health counselling for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges addictions counselling for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Arranges training or self-help classes for my child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Takes my child to appointments outside of the community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Takes my child to workshops or events	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Takes my child to cultural camps and ceremonies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Connects my child with Elders or Mentors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Connects my child with volunteer or job opportunities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Helps my child connect with his/her probation officer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other:			

4. What are some examples of how you have helped your child be successful and/or participate in the NYVRP program?

**5. Do you attend meetings/events with your child that are arranged by the NYVRP?**

- Yes 
- No

*If YES, please answer question 5a and 5b.*

**5a. What types of meetings do you attend?** *Please check all that apply.*

- I attend meetings with the NYVRP Health and Wellness Worker
- I attend NYVRP classes or workshops with my child
- I attend intervention healing circles with my child
- I attend school meetings with my child
- I attend health appointments with my child
- I attend court appearances with my child
- I attend counselling sessions with my child
- I attend recreational activities with my child
- I attend cultural activities with my child
- I attend probation meetings with my child
- Other \_\_\_\_\_

**5b. How often do you attend meetings?**

- Every meeting or event I'm invited to
- Most meetings or events
- Some meetings or events
- Few meetings or events

**6. In what other ways would you like to participate in the NYVRP?**

**7. Has your child changed in any of the following ways since joining the NYVRP?** *Please check the best answer.*

<b>My child is:</b>	<b>Yes</b>	<b>No</b>	<b>I don't know</b>
a. Less involved in fights/violence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b. Less involved in bullying	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c. Less involved in gangs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d. Doing less tagging/graffiti	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e. Getting in less trouble with the police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f. Using drugs or alcohol less often	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g. Attending school more	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h. Getting better grades	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i. Following rules or listening better	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j. Doing more recreational activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k. Doing more cultural activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
l. More involved with community events and activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>My child has:</b>	<b>Yes</b>	<b>No</b>	<b>I don't know</b>
m. Better mental health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
n. Better coping skills	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
o. Fewer emotional outbursts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
p. A better understanding of the consequences of his/her behaviours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
q. More positive attitudes toward the police	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
r. Stronger family relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
s. More positive friends	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
t. Stronger connections with Elders	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. What other changes have you noticed in your child since he/she started the NYVRP?

9. Has the NYVRP helped you in any way?

Yes

No

*If YES, please share how.*

10. Overall, how much do you like the NYVRP program? *Please check the best answer.*

A lot

Quite a bit

Somewhat

Not at all

I don't know

11. What do you like about the NYVRP?

12. What do you dislike about the NYVRP?

13. How can we make the NYVRP better?

14. Would you recommend the NYVRP to your family or friends?

Yes

No

I don't know

14a. Why or why not?

15. Is there anything else you want us to know about the program?

**Thank you!!!**

**Please return the survey to your local Sandy Bay NYVRP program to have your name entered in the draw.**

## APPENDIX E: 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 handwritten signature in blue ink, appearing to read "Scott Tunison", written over a horizontal line.

Scott Tunison  
Vice-Chair, Behavioural Research Ethics Board  
University of Saskatchewan

nb

## APPENDIX F: 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**

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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

