

WRCPC Agenda

July 14, 2017

Waterloo Region Museum

10 Huron Rd., Kitchener

Classroom A

9:00 a.m. to 11:30 a.m. (8:30 a.m. networking)

Chair: Shayne Turner

Recorder: M. Allen

WRCPC Business:

1. Welcome and Introductions - **9:00 a.m. to 9:30 a.m.**
2. Approval of Agenda
3. Declaration of Conflict of Interest
4. Approval of the June 9, 2017 Minutes - Attachment
 - 4.1 Business Arising
5. Approval of Smart Update (Consent Agenda) - Attachment

Presentation(s):

6. Smart on Crime Plan Evaluation - Sue Weare and Bianca Dreyer, Centre for Community Research, Learning and Action (CCRLA) and David Siladi (staff) - **9:30 a.m. to 10:30 a.m.**

Purpose/Outcome: CCRLA has been working closely with staff on developing a strategic approach to evaluating the Smart on Crime plan. They will present their thinking for a framework to see whether it resonates with Council and seek input on various questions.

Key Sectors' Insights: all sectors

7. Iceland Project - Mark Pancer - **10:30 a.m. to 11:00 a.m.**

Purpose/Outcome:

A presentation on a best practice model on youth engagement from Iceland to further advance the WRCPC's strategic goal to develop a Youth Engagement Strategy will be made by Mark to stimulate enthusiasm and discussions.

Key Sectors' Insights: The sectors that are most involved in working with youth especially youth at the margins: Youth Mental Health sector, Youth Services sector, Youth Advisory, Community Development, Education, Post secondary, F&CS, Restorative Justice, Crown's Office, Defense Counsel, Community Services, Public Health, Urban and Rural communities, etc.

WRCPC Corner:

8. WRCPC Survey Results - Elin Moorlag Silk - **11:00 a.m. to 11:15 a.m.** - Attachment

Purpose/Outcome:

At the previous council meeting staff asked for input on how we are doing with regards to council meetings, agendas and all things related to working in collaboration. Staff will present the finding from that survey and highlight some key areas for improvement.

Key Sectors' Insights: All sectors

9. Other Business
10. Adjournment
11. Next Meeting: WRCPC Retreat: September 15, 2017

WRPCPC Minutes

June 9, 2017

Waterloo Region Museum

10 Huron Rd., Kitchener

Classroom A

9:00 a.m. to 11:30 a.m. (8:30 a.m. networking)

Chair: Shayne Turner

Recorder: M Allen

Present: Karen Spencer, Barry Cull, Barry McClinchey, Carolyn Albrecht, Chris Cowie, Courtney Didier, Douglas Bartholomew-Saunders, Felix Munger, Joe-Ann McComb, John Shewchuk, Jonathan English, Kelly Anthony, Mark Pancer, Mark Poland, Peter Rubenschuh, Richard Eibach, Rohan Thompson, Sarah Shafiq, Shayne Turner, Tom Galloway

Regrets: Andrew Jackson, Angela Vanderheyden, Bill Wilson, Bryan Larkin, Mike Haffner, Cathy Harrington, Denise Squire, Helen Jowett, Irene O'Toole, Jane Mitchell, Jennifer Mains, Kathy Payette, Liana Nolan, Liz Vitek, Cheryl Flamenco-Steiner, Michael Beazely, Michelle Sutherland, Pari Karem, Sharon Ward-Zeller, Trisha Robinson

1. Welcome and Introductions:

Welcome and introductions were made.

2. Approval of Agenda:

Added:

- Justice Dinner 2017
- Porch Chats
- Good Samaritan Legislation

**Moved by Douglas Bartholomew-Saunders and seconded by Joe-Ann McComb.
Carried**

3. Declaration of Conflict of Interest: None

4. Approval of the May 12, 2017 Minutes:

**Moved by Douglas Bartholomew-Saunders and seconded by Jonathan English.
Carried**

4.1 Business Arising

Please note that after consultation with the Regional Chair the WRPCPC presentation to Regional Council has been moved from June 14, 2017 to the fall to allow for more preparation time. Council members will be notified with the new date after staff consult

with the Regional Clerks department to determine a new date.

[Post meeting addendum: The presentation to Regional Council will be on November 01, 2017 at 7 PM]

5. Nominations Update:

Courtney Didier provided a nominations update:

David DeSantis, sector representative for the Education Sector (JK to grade 12), has accepted a position with the Ministry of Education and has resigned from his position with the WRPCPC. The Nominating Committee will begin to look for a replacement.

Courtney Didier congratulated Karen Spencer in her new role as Executive Director of Family and Children's Services. The process will begin to replace the alternate for this sector.

The new representative for Local Police will come forward to the WRPCPC for approval in July 2017.

A formal request is in the process to the WWLIHN asking if there is interest in an ex-officio membership with the WRPCPC.

Courtney Didier brought forward Carmen Abel's name for approval by WRPCPC to represent the Mental Health (Adult Sector). Seconded by Tom Galloway. Carried unanimously.

6. Violence Prevention Work Update:

Purpose/Outcome:

Dianne Heise, staff with the WRPCPC and Violence Prevention Committee (VPC) members, Barry McClinchey, Julie Friesen and Carolyn Albrecht provided a summary of the background of the Violence Prevention Plan and an overview of the VPC work to-date and what has transpired most recently in data gathering. They also shared some insights on next steps and learnings from the challenges of implementing a multi-decade plan.

Data was shared from three organizations that keep track of Domestic Violence: Women's Crisis Services of Waterloo Region (WCSWR), Waterloo Region Police Service (WRPS) and Family & Children Services of Waterloo Region. The WCSWR chart shows the number of clients that the organizations serviced per year over five years. Also noted are the number of children that are exposed to domestic violence. The trend over the years has been stable but the number of those accessing this service has decreased. The pattern is not so much about capacity to service people but is based on funding. One of the data issues is whether you are capturing demand verses the organization's capacity to serve.

Another benefit that the Committee noted in keeping good data was regarding the demographics of clients especially those that are identified repeat clients. This allows staff to tailor services to client characteristics. Approximately 22% of women in shelters are repeat clients. This speaks to a larger systemic issue. Many women that access services do not have resources to go elsewhere. There is not very much tracking of men who have experienced domestic violence.

The Committee does not have reliable data on root causes within the data sets that were presented. Peel Region has created a Centre of Violence Prevention and they too identified that those kinds of factors are not widely collected.

Same sex relationship data and their accessing of services in not included in these data.

Family and Children's of Waterloo Region provided a number of analyses. A chart showed a breakdown of the different forms of violence: the counts of violence perpetrated by a family member or a community member, delineated by forms of violence. Exposure to family violence remains the largest percentage. This is important data in terms of reducing and preventing child maltreatment and preventing future violence because of the strong connection between observing violence in the home and future victimization and offending.

The Waterloo Regional Police Services Occurrence Data chart showed each municipality's ratio within the Region for code 9330 over 5 years. 9330 is the first identifying code of domestic violence. Each call is subsequently recoded until it is given a final code. The Committee is currently looking at the Police data at the conclusion of the investigation, which is very finely defined and can be completely different from the initial code.

One observation from the Committee was that the percentage for service over the 5 year has not increased even though the population has gone up. The second thing the Committee noticed is that there are differences in the ratios or percentages of calls for service related to domestic violence within municipalities.

Learning:

- Complexity of agency data often evades easy sense making
- Data "silos" remain strong
- Data raise more questions than answers
- Data collection has an important role in stimulating prevention
- Those connected to Crime Prevention already were way more likely to collaborate in providing data and those that have no ownership over the overall direction of WRPCPC.

Next steps:

- Explore additional data sources

- Consultant with agencies that provided data so far on how to use them

Dianne shared that WRCPC together with DART is developing a fact sheet that focuses on what we can do to prevent family violence and staff will share the fact sheet when it is finalized.

Tom Galloway suggested including a reference of the work to date of the Violence Prevention Committee when presenting to Regional Council in the fall because it ties back to the Regional Growth Strategy and the Human Services Plan. The Province sees the Regional Growth Management Strategy as a “best practice” and the VPC work emanated from the Regional Growth Strategy and thus should also be shared with the Ministry. One approach might be to inform the Ministry through Wellbeing Waterloo Region or a connection to the Canadian Index of Wellbeing.

7. Update - Impacts of the Protections of Communities and Exploited Persons Act (New prostitution law enacted in 2014):

Dianne Heise and Daniel Bader provided members of WRCPC with a presentation of the developments since Council took a position on the prostitution legislation. **Please see PPT and attachment(s).**

Christiane thanked Dianne Heise for all her contributions towards the work of the WRCPC. Dianne is retiring and leaving her position as the Community Development and Research Coordinator.

8. Survey Completion:

The WRCPC were asked to fill out a survey about their experiences and perception regarding Council meetings. The survey results will be shared at the next meeting on July 14, 2017

9. Youth Engagement Strategy:

David Siladi provided an update of The Youth Engagement Strategy that was first presented at the WRCPC meeting on December 12, 2016. The presentation was based on a report developed by two former summer students, Brandon Hey and Joel Badali. **(Please see attached the WRCPC Youth Engagement Strategy: Formative review of practice and literature report).** At the February 10, 2017 meeting, another presentation was provided with a focus on the process and next steps for the strategy. At this meeting, the WRCPC and guests participated in small group discussions. David presented the feedback from the small group discussions along with some highlights from the report. **(Please see PPT attached).**

The WRCPC had a discussion and provided more feedback.

Michael Parkinson provided an update on the process of developing a youth engagement strategy. Michael shared that a funding application submitted to support this work was unsuccessful. Another funding application will be submitted before the end of the summer and staff will share the results of that application with the WRCPCC once a decision has been made. In the meantime, Service Canada has granted the WRCPCC two summer student positions to assist in the development of the Youth Engagement Strategy.

Juanita Metzger provided an overview of the Youth Navigator Project. **(Please see Youth Navigator Evaluation Report attached)**. The Project was a result of the WRCPCC, the City of Kitchener and Regional Housing working together towards the end of the street gang prevention project, inREACH. The inREACH project demonstrated that place based youth outreach worker approaches work well in neighbourhoods. This was identified through the inREACH evaluation.

Eventually, Carizon was engaged as the service provider for the Youth Navigator Project and two youth navigators were hired to support the youth and to deal with some long-standing neighbourhood issues. There was a brief interruption to the project when there were some youth navigator staffing changes.

The themes that are highlighted in the Youth Navigator Evaluation Report dovetail perfectly with the feedback from the Youth Engagement Strategy report. These include:

- The need for collaboration
- The importance of work opportunities
- The power of recreational and leisure opportunities
- The significance of the approachability of mentors

Juanita provided a summary of the Youth Navigator Theory of Change. The partners along with the youth navigators developed the Youth Navigator Theory of Change. **(Please see the Youth Navigator Evaluation pages 7 and 8)**. This approach parallels the inREACH youth outreach worker approach.

The best practice model on youth engagement from Iceland presentation by Mark Pancer was carried forward to the next meeting on July 14, 2017. Please see PPT and summary attachment.

The WRCPCC had a discussion and provided feedback. Staff shared their frustration about the lack of accountability to success especially in the area of prevention. WRCPCC staff have been involved with place based youth engagement efforts for decades and the resources are always provided short-term and ad hoc.

10. Working Group on Legislation of Cannabis Position Scope:

Shayne Turner provided an update about Legislation of Cannabis Working Group to ensure WRCPCC is in agreement with the scope of this initiative.

The review of the legislation has two main objectives:

1. An assessment of the short and long term affect on the community including some recommendations for proactive measures to lessen any potential negative impacts
2. A look at upstream prevention opportunities that may present themselves

Some key points under consideration are:

- How the legislation might lessen criminalization
- Many lives have been needlessly impacted by criminalization of drugs
- Legislation alone can not accomplish what it sets out to do and a multifaceted approach based on research is needed
- There are many myths about cannabis that need to be addressed
- Regulation needs careful consideration with regards to age (when someone can legally purchase cannabis) to ensure that the most vulnerable youth are not targeted by organized crime.
- Regulations must also include time and location of permissible consumption. This in turn will likely impact advertising options.
- The frameworks for alcohol and cigarettes are culturally specific and have not worked well and thus are not likely a good guide for this approach.
- Fear of abatement: how to open up the conversation between parents and children in a way that keeps prevention front and center without resorting to shaming
- What can be learned from promising practice models such as Portugal where all substances are seen as a public health issue (decriminalization) and Uruguay where cannabis is legal.

There are three issues the Working Group will be not look at because they are out of scope and already being taken on by other organizations. These are:

1. Impaired driving
2. How to deal with past convictions once the law is in place
3. Health impact

11. Other Business

39th Annual Justice Dinner

The 39th Annual Justice Dinner will be held on November 16, 2016 at Bingemans in the Ballroom from 5:30 p.m. to 9:00 p.m. in partnership with Community Justice Initiatives. The theme for the Dinner is Relationships First - Restorative Practice - A Call to Action. A "Save the Date" poster was shared with WRCPC members to share with their networks.

Porch Chats:

The WRCPC has held two Porch Chats since the Council last met:

Wednesday May 31

Reflections of the Past: Social Development in Waterloo Region, 1850-1880

Wednesday June 7, 2017:

Trauma & Justice: Indigenous Perspectives and Being an Ally.

The Council is currently working on bringing forward an update from a former committee that looked at the Truth and Reconciliation Commission's recommendation, especially in the area of justice.

Up and Coming Porch Chats are as follows:

Tuesday June 13, 2017:

From Bystander to Upstander: A Skills Workshop for Citizen Intervention

Tuesday June 20, 2017:

Criminalization of Mental Illness: Exploring Community Alternatives

Good Samaritan Legislation:

On May 2, 2017, the Good Samaritan Law received Royal Assent. MP Ron McKinnon, from Coquitlam – Port Coquitlam, British Columbia, introduced this Bill as a Private Member's Bill. MP Ron McKinnon wrote a letter to the WRCPC acknowledging the Council's significant contribution towards the success of this legislation specifically the WRCPC's 2012 report **Barriers to calling 911. (Please see letter attached).**

12. Adjournment: Moved by Richard Eibach. Carried at 11:35 a.m.

June 2017 Update: Impacts of Recent Changes to Prostitution Laws (Protection of Communities and Exploited Persons Act - PCEPA)

Summary: SWAN (agencies working with sex workers) are not observing much in the way of impacts from the new prostitution laws enacted Dec 2014 that criminalized paying for sex and added new criminal offences. SWAN expressed appreciation for the Council's position statement recommending decriminalization which they have endorsed. A national study of the impacts of PCEPA is underway and the Region is one of the research sites. This study will be important for understanding the experiences and perspectives of sex workers. The federal government is currently conducting an invitation only consultation. A formal consultation is expected in 2018/2019, presumably providing for input from municipalities. A substantial evidence base indicates that criminalization of the sex work industry negatively impacts the health and safety of sex workers. Currently, there is little published research specific to the impacts of PCEPA in Canada.

Page 1-2: **Background on the issues and WRCPC involvement**

Page 2-3: **Updates re local impacts, consultations and evaluation research**

Background:

- **Early history:** In 2003, agencies including WRCPC created the Sex Trade Worker Initiative. A research report, **Between a Rock and a Hard Place**, found that sex workers needed additional supports. The committee disbanded after several years. The Sex Worker Action Network (SWAN) of Waterloo Region formed in 2007 as an umbrella group for agencies and groups working on issues pertaining to the sex trade in Waterloo Region.
- **2010-2013:** In 2010, the Ontario Superior Court of Justice struck down several provisions of Canada's prostitution law, a decision that was ultimately affirmed by the Supreme Court of Canada in December 2013. The courts ruled that the provisions were unconstitutional because they violated sex workers' rights to security of the person. The federal government was given one year to update the laws. WRCPC participated in an on-line consultation.
- **2014:** The WRCPC formed a working group that engaged in extensive discussion and review of the evidence. The result was a **backgrounder and position statement recommending the decriminalization of sex work** as the legal framework that best supports the health and safety of those involved in the sex industry. (Adopted July 11, 2014). See links to both statements [here](#). These statements were included in the Justice Committee deliberations on Bill C-36 and

shared with political leaders. (Decriminalization removes criminal penalties for sex work and related activities. Occupational health and safety and other business guidelines would be applied. Violence and trafficking are enforced with existing laws.)

- **December 2014:** The Protection of Communities and Exploited Persons Act (**PCEPA**) became law. PCEPA outlawed paying for sex, for the first time in Canadian history, and added a number of new criminal code provisions. Based on the Nordic model, PCEPA defines all sex work as exploitation and aims to abolish it by eliminating the demand (criminalizing purchasers) while providing immunity (with exceptions) for sex workers. Many researchers and advocates argue this approach re-creates the same harms as the original law and violates Charter rights. [This link provides a brief overview](#) of the legislation and the negative impacts on health and safety that can result from criminalizing sex work. These impacts include decreased reporting of violence and decreased ability to implement safety practices such as screening of clients and negotiating conditions of services.
- The legislation stipulates a comprehensive review is to take place within 5 years.

Local Impacts

Consultation with SWAN (Sex Worker Action Network) of WR, May, 2017

- No observed reduction in street sex work or increases in safety issues since the passing of PCEPA. They have noticed that more people report engagement in indoor sex work or at least that sex workers were more open about doing sex work indoors.
- Agencies in SWAN reported better working relationships with police and increased collaboration.
- Access to services has increased (not related to changes in legislation).
- The issue of sex trafficking has become very prominent and is often equated with sex work by the general public.
- SWAN expressed appreciation for Council's position statement recommending decriminalization. The credibility and partnerships represented by Council enabled SWAN to also endorse decriminalization. They hope Council continues to play a role.

Prostitution charges occurring in Waterloo Region have varied between 2000 and 2015, with a high of 127 charges in 2002 and a low of 10 charges in 2015. The median is 55. Prostitution charges have dropped noticeably over the last number of years. This

trend is apparent across Canada. (Source: WRPS website, Prostitution Offences in Canada: Statistical Trends, 2014, Statistics Canada)

Waterloo Regional Police Service

The police have representation on the SWAN (Sex Worker Action Network) of Waterloo Region and were asked if they could provide an update on PCEPA from their perspective. Please see Attachment 1 for the update.

Findings from other research and key informants

- There is little published research yet on PCEPA's impacts specifically. The existing evidence base documenting the harms of criminalization and in support of decriminalization is considerable. [See here for a review](#) including current studies.
- In 2015, Amnesty International conducted research and consultations and called for decriminalization as the best way to protect sex worker's human rights, joining WHO agencies and other international bodies in calling for decriminalization.
- A Municipal Network colleague from The City of Vancouver indicated they are hearing of negative impacts on sex workers such as clients' fear of arrest driving them into more isolated and dangerous locations resulting in increased violence. The City has developed policy, training and initiatives to promote equitable, respectful practices, counter stigma and isolation and promote the health and safety of sex workers. The City is calling for the repeal of PCEPA.

Assessing the Impacts of PCEPA - Consultations and National Study Underway

- A low-profile, invitation only, government consultation process is currently underway with sex workers and advocacy organizations across Canada on the impacts of PCEPA. A formal review of the law where municipalities can likely make submissions has not been determined, likely 2018 or later. (Pivot)
- There is currently a national [study of the impact of the new prostitution laws](#) (PCEPA) on the health and safety of sex workers underway. Kitchener- Waterloo-Cambridge is one of the research sites. This research will be invaluable in understanding the impacts of PCEPA, and for understanding the experiences and perspectives of sex workers.
- Our community was also the site of an extensive national study of sex work in 2014. Results were not available when we developed our position. Here is a [summary of the results](#) and [publications arising](#) from that research.

WRPS Update provided by Chief Executive Officer, Mike Haffner:

The Waterloo Regional Police Service is committed to strengthening public safety and quality of life by working in partnership with the community in crime prevention, law enforcement and providing assistance to all those who need our help.

The change in legislation in relation to prostitution and sex workers, in 2014, has created a concentrated victim centric model for our Service. Previously our enforcement strategies were two fold; stings to identify “johns” and process accordingly, and focusing on the sex worker who anecdotally was struggling with mental health, addiction and social issues.

This victim centric model allows a focus on those individuals exploiting sex workers into this lifestyle, while at the same time concentrating on those wishing to purchase the services of the sex worker.

Our Service has been diligently working on meeting with sex workers in the Region and providing support and education to encourage sex workers to make safe choices. It also opens doors and builds trust to provide the necessary resources for assistance such as the Domestic Violence Sexual Assault Treatment Center.

Our Human Trafficking unit has investigated 20 cases this year (2017) and processed 30 criminal charges relating to, receiving material benefits, human trafficking and child pornography. The incidents involving prostitution have migrated from the historical street corner to that of online sites, hotels and private residences. This makes the infiltration to organized networks of exploitation slightly more difficult.

Our concern is to investigate and identify young women, primarily children as Waterloo region is situated on the 401 corridor and provides opportunity for those exploiting young girls to conduct their illegal business.

As we progress through prosecutions, the stiffer and mandatory penalties for those exploiting young children are welcomed.

We are committed to providing an opportunity for sex workers to feel confident to approach our officers as we are focused to support and educate in a respectful manner.

Youth Engagement Strategy

Update



Collaboration



Links Across
Academic
Institutions



Employment &
Entrepreneurship



Civic
Participation



Continuous &
Comprehensive
Engagement



Program
Design &
Implementation

Themes



National,
International
Communities of
Practice



Mental Models,
Attitudes &
Behaviours



Partnerships
with Social &
Tech Start-ups



Youth Civic
Spaces



Leadership



Organizational
Development
& Change

WRCPC Feedback

- Post-secondary education
 - Promote understanding and options
 - Work vs. education
- Engagement at early age → prevention
- Recreation and leisure opportunities
 - Sports, social activities (e.g. board game cafes)

WRCPC Feedback

- Understanding & addressing needs and barriers
 - Trust
 - Power imbalance
 - Transportation
 - Costs
- Mentorship
 - Ability to relate to youth and form a connection
 - Role models
 - Peer mentors

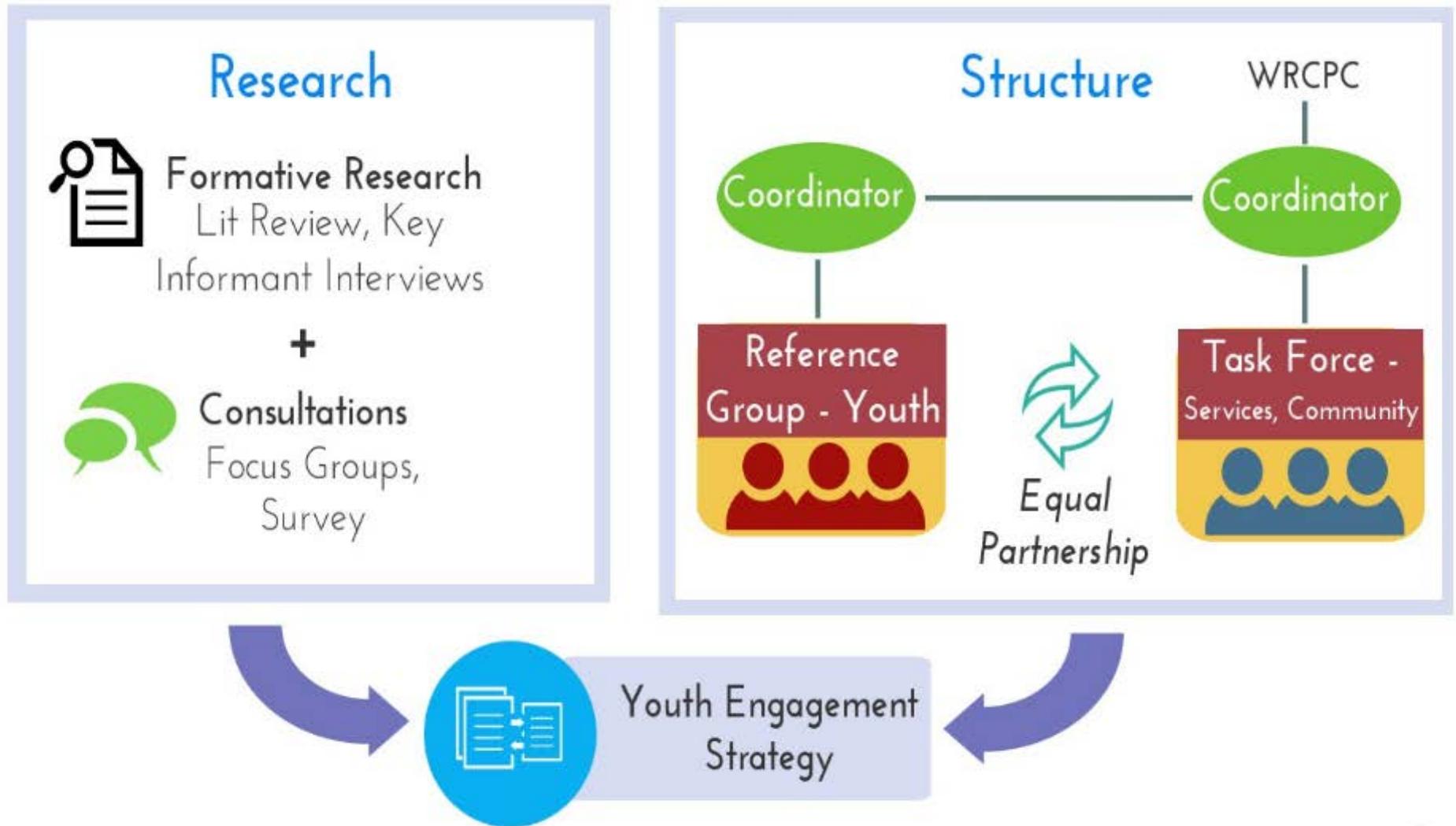
WRCPC Feedback

- Relationships & Outreach
 - Extensive and intentional outreach
 - Creating personal connections
 - Peer-to-Peer
- Inclusion of Indigenous youth
- Restorative and healing focus for youth living with addiction and/or conflict
 - Conflict resolution, mediation

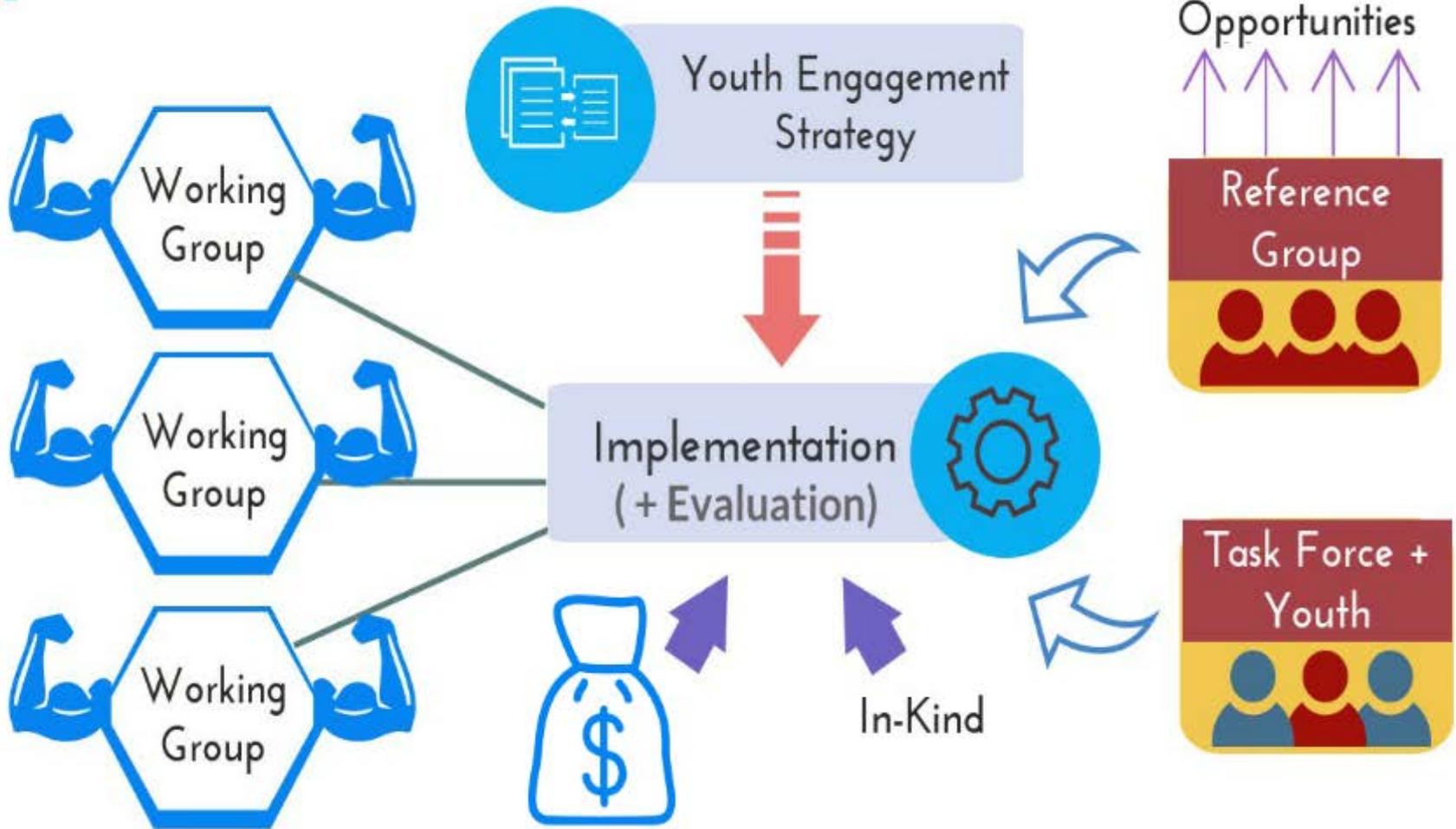
WRCPC Feedback

- Domestic violence, healthy relationships
 - Greater awareness and training (youth, parents, friends, community)
 - Working with community members who already have relationships with youth
- Perceived fear of youth by older adults and adults with disabilities

Process



Process (cont'd)



WRCPC youth engagement strategy: Formative review of practice and literature

by Brandon Hey and Joel Badali

Fall 2016



Introduction

Defining Youth Crime and Youth Engagement

It takes a community to raise a child, but is the community responsible for preventing that child from engaging in crime? Crime prevention orients itself by addressing the root causes of crime and examining the social and environmental factors that contribute to criminal behaviour. Citizens from across society, civil servants and policy-makers have the responsibility to create the conditions necessary to deter individuals from entering into crime, and for individuals who have engaged in crime in the past from reoffending. While pathways to crime and types of crime are multi-faceted, crime prevention posits that patterns of stress, inequality, and relative deprivation interact with individual's personal circumstances creating a complex patchwork of risks influencing their potential criminality (Bania, 2009). The criminal justice system's focus on the individual perpetrator furthermore detracts from these systemic causes of crime. The disparity in attention given to the individual involved in crime rather than the society in which they function holds true for youth criminality as well. In the section below, aspects of a youth's environment that impact their propensity for crime are explored. The remainder of the report then investigates best practices for youth engagement relevant to the Region of Waterloo and the varying ways in which a well designed youth engagement strategy can help stem youth criminal activity in the region while offering a range of other benefits.

Framing Youth Crime: Perpetrators and Victims

While crime in Canada continues to decline (Reitano, 2016), there are particular segments of the population for whom crime, and its consequences, represent a disproportionate burden compared to the general population. Forty-one percent of youth admitted to youth correctional services are Aboriginal (38% and 53% of boys and girls, respectively), yet this same group represents a mere 7% of the corresponding youth population (Correctional Services Program, 2015a). In general, adults under 35 are also overrepresented in admissions to correctional services, accounting for 58% of admissions while representing just 29% of the prison population (Correctional Services Program, 2015b). The most recent statistics for youth crime in Canada indicate a rate of Criminal Code violations for youth between 12 and 17 of 4,322 per 100,000 youth population (Allen & Superle, 2016). Overall, youth make up 7% of the Canadian population, but account for 13% of persons accused of crime (Allen & Superle, 2016). Youth and young adults, and particularly segments of the youth population such as Aboriginal youth, are at an elevated risk of committing crime.

Youth are also vulnerable to gang involvement, which is usually reflective of larger social issues. In 2006, Criminal Intelligence Service Canada (CISC) found that there were 11,900 street gang

members, the majority of whom were between the ages of 21 and 30, composing 344 street gangs (CISC, 2006, in Bania, 2009). Youth gang involvement is correlated with poverty, low levels of education, and unemployment (Wortley & Tanner, 2007; Sersli et al., 2010). While such social inequalities predicate gang involvement, social integration and employment opportunities bolsters youth's disaffiliation from gangs (Bania, 2009). Aboriginals make up a disproportionately large number of known gang members in Canada, having been at an elevated risk for several "pathways" leading to gang involvement: these include but are not limited to childhood mistreatment and neglect through family or the foster care system, mental illness, and the loss of traditional male role models (Totten, 2009).

Youth crime, violent crimes in particular, can also be delineated by gender. In Canada, as in most countries, the rate of violence perpetrated by youth is disproportionately committed by males. The homicide rate also continues to be greater for youth, particularly youth between the ages of 15 and 29. In Canada, the homicide rate between the ages of 10 and 29 was 2.5 and 0.9/100,000 for males and females, respectively (World Report on Violence and Health, 2015). Canada's relatively lower rates of female homicides and incidents of violence have been generally attributed to women's level of autonomy and financial independence in the country (Global Study on Homicide, 2011). While being male might be a risk factor for crime, gender alone is not the root cause, and instead interacts with many other social and environmental factors from which a person is situated.

Factors that place youth at risk of crime are as diverse as the groups of people they represent. Returning to the earlier example, many factors ranging from colonization to continued systemic injustices place Aboriginal youth at a particularly higher risk of incarceration compared to their non-Aboriginal peers. Risk factors tend to transcend youth and appear in adulthood such as poor living conditions, social deprivation, substance abuse, and exposure to abusive environments (Monchalin, 2010). These risk factors place Aboriginal youth at an increased risk of offending and victimization in the criminal justice system.

Refugee and newcomer youth are also vulnerable to criminal activity, which is largely due to their sense of dissociation from society. Although data on incarceration of youth by ethnicity is not made public (other than Aboriginal youth), it has been estimated that the majority (82%) of youth gangs are composed of visible minorities from first or second generation Canadian descent (Rossiter & Rossiter, 2009). Family dynamics which may require parents to be employed during evenings or the absence of both parents further pose a risk to refugee youth who may instead associate with other disenfranchised youth (Sersli et al., 2010). Newcomer and refugee youth who feel stigmatized or isolated may believe that they are systematically excluded, placing them at risk of involvement in gangs. While social isolation might be a risk

factor, a sense of cultural identity and sense of belonging act as protective factors. A lack of adult supports is also a risk factor while a need for safety and protection promotes gang involvement. Marginalization of newcomer youth from society represents the overarching root cause of crime for these youth. It is important to recognize however, that factors that place an individual at risk of committing a crime can sometimes promote resilience. While risk factors are important indicators for the prevention of crime among youth, they alone do not create a complete picture of the causes of youth criminality. More intentional, strategic strategies and intervention ought to be devised that enhance protective factors and reduce risk factors. A well designed youth engagement strategy can meaningfully combat a variety of social issues that give rise to youth criminality, while simultaneously contributing to community wellbeing and positive social change.

Youth Engagement/Youth Civic Organizing: Why we must do it

While definitions of youth engagement vary from one setting to the next, for the purpose of this report we use Pancer, Rose-Krasnor and Loiselle's (2002) definition which describes youth engagement as "the sustained and meaningful involvement of a young person in an activity focused outside of themselves." Key components of youth engagement include engaging in:

- a) "outward/community facing" issues
- b) sustained activities/involvement
- c) engaging in meaningful opportunities that also tap into youth's rights and civic responsibilities

The plethora of white papers, research reports and academic journal articles pertaining to youth engagement and youth civic organizing (especially those from the past 10 years) attest to the growing interest in this subject matter, and for good reason. Through the strategic creation of policies, programs, platforms, youth engagement and civic organizing taps into youths' knowledge, voice and sense of agency (Skinner & French, 2012) leading to positive personal and societal change. Youth engagement has become recognized as a way to combat the sedentary lifestyles that typically increase in frequency and intensity as youth become older (O'Hallaran Group, 2016); it has been extensively documented as a holistic strategy that can promote positive health, behavioural, developmental outcomes among society's youngest people (i.e. enhanced sense of control, self-efficacy, social responsibility, sociopolitical awareness, better life adjustment; Carlson, 2006). Consequently, youth engagement is also a vehicle used to create a more active, vibrant and inclusive civil society (Shaw et al., 2014) and has become a promising means of addressing society's most pressing social and environmental problems (Pittman et al., 2003; Skinner & French, 2012). Some individual benefits of youth engagement include: positive identity formation, enhanced self-esteem, improved communication and critical thinking ability, attainment of better academic outcomes, improved physical health,

reduction of anti-social behaviours, reduced consumption of alcohol, drugs and rates of addictions, enhanced skills in research/planning/evaluation, increased capacity to be independent and ability to make a difference. At the community level, youth engagement often leads to the creation of strong community networks, enhanced democratic governance and decision-making structures (at multiple levels of government; Carlson, 2006), revitalization of communities, enhanced community resiliency/adaptive capacities and betterment of social services and programs.

Despite the gains associated from youth engagement, youths' overall participation in democracy-making and various forms of civic-political engagement (i.e. voting), has continued to decline in recent years (Yohalem & Martin, 2007). Youth have become increasingly disengaged from labor markets/the economy, as well as from adults and civil society in general (Zeldin, Camino, & Calvert, 2007). Repercussions following from a decline in youth participation in civil society include being dislodged from community governance and policy-making arenas, leading to the creation of policies and programs (at an organizational, municipal-level) that do not adequately reflect the needs and realities of youth (as seen in several settings throughout the world). Chronically barring youth from decision-making opportunities, programs and structures can amplify various forms of structural violence and exacerbate pre-existing health inequities among communities' most vulnerable members (Christens & Dolan, 2011). Conversely, when youth are engaged in civil society/city building efforts, and their capabilities are fully utilized (by providing commensurate training opportunities, creation of sufficient planning processes and programs) community vibrancy and equity can be more readily realized. As youth continue to display an incredible ability to address complex social problems (Carlson, 2006), enhance organizational decision-making (Toronto Youth Equity Strategy, 2014; Youth as decision-makers, 2000) and community planning processes (Carlson, 2006), more opportunities are needed to leverage this poorly utilized resource.

Methodology

Thus motivated by the desire to create a cutting-edge youth engagement strategy for Waterloo Region, this report sought to identify best practices in the youth engagement, civic engagement and youth organizing literatures (key search terms). A formal search strategy was also initiated, which included white papers, policy documents and academic journal articles. Academic journal articles were searched and retrieved from two databases: PsycInfo and Scholars Portal. Academic journals included for review were the *Journal of Community Practice*, *Child & Youth Services*, *Youth & Society*, *Urban Review*, *American Journal of Community Psychology*, and *Crime Prevention and Community Safety*. All articles included were from the year 2000 or later. White paper and policy documents focused on municipal-level youth engagement strategies from across North America. Some of the municipalities included for review were:

- Vancouver, British Columbia
- Victoria, British Columbia
- Esquimalt, British Columbia
- Calgary, Alberta
- Halton, Ontario
- Cambridge, Ontario
- Toronto, Ontario
- Montreal, Quebec
- Halifax, Nova Scotia
- Madison, Wisconsin
- New York, New York

Next, insights from theory, practice and research were distilled into key themes. Special attention was paid to gaps in the literature from both applied and theoretical perspectives. The recommendations produced below carefully reflect these emerging themes, and were reinforced and strengthened by more than a dozen key informant interviews we conducted with “youth-facing” service providers in Waterloo Region. This list of service providers is summarized below:

- i. Youth Recreation Coordinator, City of Cambridge
- ii. Youth Services Coordinator, City of Kitchener
- iii. The O’Halloran Group
- iv. Carizon Family Services
- v. Social Inclusion Meeting, Region of Waterloo
- vi. Ideas Exchange Meeting: Cambridge YWCA, COPPS mentorship program, Youth Coordinator, Cambridge YMCA,
- vii. Waterloo Region Rainbow Centre, Outreach study
- viii. Executive Director, Bridges to Belonging
- ix. Resource and Information Specialist, Anishnabeg Outreach
- x. Youth Services Worker, Niagara Peninsula Aboriginal Area Management Board
- xi. Youth Worker, YWCA and Sunnydale Connect
- xii. Youth Navigators Program, Carizon Family Services
- xiii. Cambridge Idea Exchange forum

Key informant interviews asked:

- a) What are the greatest challenges to meeting the service needs of youth in the region (as an organization, and as a region)?

- b) What are the organization's / region's greatest strengths/successes in meeting the needs of youth in the region?

Recognizing that youth are not a homogeneous population, key informant interviews were conducted with service providers that specialize across multiple segments of the youth population; such as "at-risk," LGBTQ, Indigenous, racial minorities/immigrants, refugees, youth with disabilities and female youth. All key informant interviews were coded, analyzed and clustered into emerging themes. Combining "best practices" from the broader literature with locally-grounded insights helped to provide an idea of the key ingredients, frameworks, strategies and recommendations needed in the creation of an effective/viable youth engagement strategy for the Waterloo Region. The themes identified are as follows, and elaborated upon further in the sections below:

- a. Community collaboration
- b. Plug into national, regional and international communities of practice
- c. Foster intentional partnerships and connections across local school boards and other academic institutions
- d. Change mental models, attitudes and behaviours
- e. Encourage employment and entrepreneurship
- f. Foster partnerships with local social and technological start-ups & enterprises
- g. Enhance civic participation
- h. Effective use of youth civic spaces
- i. Ensure sufficient level of continuity and scaffolding within and across opportunities, programs, services and participants
- j. Establish and maintain youth in positions of leadership
- k. Considerations related to program fidelity and implementation
- l. Organizational Change and Development

Prevention: Why we need it

Given the variety of environmental and social factors that affect youth propensity for crime, effective strategies for engaging youth could prevent potential future criminal behaviour. Although prevention is typically thought of in terms of deterring certain behaviours, more comprehensive definitions of prevention are needed to show how those at increased risk of, or already engaging in criminal behaviour can be effectively dissuaded. These elaborations are readily captured in three-tiered models, such as those first proposed by Faust and Brantingham (1976). Faust and Brantingham's (1976) model views prevention as beginning with interventions on a societal level, and a specific focus on the socio-environmental conditions that enable and promote criminal behaviour.

The prevention of crime is not only beneficial to youth, but is a cost-effective solution to reducing crime in society while enhancing community safety. It is estimated that the cost of incarceration for one youth is \$100,000 per year (Clapham, 2008 in Rossiter & Rossiter, 2009). Engagement strategies (for youth) could therefore deter youth from crime while reducing the human, economic costs associated with the criminal justice system. This review of the literature seeks to examine effective youth engagement strategies and their implications for crime prevention programs. Our research questions are therefore framed as: What are best practices for engaging youth in the Region of Waterloo? How does youth engagement impact/inform crime prevention?

What are best practices for engaging youth in the Region of Waterloo?

First, the findings for best practices are discussed followed by a discussion of the impacts of youth engagement on crime prevention.

a) Community collaboration

Community collaboration is an overarching theme (and key element) of youth engagement strategies locally, nationally and abroad. The Government of Ontario's (2015) "Stepping Up" strategic framework also highlights the importance of collaborating among government ministries, community organizations and youth in the maintenance and development of youth engagement strategies. This is similar to the "Assets Coming Together: Strengthening Communities through Participation" (2009) program offered in New York, U.S., which used a collaborative approach to facilitate the development of several policies, programs and structures that helped better meet the needs of youth living in New York City. These broader shifts towards a culture of collaboration are largely a response to the fragmentation of services (Iwasaki, Springett, Dashora, McLaughlin, & McHugh, 2014) and the duplication of efforts typically found among service providers (Cushing, 2015; United Way of Toronto, 2008). Moreover, it is becoming increasingly well-recognized that a single agency alone cannot address the multitude of needs of all youth, across various demographic boundaries and developmental timelines (Iwasaki et al., 2014). The creation of partnerships has been cited as a means of creating broad, durable changes in behaviours, perceptions and policies that negatively impact or disservice youth populations (Blanchet-Cohen, Mack, & Cook, 2011). In highly local examples, as produced by the United Way of Greater Toronto (2008), as well as key informant interviews revealed that the youth sector here remains considerably fragmented. This has been greatly exacerbated by a lack of coordination (N=2) and a myriad of incoherent policies and services.

Yet this myriad of incoherent and fragmented policies and services are directly juxtaposed from recurring illustrations produced by complex systems' science literature, which show that the problem "drivers" related to youth engagement (and youth well-being) are interdependent, multi-scalar and ever-changing (Foster-Fishman, Nowel, & Yang, 2007); problem drivers that have been well conceptualized in models like the vulnerable youth spectrum framework (Toronto Youth Equity Strategy, 2014). For these reasons, a systematic, well-coordinated and integrated approach (for Waterloo Region) is needed to address the multitude of risk factors and protective factors that influence and determine youths' well-being and ability to participate (or thrive) in civil society (Government of Ontario, 2015; Skinner & French, 2012). This new integrated model should feature the creation of joint projects/initiatives and new systems of organizational support (Strengthening Communities Through Partnerships, 2009). Moreover, such broad cross-sectoral platform and partnerships with public health agencies, community agencies, municipal governments and schools can more readily prompt a variety of systems change outcomes (Iwasaki et al., 2014; JCSH Youth Engagement, 2012) and the creation of more effective youth policy for the region (United Way, 2008). Nonetheless, the region needs to ensure that LGBTQ, Indigenous-facing youth organizations and the Cambridge area in general is well represented in collaborative discussions and strategic planning processes (Youth Recreation Coordinator, City of Cambridge, personal communication, July 22nd 2016).

Both complex systems' science and youth engagement literatures have also demonstrated the need to use collaborative governance frameworks that are adaptive and sensitive to ever-changing needs and realities of youth (and the stressors that affect them; CYCC, 2013; Foster-Fishman et al., 2007). As the needs/realities of youth often change, strategic planning processes (as well as related evaluation and monitoring efforts) must not be rigid in their design or implementation (i.e., emergent planning processes, using developmental evaluation rather than traditional program logic models, etc.; A Guide to Youth Friendly Practices, City of Calgary, 2004; Carlson, 2006; CYCC, 2013; Skinner & French, 2012). While still seen as novel and innovative in the United States (Strengthening Communities Through Participation, 2009), youth-adult partnerships can help to ensure that strategic planning processes are sufficiently flexible, adaptive and occur in a regular, recurring fashion (Center for Study of Social Policy, 2007; CYCC, 2013; Skinner & French, 2012). Further, youth-adult partnerships can help to ensure equity among those involved by integrating youth into decision-making processes (described more fully below; Halton Region Health Department, 2011), and by creating opportunities for respectful dialogue and mutual learning. Thus centralizing youth-adult partnerships within these collaborative arrangements can help to overcome dysfunctional/outdated habits, norms and routines (of organizational settings and the broader collaborative) that perpetuate status quo behaviours (Center for Study of Social Policy, 2007).

Youth-adult partnerships are well positioned to address some of issues brought up by key informant interviews, such as lack of access to services and programs (N=4), language barriers (N=2); leading to the creation of better services and programs (CYCC, 2013; Strengthening Communities Through Participation, 2009) and large-scale social change processes (UNDP, 2014; Joint Consortium for School Health, 2013).

Social capital theory also helps to illustrate why community collaborations are effective in the implementation and design of a youth engagement strategy. Informed by the work of Robert Putnam (1995), community collaboration helps to achieve and maintain a thriving, inclusive civil society through gains in (social capital's) bonding and bridging ties. Bridging ties are "weaker" by nature and are usually cultivated through the creation of partnership arrangements between service providers (as illustrated above). The formation and maintenance of (amicable) relationships between service providers is pivotal in the creation of municipal-level, youth engagement efforts (Cohen, Mack, & Cook, 2011). When service providers operate from a place of togetherness and wholeness, organizations can experience enhanced levels of trust, reciprocity and resource sharing (Skinner & French, 2012). Conversely, bonding ties, which speaks to the formation of more intimate interpersonal relationships, are especially important for youth who have trust or attachment issues and those who have been marginalized in their neighbourhoods and communities (Iwasaki et al., 2014). Consequently, these relationship building processes helps youth foster a sense of belonging, garner feelings of safety and closeness, leading to enhanced wellbeing (Shaw et al., 2014), increased strength and resiliency (CYCC Report, 2013).

At its best, community collaboration brings together a diverse group of stakeholders who engage with one another in open and honest dialogue and conversation. Ideally, some combination of expert knowledge across a diversity of sectors, skillsets and life experiences should be strived for (Core Principles for Engaging Young People in Community Change, 2007; JCSH, Youth Engagement, 2012). Community collaborations work best when a) power dynamics are equalized and accounted for (Pearrow, 2008), when b) the diversity of youth voices are well represented (N=1; Richards-Schuster & Dobbie, 2011), and when c) there are continuous opportunities for reflection and dialogue (Strengthening Communities through Participation, 2009). Utilizing these components will enable better understandings of issues affecting youth in the local community contexts (JCSH, Youth Engagement, 2012), while enabling the creation of more effective strategies and interventions that can be used to address community issues (Skinner & French, 2012). This is especially true when the municipal government can match various kinds of resources and in kind supports to social issues targeted (Carlson, 2006). Well-facilitated group processes and group protocols can be used to ensure that priorities are balanced, and that all voices, concerns and dreams are carefully weighed (and respected) in the

creation/maintenance of strategic planning processes (Center for Study of Social Policy, 2007). Community collaborations that use group protocols can help to ensure that participants' expectations are realistic and amicable to the goals of the larger collective.

Lastly, a viable collaborative governance structure requires a centralized 'coordinating body,' (Strengthening Communities Through Participation, 2009), and this is mostly due to the multitude of moving parts and partners that exist within the wider collaborative. This coordinating function can help to a) direct, redirect resources where they are most needed, while b) helping to maintain a bird's eye view of the youth engagement strategy (and related efforts) at a community or regional level. This coordinating function is particularly important, given non-profit and social services tendency to "specialize" and focus on their own limited range of offerings. Key informant interviews revealed that the "neighbourhood liaison" of the Youth Navigators program may serve or inform this coordinating role, as it already looks at partnerships and seeks to "connect the dots" between many youth-facing agencies in the Waterloo Region (Youth Navigators Meeting, personal communication, August 29th, 2016).

b) Plug into regional, national and international communities of practice

As the eyes of the world increasingly turn to youth as drivers of innovation and agents of change for some of the world's most pressing social and environmental problems (Stepping Up, 2014; UNDP, 2014), youth engagement practitioners will need an outlet to engage with one another and to exchange insights and information. While initially used to help facilitate breakthroughs in corporate and technological sectors, communities of practice have become increasingly prominent in social/community development arenas as well. The Ground Floors: Building Youth Organizing Platforms report (2010) produced by the Laidlaw Foundation, found communities of practice to be an effective vehicle to a) galvanize practitioners/youth advocates around a common vision, b) creating/connecting multiple, intersecting systems of influence, along with c) a better understanding of issues faced and a multitude of new practices that help address them. With these considerations in mind, communities of practice will be able to meaningfully broach various youth engagement challenges across a variety of settings and contexts.

c) Foster intentional partnerships and connections across local school boards and other academic institutions

As youth spend approximately 1/3 of their lives in schools, continued and prolonged engagement in these settings carry significant ramifications for their well-being and development. Schools, which effectively serve as a microcosm of civil society that can predict students' current and future health and well-being, along with their engagement in civic activities and community life

(Zeldin et al., 2008). Recent developments in the youth development literature point to the need to move beyond the focus on mere academic competencies alone-to fully engage youth in cognitive, emotional, moral, civic and vocational areas. This can not only help youth obtain academic excellence, but accelerate their development (Pittman et al., 2003). Effective school health policy can address these needs through the formation and maintenance of partnerships within and beyond school settings-i.e. formalizing new and exciting linkages with local schools-at both high school and postsecondary levels (in efforts to create/employ a viable youth engagement strategy). As “whole school” intervention approaches (Devaney, O’Brien, Resnik, Keister, & Weissberg, 2006) and youth engagement strategies continue to rise in popularity, which utilize many principles, strategies and frameworks recommended in this report; JSCH, Youth Engagement, 2012) linking the Region of Waterloo’s youth engagement strategy with local school boards would also be advantageous. The Waterloo Region District School Board’s (WRDSB) new student well-being policy (and the implementation evaluation framework associated with it; WRDSB Student Well-being Report; Conceptual Consulting Group, 2016) offers many potential synergies with the Region of Waterloo’s youth engagement strategy. WRDSB’s Safe, Caring and Inclusive School (SCIS) Teams already functions as a community of practice and coordinating body at the school and multi-school-level, and thus could be plugged into broader decision-making structures at the community-level.

The potential benefits of integrating SCIS Teams at the level of community governance (for Waterloo Region’s youth engagement strategy) are three-fold. First, providing such opportunities would provide additional avenues to support the development of youth leadership (and proximity to decision-makers) in the Region. Second, as SCIS teams effectively serve as a listening board for local school issues and local school needs, integration of the SCIS team into Regional governance and decision-making would help to ensure that strategic planning processes remained “bottom-up” and “youth-friendly.” Third, as the strategies employed at the level of individual schools are closely aligned with those used at the Regional level, including SCIS teams in Regional/community governance (and related planning processes) would help to share best practices and learnings within and across individual partners and participating schools. Lastly, as youth engagement is shown to be a viable approach to addressing academic performance and student well-being challenges (JSCH, Youth Engagement, 2012), integrating partnerships with local school boards might help to increase the Region’s 4-year high school graduation rate, from 66%, up to if not exceeding the provincial average (76%; O’Hallaran Group, 2016). As revealed by key informant interviews and the broader scientific literature, universities should also come together with the WRDSB and Waterloo Catholic District School Board (WCDSB) in order to create new and exciting avenues for job readiness and employment-related programs (as discussed further in a section below; NPAAMB, Youth Services Worker, personal communication, August 2016; UNDP, 2014).

d) Change mental models, attitudes and behaviours

There is an extensive body of literature showing how adults often and repetitively view youth negatively and/or underestimate their abilities. In a study produced by Camino, Zeldin (2002), only 48% of adults thought that youth could meaningfully participate in decision-making processes that affect them; and in a study produced by Zeldin and Topitzes (2002), less than 25% of urban-living adults were confident that youth could represent their community at city council meetings. As revealed by several municipal-level, youth engagement strategies, these tendencies significantly reduce youth entry (and level of involvement) into centres of influence and decision-making. More often than not, adults questioned youths' social and cognitive abilities in a regular and recurring fashion. The consequence of this has been well documented (Shaw et al., 2014), feeding directly into the preponderance of "deficits" "service consumer" and pathology-focused approaches to youth engagement (Greene, Burke, & McKenna, 2013). Many youth engagement interventions remain "stuck" at the lower end of Lofquist's (1989) spectrum of attitudes model. We continue to see a pervasiveness of recipient attitudes/viewing youth as "objects" (rather than competent, capable beings) within regards to the creation and maintenance of youth-facing programs and structures. Many practitioners continue to underestimate the power of youth, despite the gains in competency that follow from prolonged engagement in challenging/enriching environments with a sufficient level of support (Jazcquez, Vaugh, & Wagner, 2013). When youth are encouraged to participate in civic processes, they can help provide rich contextual information of community living situations and ways to make them better (Jazcquez et al., 2013).

Adult attitudes towards youth local to Waterloo Region are not encouraging either. In addition to key informant interviews (N=2), a report produced by the O'Hallaran group documented negative stereotypes and prejudices of adults in the Kitchener-Waterloo area. From the way youth dress, to those who are between the ages of 14 and 17 are often assumed to be delinquents and involved in criminal activity (O'Hallaran Group, 2016). Discrimination towards specific youth subgroups has also remained prevalent throughout Waterloo Region - this is particularly salient issue for LGBTQ (Waterloo Region Rainbow Center, Outlook study, personal communication, August 2016), Indigenous (NPAAMB, Youth Services Coordinator, personal communication, August 2016), and immigrant/refugee youth communities (Region of Waterloo Creating Socially Inclusive Services workshop, August, 2016). Several refugee/immigrant-focused youth service providers commented on the persistent undertone of Islamophobia, evinced through popular culture as well as misinformed beliefs of teachers and the general public. Few informant interviews spoke of the harms associated with (the persistence of) these prejudicial attitudes-internalized oppression (NPAAMB, Youth Services Coordinator, personal communication, August 2016), feeling uncomfortable in one's own skin and disassociation from

one's own cultural identity (Coalition for Muslim Women/Interfaith Grand River, personal communication, August 19th 2016).

With these considerations in mind, much work must be done to “undo” these mental models- that is the constellation of cognitions, beliefs and attitudes towards youths’ abilities and predilections that uphold the creation and maintenance of patronizing policies and programs that are geared towards youth. So long as these negative attitudes and discriminatory views (towards youth) persist - by the general public, decision-makers, etc. - we will continue to see decreased engagement in civic activities and continued apprehension and mistrust towards government institutions and the broader community. Conversely, prolonged, deliberate engagement with youth groups can help them to become more readily engaged in social-political processes, community mobilizing and decision-making efforts (Christens & Dolan, 2011). Fortunately, a number of strategies have been identified by the academic literature, as well as white paper documents which reveal promising avenues to circumvent or change these negative perceptions. Thus, the strategies mentioned below work to move youth further along Lofquist’s (1989) spectrum of attitudes; one where youth are viewed as assets, innovators and resources (Carlson, 2006). Once these changes in attitudes have been obtained, and public perceptions have shifted, we can expect to see a dramatic rise in the problem-solving capacities of the region as a whole (pertaining to issues related to youth and community wellbeing; Carlson, 2006).

Some strategies to invoke cultural shifts in perceptions and attitudes include, but are not limited to:

- **Artistic processes:** One school-based intervention used a theatrical production as a means to display the lived realities of LGBTQ students in high school. This performance prompted a series of critical discussions that helped several senior-level administrators see the wide spectrum of capacities and skills of youth; something they once believed to be quite limited. A variety of interventions have also used photovoice to document precarious living conditions, using the photos and “counter-narrative” taken also a catalyst for discussions (with policy makers and politicians) and structural changes needed to uplift stratified and vulnerable communities (Green et al., 2013). In a more local example, Projects Uncovered, which is offered through the YWCA Cambridge is using photovoice to tackle Islamophobia in the region (YWCA Cambridge, personal communication, August 25th 2016). Regardless of the specific artistic medium used, artistic processes have been linked to the work of Paulo Freire and his notion of “critical consciousness” where unsettling artistic forms of engagement promote reflection, dialogue leading to empowerment and action towards/against various types of structural injustices within society (Richards-Schuster & Dobbie, 2011).

- **Massive media campaigns:** Certain youth engagement strategies mentioned that the mainstream media continues to produce a plethora of misinformation about youths' cognitive abilities, which contributes to adultism and other forms of prejudice in society. Awareness-raising campaigns, such as through social media-Facebook, Twitter, etc. have shown to be effective in challenging and changing adults' negative perceptions of youth.
- **Adult-training:** When adults have their "mental models" and erroneous beliefs challenged-when they are shown the capacities of youth, they can become more readily turned into allies and mentors. Adults' intensive exposure to, and experiences, with youth engagement processes and projects can greatly impact their outlook and attitudes towards youths' capacities (Pan-Canadian Joint Consortium for School Health (JCSH), Youth Engagement Toolkit, 2012) leading to transformations in equity and power-sharing (Cambridge Idea Exchange Forum, personal communication, August, 2016). Nonetheless, key informant interviews revealed that more opportunities for adult training are needed among youth-facing organizations in the Kitchener-Waterloo region (N=1)
- **Raising the expectations of youth:** This was a recurring theme that was highlighted in multiple youth engagement strategies (Smith, A., Peled, M., Hoogeveen, C., Cotman, S. & McCreary Centre Society, 2009; Toronto Youth Equity Strategy, 2014) and the broader scientific literature (Christens & Dolan, 2011). When expectations of youth are high, the sort of opportunities that are designed and created for them better harness their capabilities, dreams and desires. Without high expectations, developmental processes cannot be as easily accelerated through programs that encourage developmental "scaffolding." Conversely, when adults have high expectations of youth the processes towards youth empowerment can become more easily realized.
- **Use/Employment of champions:** within organizations and at a systems level, "champions" can demonstrate youths' capacities and the value for youth engagement more broadly by documenting the impacts of youth-led/focused projects & programs (JCSH, Youth Engagement Toolkit, 2012).
- **Meaningful employment opportunities** (explained further below; O'Hallaran Group, 2016)

e) Encourage employment and entrepreneurship

The economic empowerment of youth has become a priority agenda item for the United Nations Development Programme (2014-2017; and its concomitant youth strategy). As a key social determinant of health, economic empowerment provides a means for those who are at the margins of society to become uplifted out of despondent living conditions. Transformations in one's economic status can subsequently (and positively) influence a variety of educational,

employment, health and quality of life outcomes. Conversely, rampant economic inequality is a known predictor of youth's disengagement (O'Hallaran Group, 2016). While young people (those who are under the age of 30) make up 37% of the global working age population, this same population group is overrepresented in the total number of people who are unemployed worldwide (youth make up 60% of the total figure; UNDP, 2014). This underutilization of youth in the global work force has been exacerbated by incidences like the 2008 financial crisis, which saw the reduction of the total number of working youth (15-24 year olds) fall from 52.9% in 2000 down to 48.5% in 2011. Today, a full 73.4 million youth around the world remain unemployed (UNDP, 2014). Provincial data is not much more promising either. The Government of Ontario's (2015) Stepping Up report revealed that only 61.9% of youth are in the workforce, and 9.8% are not in employment, training or education. These trends are of particular cause of concern, given that gains in employment for youth would help offset the 45% of families in Waterloo Region that do not have a disposable income (O'Hallaran Group, 2015). Without a commitment to increase employment opportunities for youth in Waterloo Region, the life stressors that are associated with unemployment and poverty may either stabilize or increase in terms of severity and impact: such as increased risk of alienation, social exclusion and propensity to engage in criminal activity (UNDP, 2014). Conversely, meaningful employment opportunities are inversely associated with propensity to engage in criminal activity (Bania, 2009), helps re-establish youth's trust with political institutions (UNDP, 2014) and can help combat adult's negative perceptions of youth (O'Hallaran Group, 2016).

For these reasons, the creation of employment opportunities ought to be of central focus for the Region of Waterloo's youth engagement strategy. It is not hard to find inspiring examples of innovative employment programs for youth either. For instance, the DRIVEN Accelerator group is one program that provides mentoring support and skills-training for newcomers and racialized youth. More local initiatives include Niagara Peninsula Aboriginal Area Management Board's (NPAAMB) sponsorship program, which sponsors aboriginal youth workers at various employment sites up to a period of 6 months (NPAAMB, Youth Services Provider, personal communication, August, 2016). In addition to alleviating the unintended impacts of unemployment and poverty, employment and entrepreneurship activities can help to provide a sense of purpose and identity, as well as an array of newfound skill sets (CYCC, 2013), competencies (self-efficacy) and attitudes needed to succeed (Government of Ontario, 2015). Efforts should be targeted towards building entrepreneurial capacity as well, as entrepreneurship has been seen as especially resilient to current market conditions, which features a decrease in hiring among civil and corporate sectors (Government of Ontario, 2015; UNDP, 2014). Other viable and alternative pathways for the economic empowerment of youth should focus on the creation of internship opportunities and apprenticeship programs (Esquimalt Youth Development Strategy, 2005). Summer work programs have been shown to

promote social-emotional regulation in youth, leading to significant reductions in the incidence of serious and violent crime (Heller, 2014).

f) Foster partnerships with local social and technological start-ups & enterprises

For the reasons previously mentioned, a viable/progressive youth engagement strategy should work to create sustainable partnership agreements with local entrepreneurial hubs, like Communitech, the Working Centre and the Social Innovation Venture Creation (SIVC; which is held at Wilfrid Laurier University). Exploring novel partnership arrangements with these organizations can provide a multitude of outlets and avenues for meaningful employment, job and skills development programs for the region's adolescent and young adult population-while also contributing to its local economic development (Stepping Up, 2015; UNDP, 2014; Zeldin et al., 2008).

g) Enhance civic participation

Despite the need to involve youth in positions of major decision-making, such as in the creation/maintenance of youth organizations, youth friendly programs and youth advisory boards, all of these represent "institutionalized" forms of engagement that are not sufficient in the implementation and development of a youth engagement strategy. While new services and opportunities are needed in this strategy, non-institutionalized forms of engagement are deserving of equal attention as well. Interviews with several service providers revealed that the region does not need more programs for specific sub-populations of youth, so much as more deliberate efforts to foster social connectivity and inclusivity (N=3) within and across youth populations, families and the general public. Different forms of volunteerism, family barbeques (Idea exchange, personal communication, August, 2016), sports activities can help combat sedentary and isolating behaviours experienced by different subsections of youth and the broader community.

There are numerous other benefits of civic engagement on youth and society. Research shows that youth who are actively engaged in their community are less likely to use drugs or perform poorly in school (Pancer, 2015a). Students who were involved in prosocial activities like volunteering demonstrated a marked difference in alcohol abuse when they were older, compared to their peers. Likewise, extra-curricular activities were negatively correlated to drug use. Participation in even just one extra-curricular activity has been linked to reductions in social delinquency, risky sexual conduct and involvement in criminal activity. Mental health is another area of youths' lives impacted by civic engagement. Parents of highly-involved youth have reported less mental health issues and mental health incidents at school compared to their less-involved peers. Youth who are positively engaged in their communities also exhibit

more robust social and developmental capacities, such as confidence, empathy, self-esteem, and cognitive competency. Similarly, much research has shown a positive effect of civic engagement on youths' identity and life satisfaction. Thus, utilizing broader forms of civic engagement can enact transformations in youth well-being, while also contributing to better societal functioning for the region as a whole.

h) Make effective use of youth civic spaces

While it is well recognized that youth need to feel safe, supported (Core Principles for Engaging Young People in Community Change, 2007) and included (A Guide to Youth Friendly Practices, City of Calgary, 2004), key informant interviews revealed that the municipality faces recurring issues in creating and maintaining safe spaces for youth, especially those who are on the margins (Youth Services Coordinator, City of Kitchener, personal communication, July 22nd, 2016). The authors thus turned to the literature on youth civic spaces, which are seen as a collective "safe spaces" for youth to engage in social issues and mobilize around particular causes such as through political campaigns or youth programs. One particularly effective (and highly local) example of this is the Sunnydale Connects program. Those involved discussed salient social issues, such as bullying, community safety/violence, cat-calling and concerns around body image. Participating girls have been able to confide in and encourage each other, leading to the creation of community interventions (Sunnydale Connects, personal communication, August 2016).

These findings are consistent with the broader literature, which have found youth civic spaces to be places that help create critical consciousness and invoke social action (through reflection and dialogue; Gaventa, 2006). Authors like Christens and Dolan (2011) have also begun mapping the various pathways that move youth from engagement in youth civic spaces to political action. Organizations like the Laidlaw Foundation found that the successes of safe/youth civic spaces are attributed to the fact that they allow for stakeholders' voices to be honored and respected (and experimentation is encouraged), lending hand to the creation of innovative policies and programs (Ground Floods: Building youth organizing platforms, 2007). Take for example, the youth collective YouthForce, where members used the civic space to organize a campaign for decriminalization programs and the reformation of the juvenile justice system. In a study of various youth initiatives, researchers found that youth civic spaces helped empower youth, build a sense of community, solidify and strengthen their civic identity (Richards-Schuster & Dobbie, 2011; Skinner & French, 2012).

For these reasons, youth civic spaces should be continued to be drawn upon and explored for the Region's youth engagement strategy. These efforts must occur while simultaneously and democratically engaging with different segments of Waterloo Region's youth population. This

includes, but is not limited to Indigenous, LGBTQ, African Diaspora, Muslim/refugee and “disability” groups. Key informant interviews also revealed that Team Drop Zone centres are especially important (safe spaces) for fostering sense of belonging and community safety for at-risk youth (i.e., those at risk of using drugs and involvement in criminal/gang activity). Gay straight alliances, rainbow centres, black student alliances and aboriginal student centres will likely serve a similar function (as youth civic spaces, at high school, university and college levels) and should be subsequently integrated into the implementation of activities related to the Region’s youth engagement strategy.

i) Ensure sufficient level of continuity and scaffolding within and across opportunities, programs, services and participants

Both the scientific literature and key informant interviews revealed the preponderance of service delivery gaps that exist among youth-facing organizations throughout and beyond southwestern Ontario (United Way of Greater Toronto, 2008). Disadvantaged youth are often not provided with the requisite level of supports and services needed to overcome their adversity; and one survey indicated that only 2 in 10 young people between the ages 12 and 17 get the support they need and desire (Core Principles for Engaging Young People in Community Change, 2007). Findings from the Esquimalt Youth Development Strategy (2005) also revealed a lack of transition services, and a limited range of offerings for youth who required a moderate level of support. These service delivery gaps and fragmentation in services were similarly echoed in our key informant interviews. The Cambridge YWCA, which spoke of how programs offered focused on 9-13 year olds, without any offerings for older youth who also wanted to be engaged in programs (YWCA Cambridge, personal communication, August 25th, 2016). These gaps create real difficulties in accommodating the broad range of interests, motivations, goals and capacities across youth’s developmental timeline. For example, it is well known that a 13-year old youth will more often engage in programs in order to meet people and have fun, whereas 17-18 year olds are more likely to engage (in civic activities, etc.) in order to build up their resumes and professional experiences (O’Hallaran Group, 2015). Thus, in the creation of meaningful opportunities, the types of roles and responsibilities offered to youth in the region should be carefully weighed in light of these considerations specifically. Here, the notion of “scaffolding” is particularly important, as it was originally posited by Lev Vygotsky, the developmental psychologist. Scaffolding is predicated on the notion that continuing to place adolescents and youth in environments that are sufficiently challenging helps to accelerate their social and cognitive development (Pittman et al., 2003).

These remarks are also congenial to the need to create a multitude of clear action pathways (Pittman et al., 2003) for capacity building (for youth; Core Principles for Engaging Young People in Community Change, 2007) and “systems of meaningful opportunities,” which should be

tailored across youths' interests (Iwasaki et al., 2014; Skinner & French, 2012) and developmental timelines (Carlson, 2006). Engaging youth in a multitude of opportunities, within and across agencies helps to ensure the empowerment of youth (Iwasaki et al., 2014), which increases gradually as they age and continue to stay engaged. Continued engagement in programs, positions and opportunities can accelerate youths social and cognitive development—their confidence, knowledge and skills (Carlson, 2006) through continued exposure to roles that gradually increase in their level of sophistication, complexity and potential for social impact.

Models like the triangle framework (Carlson, 2006) are especially helpful here, as youth engaged programs typically move from **projects, tasks and services**, to **input and consultation** to **shared leadership** roles (increasing in order of complexity and degree of community impact). Alternative models, like Gauthier's (2003) typology for young people's involvement in social change efforts advance through a similar logic: from **awareness-raising** (educational campaigns, artistic expression), to **influencing** (indirectly affecting social change), to **power** (directly affecting decision-making processes and structures). The papers that discuss these models can provide some ideas about the sort of roles that are appropriate for a given age range. Reports produced by the University of Wisconsin-Madison have shown that youth can and should be engaged in a variety of roles: from administrators of programs, to decision-makers, to researchers involved in the evaluation and development of programs. It is this diversity of roles that makes community collaborations a necessity, and an ability to provide a broad range of opportunities (across the unique needs, interests and capacities of youth) possible.

After reviewing two dozen youth-led social change efforts in Canada, scholars like Ho, Clarke and Dougherty (2015) added **partnerships** to Gauthier's (2003) typology, which pertains to addressing and equalizing asymmetrical power dynamics within institutional and government settings. Regardless of the specific theoretical model used, intensive training, peer-to-peer and adult-youth mentorship programs are needed to prepare youth for the positions they are "appointed" to (as discussed in the section below; Center for Study of Social Policy, 2007); training programs should focus on conflict mediation, youth leadership and negotiation skills. Opportunities for learning, skill building and training ought to be increased (Smith et al., 2009; Stepping Up Framework, 2014) and made commensurate with the developmental capabilities of the youth in question, and be implemented before youth are inducted into the role considered (Smith et al., 2009; Esquimalt Youth Development Strategy, 2005). By intentionally linking meaningful opportunities to one another, youth will be more likely to stay engaged over the longer term (Skinner & French, 2012).

Despite the insights mentioned, key informant interviews revealed that many youth who identify or are categorized as "vulnerable" often miss opportunities to participate in youth

leadership programs. As recognized by other youth engagement strategies and the scientific literature (Shaw et al., 2014), youth leadership programs, (as currently conceived of and implemented in the region) typically attract privileged youth who are not representative of those who are more marginalized (CYCC, 2013). Without changes in how youth leadership programs reach out to or engage with more vulnerable populations, tokenistic representation will continue to be an issue for the region's youth engagement strategy. Youth summit forums may help to combat tokenism through intentional engagement with broader segments of the youth population (Center of Study of Social Policy, 2007).

j) Establishing and maintaining youth in positions of leadership

While youth engagement strategy's call to promote the empowerment of youth in communities around the world, youth remain barred from positions of major decision-making (UNDP, 2014), such as in the allocation of funding (Smith et al., 2009) and formation of social policy (A Guide to Youth Friendly Practices, City of Calgary, 2004); In instances where youth are included in decision-making processes (as related to organizational or community governance), usually only "high achievers" are given opportunities to participate, which leads to tokenism and questionable representation among broader youth communities. Unfortunately, this is a prominent issue that persistently affects many youth populations throughout the world (CYCC, 2013), and appears to be a recurring issue for the Kitchener-Waterloo region as well (Waterloo Region Rainbow Coalition, personal communication, August 2016).

Conversely, when a broader segment of the youth population are "provided" with more direct access to decision-making processes, issues of tokenistic representation are more readily overcome (A Guide to Youth Friendly Practices, City of Calgary, 2004); This is usually done through the strategic implementation of youth advisory boards/committees. Consequently, youth advisory boards/committees are one of the most widely cited vehicles to obtain youth empowerment, and this is given their proximity to decision-makers (Halifax Youth Engagement Strategy, 2013; Halton Regional Health Department, Youth Engagement Strategy, 2011). While serving many functions, youth advisory boards can help facilitate the development of innovative programs (Halifax Youth Engagement Strategy, 2013) and guide the implementation and design of programmatic activities in a way that ensures that the needs of a given youth population are met as closely as possible (Jacquez, Vaugh, & Wagner, 2013). This finding is similarly echoed in Halton Regional Health Department report (2011), which found a youth advisory committee to be the most effective way to garner youths' feedback and input into strategic planning processes.

While ensuring that youth are involved in positions of leadership/decision-making offers many personal and developmental benefits, the literature is beginning to discuss how such

arrangements can easily enact many structural changes to the community as well. Proponents of youth organizing theory (and PICO model of community organizing) have argued that when youth civic action is viewed from a structural perspective (Richards-Schuster & Dobbie, 2011), when opportunities for youth leadership and shared decision-making are created (within a larger collective impact orientation) several systems' change outcomes can occur: from the implementation of programs, to needed policy changes, to the creation or reformation of institutions that have a powerful influence on community governance and decision-making (Christens & Dolan, 2011). Increasing attention has also been given to involving youth in the formation of public policy (Youth as decision-makers, 2000). One compelling example comes from Christens and Dolan's (2011) study, where proponents created the "InLand Congregations United for Change (ICUC)," which was used as a vehicle to (successfully) push back against the city council's (Madison, Wisconsin) policing budget.

Despite the power evoked from this example, ICUC's real success came from focusing on organizational change and leadership development opportunities simultaneously (Christens & Dolan, 2011). The Center for Study of Social Policy (2007) outlines several pathways to engender youth organizational development processes; which can happen by a) integrating youth into discussions and meetings pertaining to strategy, operations and procedures, by b) modelling a commitment to youth engagement at the level of organizational philosophy, values and mission statements (as well as in daily rituals, practices and programs). In these efforts to create such "youth-led" organizations, advocates should strive to ensure that the board of directors are comprised of youth at a level of 51% or more (Richards-Schuster & Dobbie, 2011). Other ways in which youth can and should contribute to positions of leadership and decision-making are through the creation and use of "youth-run" programs. Equipped with an extensive knowledge of local community realities and youth groups, youth become well positioned to create programs and services that are carefully aligned with the needs of their given "consumer" base (Halifax Youth Engagement Strategy, 2013).

k) Considerations related to program fidelity and implementation

Despite the benefits commonly associated (erroneously or not) with youth engagement programs, one meta-analysis conducted by Morton and Montgomery (2003) found that most self-efficacy and self-empowerment gains (of youth) are statistically insignificant. Some reasons for this were that the programs reviewed were of questionable scope, intensity and duration. Assuming that a strong theory of change is present, longer duration programs that are implemented with a higher persistence and quality typically increase program effects (Fixsen et al., 2005; Morton & Montgomery, 2013). Yet, as revealed by many youth engagement strategies, it can be a challenge to get youth to come or stay involved (in programs, in policy or governance discussions, etc.). This is often due to recurring issues of power, feelings of being

used (Smith et al., 2009) feelings of being unwelcomed, unsafe (O'Hallaran Group, 2015) or having their voice discounted (Center for Study of Social Policy, 2007).

Youth who are marginalized-such as LGBTQ, Indigenous, etc. may require more intensive, evidence-based therapeutic programs and wrap around supports in order to keep them engaged. One local example of this is includes a YouthForce Engagement summit, who sent "vulnerable" youth who required extra therapeutic supports while attending (Youth Navigators meeting, personal communication, August 29th, 2016). The creation, maintenance and use of youth-friendly/youth civic spaces may also serve an important function for certain segments of the youth population, given how they help to promote a sense of safety, community and belonging (Cohen, Mack, & Cook, 2011; Richards-Schuster & Dobbie, 2011). Mentorship programs can also be used to identify personal and systemic barriers that bar youth's participation in services, events and programs (CYCC Report, 2013). Thus, ensuring the availability of evidence-based therapeutic programs, youth friendly spaces and mentorship programs (within context of a youth engagement strategy) will likely increase program fidelity and a range of social and behavioural outcomes.

Other factors related to program fidelity are cultural in nature or related to access or logistical concerns. Many youth engagement strategies found that youth do not show up (or fail to come back) due to an inappropriate use of programming time, scheduling conflicts and a lack of viable transportation options (Halifax Youth Engagement Strategy, 2013). Key informant interviews revealed that youth from Cambridge/Rural Cambridge are only given a single bus ticket to attend youth-related events (Cambridge Idea Exchange Forum, personal communication, August 2016). Expert language can also alienate youth and undermine their willingness to participate (JCSH, Youth Engagement Strategy, 2012). Moreover, youth who are not compensated for their time, or reimbursed the costs of participating (as experienced by many Cambridge youth) may feel undervalued and discouraged from participating in the future (Esquimalt Youth Development Strategy, 2005; Halton Regional Health Department 2011; Cambridge Idea Exchange forum, personal communication August 24th, 2016). Some researchers have also found that the forms of engagement must be highly personal and appropriate to the youth under question; and digital forms of engagement are often far less effective than in-person contact (Center for Study of Social Policy, 2007). Digital forms of engagement/outreach may also be exclusionary of at-risk populations (Waterloo Region Rainbow Centre, Outreach study, personal communication, August 2016). Conversely, in-person encounters heighten youth's sense of belonging (JCSH, Youth Engagement, 2012), leading to the development of deeper and more meaningful personal relationships (and better attendance in turn). Key informant interviews revealed that drop-in programming actually dissuades participation, whereas closed-registration processes are much better at improving

attendance rates (Cambridge Idea Exchange Forum, personal communication, August 24th, 2016).

I) Organizational Change and Development

While alluded to in previous sections, a viable youth engagement strategy (for the Region of Waterloo) should seek to transform the underlying principles, philosophies, operating structures, programs and policies of (individual) youth/youth-facing organizations (Center for Study of Social Policy, 2007). Organizational changes should seek to engender the values, philosophies and “best practice” championed by the youth engagement and youth organizing literatures (as previously discussed). Strengths-based, youth-driven, prevention-focused efforts should be harnessed and utilized at the level of individual programming, as well as organizational governance and decision-making (Youth as decision-makers, 2000). When these approaches are combined, these organizations would more closely resemble “youth organizations.” A major presence of youth organizations lend hand to the formation of youth-adult partnerships at the collaborative or municipal level (as described above; JCSH, Youth Engagement Strategy, 2012). Some of the most progressive youth organizations also ensure that youth are included in hiring and funding decisions, and make creative use of the unique skillsets and experiences of those brought on board (Blanchet-Cohen et al., 2011). Multiple strategies report how such intentional inclusion of youths’ voice helps to reduce cynicism (A Guide to Youth Friendly Practices, City of Calgary, 2004); increase understanding of service needs, while positively contributing to an organization’s development (CYCC Report, 2013; Halton Region Health Department, 2011).

However, these transitions are not easy to make and may take a long time to implement. Many agencies and government institutions (within the Waterloo region and beyond) remain resistant to change (Youth as decision-makers, 2000) unwilling to relinquish the amount of power and control suggested by the youth organizing and youth engagement literatures (CYCC, 2013). For these reasons, organizational readiness assessments ought to be conducted in conjunction with interventions that challenge the mental models/operating assumptions of reluctant organizations. Accreditation processes, such as the “BCorp” system that is used in corporate social responsibility contexts, may help to motivate organizations to transition into “youth-friendly” organizations.

Evaluation and Monitoring Considerations

The values and principles of community-based participatory research (CBPR) are well aligned with several of the best practices cited by youth engagement and youth civic organizing

literatures. Participatory research approaches are known to support youth engagement efforts through shared decision-making and power sharing opportunities (CYCC, 2013). As evaluation ought to be made central in the implementation of a viable youth engagement strategy (Halifax Youth Engagement Strategy, 2013) research and data collection needs can be filled by hiring youth for these roles specifically (and paying them accordingly; Esquimalt Youth Development Strategy, 2005). Youth can/should also engage in program evaluations of individual youth-led/youth-run programs (Smith et al., 2009). In general, all monitoring and evaluation efforts should utilize multiple methods which are collected in a continuous, “real-time” and emergent way (CYCC, 2013; Halifax Youth Engagement Strategy, 2013; Youth as decision-makers, 2000). Benchmarks of success should be tailored to emergent needs and findings, and not merely defined by absences in pathology, ill health or crime (Pittman et al., 2003). Many indicators should focus on youth participation in decision-making at programmatic, organizational and collaborative-municipal levels (UNDP, 2014). As mentioned previously, efforts should be taken to ensure equity of voice and representation among those involved, with special attention given to youth and community members; it is these population groups that should give guidance to the needs that are to be prioritized and explored through research, intervention and evaluation efforts.

Unanswered questions and considerations for future research

As mentioned elsewhere (Youth as decision-makers, 2000), the most robust outcomes related to youth and communities wellbeing come from synergistic combinations of appealing youth interests, high expectations, in conjunction with the right organizational roles and support systems. This system of considerations/activities thus requires novel evaluation approaches that can map out the inherent dynamism of these pathways while giving special attention to community-level impacts (Christens & Dolan, 2011; Ho et al., 2015; Yohalem & Martin, 2007). More work can be done to explore the developmental and community-level impacts of engaging youth in CBPR research projects (Jacquez et al., 2013). Developmental evaluation may help aid the tracking of decision-making pathways within organizational and community strategic planning processes as they relate to outcomes and objectives hoped for.

Next Steps

As this report sought to summarize best practices in youth engagement and related literatures, practitioners working to implement the youth engagement strategy for Waterloo Region should find ways to “operationalize” these concepts and put them in action. While this report also provided a quick assessment of local needs and realities among “youth-facing” organization in

the region, further research (e.g., interviews and/or focus groups) should be conducted with all segments of the youth population in order to further (in)validate and clarify the needs and realities of youth in the region. More work will be needed to identify the roles and responsibilities of actors involved, while also beginning to prioritize issues for the collaboration to focus on as a whole.

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Youth Navigator Pilot

EVALUATION REPORT

PREPARED FOR: CARIZON FAMILY AND COMMUNITY SERVICES

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December 2016



Key Highlights & Insights

“Now the door is open, and when people need help, they have some place to go.” – Youth Participant

- Navigators were successful engaging youth who were less connected to the Community Centre. In four months Navigators tracked over 1100 contacts with youth in over 330 activities. On average, Navigators were connecting with 7 to 10 youth each day. Many of the youth were new comers to Canada.
- There was a wider age range of youth than expected (from 12 to over 20).
- Navigators were more successful engaging young men, who were more likely to be out and around.
- Trust, honesty and patience were core to developing these relationships. These qualities require time and energy to nurture and develop.
- As a result, youth found space to share their concerns, and get the support and connections they needed.
- Navigators supported youth with finding employment and with staying on track at school (both secondary and post-secondary).
- Navigators were also mentors; youth described them as “like family,” providing good advice and helping them to navigate troubles and tensions.
- Youth reported changing their perception of the Community Centre through their relationships with Navigators. Since the Navigators came to the Centre, youth now see the door as open to them.
- The pilot is grounded in good theory and practice, and the evaluation showed promising results. There is strong evidence of the pilot achieving its short-term outcomes. Moving forward, the collaborative team will need to consider:
 - Building resiliency within the program, including attention to capacity, Navigator succession, and strategic growth.
 - Engaging other community stakeholders and neighbours to achieve longer-term outcomes and the goal of a healthier, more resilient community.



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Youth Navigator Evaluation Report

Introduction

The power of youth engagement is unequivocal. Engaging youth in the communities where they live reduces the likelihood of violence and delinquency; and at the same time, develops youth competencies, emotional wellbeing, sense of citizenship, and achievement.^{1,2} Youth, and communities, do better when youth are connected, engaged and empowered.³

Over the last number of years, Waterloo Region Crime Prevention Council and City of Kitchener have been working together to support greater youth engagement. In 2015, they partnered with Carizon Family and Community Services to pilot a youth engagement/coordination initiative in the Chandler Mowat neighborhood. The pilot was modeled on lessons learned from the inReach street gang prevention project (2010 – 2013), which underscored the importance of relationships and recognition of youth skills, capacities and strengths.

At the time the pilot was launched, the Chandler Mowat neighbourhood was being characterized by an increase in crime, gang presence, vandalism and people reporting they did not feel safe in the community. The driving force of the pilot was the understanding that these trends could be reversed, in part, by connecting and engaging youth to navigators. These youth navigators would get to know and learn about the youth in the neighbourhood, build relationships and support youth “at-risk” with overcoming challenges and achieving their goals.

This report presents the evaluation of the Youth Navigator pilot project. The evaluation was conducted from a developmental approach and focused on the early evolution and learnings of the pilot project. The evaluation was led by The O’Halloran Group (OHG), an independent research and evaluation organization driven by the commitment to building greater wellbeing, inclusion and dignity for all.

¹ Zeldin, A. (2004). Preventing youth violence through the promotion of community engagement and membership. *Journal of Community Psychology* (32), 623–641.

² Pittman, K., Irby, M., Tolman, J., Yohalem, N., & Ferber, T. (2003). Preventing problems, promoting development, encouraging engagement: competing priorities or inseparable goals? Washington, DC: The Forum for Youth Investment, Impact Strategies, Inc. Available online at www.forumfyi.org

³ Ibid.

Pilot Overview

The pilot was designed to reach youth ages 11 to 17 who were not engaged in existing programs and services in the community. Navigators were to focus on meeting youth where they were at, on providing youth with opportunities to develop community connections and leadership skills, and on creating a place for youth to share their thoughts, concerns and needs. The role of the Navigators was that of a caring, supportive individual. The pilot was guided by a collaborative team that included the City of Kitchener, Waterloo Region Crime Prevention Council, Carizon, and Youth Navigators.

The pilot was originally launched in the summer of 2015, yet experienced delays in hiring the navigators. Two navigators hired in the summer of 2015 left the program and their replacements were hired in the spring of 2016.

The goals for the pilot project included:

- 1. Building relationships and learning about the youth who live in the Chandler Mowat neighbourhood.**
 - a. Learn about youth experiences with oppression and privilege
 - b. Learn about the youth culture
 - c. Learn what inspires youth
- 2. Supporting “at-risk” youth in fulfilling their goals and overcoming challenges**
 - a. Connect youth to resources as needed (jobs, programs, etc.)
 - b. Support youth with system navigation
 - c. Facilitate connections between youth, between youth and other neighbours, and between youth and service providers
- 3. Fostering change that incorporates insights about youth from the neighbourhood.**
 - a. Change programs or services as needed
 - b. Change organizational policies or procedures as needed
 - c. Address stereotypes and misunderstandings
- 4. Sharing key learnings about this process so other neighbourhoods can benefit.**

The first evaluation activity was to articulate a theory of change for the initiative. Working with the collaborative team, OHG facilitated theory of change conversations to dive deep on the philosophy and theory behind the initiative.



Youth Navigator Theory of Change

Theory of change is used in evaluation to make explicit the connections between what it is you intend to do (activities) and the kind of change you want to make (outcomes). It surfaces assumptions about what is needed and how to best meet those needs. It also presents hypotheses about relationships, pathways and influences on social impact. Theories of change underlie logic models, program design activities and strategic plans. Once articulated, a theory of change becomes the foundation for evaluation.

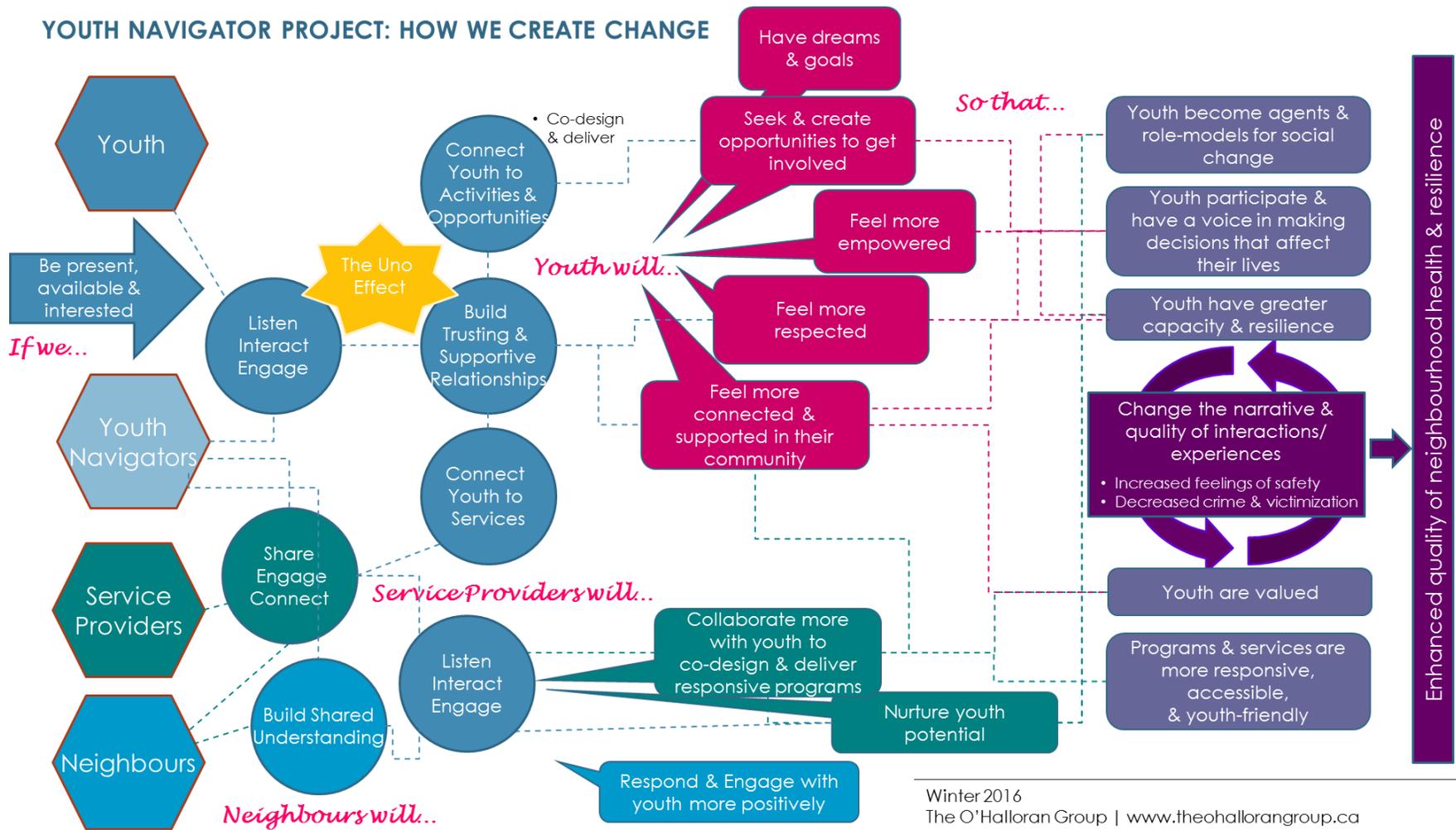
In the Youth Navigator theory of change (next page), Navigators are positioned in space between Youth, Service Providers and Neighbours. It suggests that if Navigators succeed in building trusting relationships with youth, they can create the conditions for youth to connect with opportunities, other services and supports, as well as with the neighbourhood in more positive ways. The theory of change is grounded in the understanding that Navigators need to meet youth where they are at, be present, available and interested.

The achievement of this kind of approach comes through casual, open-ended engagement between Navigators and youth, which is exemplified in playing cards together. This insight is shown in the Theory of Change as the **“Uno Effect”** – capturing the idea that playing cards (or similar) creates the structure of giving youth something to do with Navigators, yet without the restrictions of a formal program. The effect of this kind of social activity is trust then openness.

It is expected that, through trusting relationships with the Navigators, youth will gain connections, confidence, and a greater sense of empowerment. Connections to others, including service providers and neighbours (including businesses in the neighbourhood), will develop and youth engagement will become an integral part of how the community works together. The long-term vision is enhanced quality of neighbourhood health and resilience.

Theory of Change

YOUTH NAVIGATOR PROJECT: HOW WE CREATE CHANGE



The Youth Navigator theory of change can be summarized as:

If we create the space for youth navigators to create trusting, supportive relationships &

If we connect and build shared understanding with other service providers and neighbours

We expect there will be space for youth to gain ideas, opportunities and connections that will nurture a sense of empowerment and mutual respect

So that the narrative and quality of interactions/experience improves for youth and for service providers/neighbours

This underlying hypothesis was then tested through an evaluation of the pilot from April to November, 2016.

Evaluation Overview

The purpose of the evaluation was to assess early activities and outcomes. Key evaluation questions were:

1. To what extent are youth navigators connecting with youth?
 - a. What facilitates these connections? What hinders the connections?
2. What activities are emerging?
 - a. What is working well? What are the challenges?
3. To what extent are navigators connecting with service providers/other neighbours (e.g. local businesses)?
 - a. What is the value of these connections?
 - b. Do these connections create opportunities for youth? In what way?
4. To what extent do youth have positive experiences?
 - a. What difference do these experiences make?
 - b. What opportunities and experiences emerge for youth through the connections they make?
5. What are the lessons learned about doing this work?

- a. Where are we on track with our Theory of Change? What have we needed to adapt and evolve?
- b. What do we need to consider moving forward?

Evaluation methods included:

Participation in Team Collaboration Meetings

OHG was present at team collaboration meetings to help keep the theory of change present in the work, check in on refinements to the pilot and be informed of updates. Through these meetings, OHG also worked with team to craft the tools for tracking outputs and supporting Navigator observation.

Output Tracking and Navigator observation

Navigators were asked to track how many youth they connected with, youth age ranges and demographics, as well as what activities they participated in. Navigators were also asked to record their observations about the activities and their success engaging youth. Tracking was completed through an online tool, which Navigators completed for each activity.

Navigator Interviews

In addition to the activity tracking and observational data, key informant interviews were conducted with both Navigators. These interviews were designed to explore in more depth Navigators' experiences and insights about their work. They were asked to reflect on what worked well, where they experienced challenges and what opportunities they saw for improving the approach. Two interviews were conducted in October 2016.

Youth Focus Groups

Two focus groups were held with youth. The first was conducted prior to the hiring of the Navigators in April 2016 with youth living in the neighbourhood. Youth were recruited through the Pathways for Education program. The purpose of this focus group was to characterize the experiences of youth in the neighbourhood, including what their relationships with neighbours were like, what the challenges were and where they had positive experiences. Eight young men and women, ages 14-18, participated in the focus group.

The second focus group was held in October 2016 with youth who had connected with the Navigators since April. The conversation focused on their experiences with the Navigators, what youth feel they gained from those connections and the difference the Navigators made in their lives. The focus group also explored what they liked about the initiative, any



challenges they had and ways they thought it could improve. Eleven young men and women participated in the second focus group.

Analysis

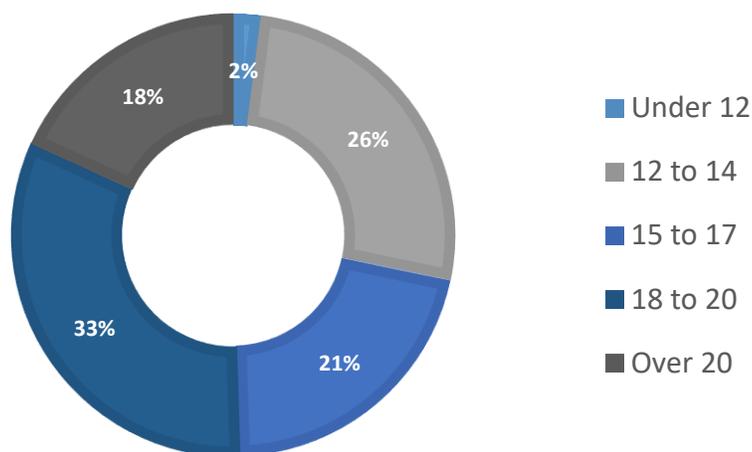
We completed a thematic analysis of the observations, focus groups and key informant interviews using the theory of change as an analytic framework. We identified commonalities across each of the sources and unique cases. Activities were coded and counted by type.

In the following discussion, findings are presented according to evaluation question.

Evaluation Findings

The current Navigators began connecting with youth in April of 2016. From April to November, they had over 1100 contacts with youth and had tracked 339 activities. Youth ranged in age from under 12 to over 20, with there being more contacts with older youth than originally anticipated.

Proportion of Contacts by Youth Age Range



Navigators reported more activities that engaged male youth and groups that were all male (230), compared to mixed groups (15) or female youth (71).

Connecting with Youth

To make connections with youth, Navigators went for walks around the neighbourhood, hung out in the Chandler-Mowat Community Centre, and initiated conversations. Navigators also played cards, sports and games, as well as attended events at the Centre. They reflected that, initially, this open-ended way of making connections felt very different from more structured programs. However, their openness to allowing relationships to emerge worked in their favour. They noted the importance of being present, being open and non-judgemental. Though it took time to build trusting relationships, Navigators are now well connected to youth in the community, continuing to go for walks and hang out at the Centre.

“Being present and listening is the way that I do it. Having zero judgement, just being open-minded, having these honest conversations with the youth, over and over again. And being available for them, and I think that has helped a lot.”

The limitation in this approach was that it connected Navigators to fewer young women. Young men were met much more often out in the neighbourhood and at the Centre. Young women were more likely to be at the Centre for a specific program and were less likely to be met walking through the neighbourhood. Navigators found they were able to connect with youth women through family connections. In one case, one of the Navigators was invited to a family event where she found a group of girls to engage. In another example, the brother was asked and agreed to introduce his sister to the Navigators. These experiences were attributed to cultural differences in expectations and permissions given to girls, and raised the question for Navigators of how to best engage more young women.

Activities

Once connected, Navigators spent time engaged with youth in a number of activities. The most frequently reported activities were (in descending order of frequency):

- Cards
- Employment related support (e.g. practice interviewing, help with resumes, applying for jobs, keeping a job)
- Check in one-on-one
- Sports - basketball & soccer
- Group discussion/chats



Navigators noted that youth feel more relaxed in sharing their experiences, feelings, and thoughts when engaged in activities. Playing cards in particular (that “Uno effect”) created a non-threatening, non-directive space for youth to chat with Navigators about issues that matter to them. Navigators also noted that it was critical for them to follow what was important to youth.

“Because we are [at the Centre], they come there, they are looking for us. They are looking for a job so we help them find a job. They want a resume done, we help them get a resume done. Sometimes they just want to sit down and chat. We chat with them. And they learn from us. That is the importance of the Navigators.”

Accomplishments

Connecting in person and through Facebook, Navigators found that youth started to reach out to them. Youth would approach them with questions about decisions they need to make or how to handle a situation. This gave Navigators the opening to provide support, both social/emotional and practical. Navigators believed they helped youth by:

- Gently introducing ways youth can adopt more positive habits and have a healthier lifestyle (e.g. eating habits, activity)
- Encouraging responsibility, especially when it came to employment and school work. They noted examples of successes helping youth get/keep jobs; or complete courses/stay in school/get back on track
- Helping youth to manage negative experiences in the community, e.g. racist comments

Navigators observed ways activities benefited youth, reporting that:

- 80% of youth gained more connections to the community
- 77% gained a sense of new ideas and possibilities
- 60% gained stronger relationship with others in the neighbourhood
- 58% gained stronger relationships with each other

Connecting with Other Service Providers and Neighbours

The activity reports and reflections from Navigators showed that they focused their attention on making the connections, building the relationships and providing the support to youth. This focus captures the one half of the theory of change (*If we create the space for youth navigators to create trusting, supportive relationships...*) The other half of the theory of change (*If we connect and build shared understanding with other service providers and neighbours...*) was less of a direct focus in the first few months of the pilot.

Though Navigators did not report directly connecting or building a shared understanding with other service providers, they were intentional about connecting youth to other programs, services and agencies within the community. As well, they also made connections for youth to employers, and helped them build their network.

Overall, Navigators reported making 158 referrals, including to:

- Pathways
- Girls group
- Youth in Two Cultures
- Family outreach worker
- Legal Clinic
- Employment worker
- Job fairs (Carizon, Loblaws)
- Lutherwood
- The Working Centre
- House of Friendship Backpack program
- Goodlife free memberships for youth
- Yoga
- 18 and Over soccer league

Youth Experiences

In early spring (prior to the 2016 Navigators), youth described their experiences in the community. They shared that they felt unwelcome, disconnected and disrespected in the community. This experience, they explained was different from when they were children. Now that they are teenagers, their shared sense was that they were “excluded and neglected” and “less important” than when they were kids.

“In my complex when I was younger I was able to walk everywhere. And now they are saying if you are past the age of 13 and we see you in the park we can call the cops and say that you are trespassing.”

When asked what they would like to see change, youth replied they hoped adults would begin to treat them as members in the community and get to know them before making negative judgements.

When youth participated in the fall focus group, they shared a very positive view and set of experiences connecting with the Navigators. They reported that:

Navigators’ presence, accessibility, and availability made a difference. Having the Navigators around made them feel comfortable and welcome.

“Why we get to know them is that that they are here a lot. They are here for us, we know they are here for us.”



They felt like they could contact the Navigators any time and that the Navigators were always there for them. They thought the Navigators never got tired, and commented on the Navigators' patience. Youth frequently said the Navigators were like family or like friends. Navigators were kind and supportive; they were there to give support and good advice.

"If there is a problem, you know, you come talk to them. They never get tired. We ask them so many questions, they are always there to help. Any time."

The Navigators, youth said, made the Centre feel more welcoming and fun. A number noted the Centre feels closed to youth without the Navigators.

"With them here [at the Centre], it makes it feel more like a home. They are making things more interesting here. Everyone knows them here. So without them the Community Centre would be boring. That room had no life before they came here. No life. That room would always be boring and shut, but now it is open, you come in. Now the door is open, and when people need help, they have some place to go."

Navigators provided very practical support as well as support for social/emotional/mental health challenges. Navigators made referrals for youth to other groups and services. They brought food, or clothing donations when youth needed it. For newcomers, the Navigators helped with English, with citizenship, and getting connected to other programs. Navigators also supported youth to manage school, work, relationships and their own feelings and worries. Youth felt encouraged and believed Navigators went the distance for them in a way no one else would.

"[The Navigators] actually take the time and care to help you because they really want you to get your life straight. If it's not finding a job, they are helping you do your homework, be your friend, help you emotionally."

"They helped me find a job. They used to take me to the bus and show where me to go too. They talked to the manager, they introduced me. So then the guy knew me. It helped a lot when they talked to them, you know? I was nervous... but I got the job"

Several youth mentioned learning from the Navigators about respect, and how to respect others more. Youth saw the Navigators as good role models and mentors. They reported learning how to deal with conflict, how to stand up respectfully for oneself, and how manage the trickiness of relationships. One mentioned an incident where the Navigator helped them manage hearing a racist comment made by a neighbour.

“I learned that we need to accept people no matter where they come from or how they act. So and So acts crazy sometimes, but they [the Navigators] never push him away. ... they are really accepting and they show you how to act. They are not prejudiced against people.”

Outcomes

There is early evidence that youth are:

- Reaching out to navigators for support and guidance, often through Facebook as well as one-to-one
- Developing a stronger sense of responsibility for work, school, and the way they interact with others
- Getting the support they need to find, keep, and do well in, a job
- Learning how to better cope emotionally with life stressors
- Gaining confidence and feeling more empowered
- Getting more connected at the Centre as well as to other community supports and programs/services.

Moving Forward

The pilot is grounded in good theory and practice, and the evaluation showed promising results. There is strong evidence of the pilot achieving its short-term outcomes. Moving forward, there are a number of considerations to build into plans for developing the Youth Navigator project. These considerations include:

- **Engaging more young women**

The open-ended and emergent way Navigators connected youth (going for walks in the neighbourhood, hanging out at the Centre) was successful reaching young men. Young women in the community are less likely to be out and hanging around, and more likely to be home or part of a formal program. Moving forward, the collaborative team will need to consider what is most strategic for meeting the goals of the initiative and for reaching more young women.

- **Building resiliency into the program model**



The key strength of the pilot – the relationships with the two Navigators – is also the point at which the program is most fragile. Potential fatigue or burn out, potential turnover in Navigators, and the potential to stretch resources are all internal influences that can disrupt success. Moving forward, the collaborative will need to plan for building resiliency within the program, including attention to capacity, Navigator succession, and strategic growth.

- **Building capacity for greater engagement of other community stakeholders**

The focus of the pilot on building relationships with youth paid off. Achieving the longer-term outcomes and goal of creating a healthier, more resilient community where youth are valued will require significant work to change conditions among other community stakeholders. Moving forward, there will be the need to build capacity for connecting and building shared understanding with service providers, neighbours and other community stakeholders.

- **Connecting youth engagement to program growth and sustainability**

There is good potential for growth and for adopting the approach in other neighbourhoods. As the best ambassadors for the initiative, youth currently connected are already starting to introduce their even harder to reach peers to the Navigators. Thinking about how to build greater youth engagement can help to nudge the principles underlying the Theory of Change even further. Moving forward, there is the opportunity to ramp up youth engagement, connecting this engagement to program sustainability.

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JUN 01 2017

Mr. Ken Seiling
Regional Chair
Region of Waterloo
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Mr. Shayne Turner
Chair
Waterloo Region Crime Prevention Council
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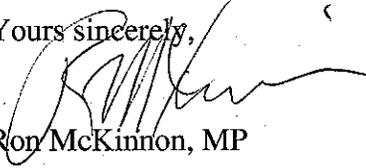
Dear Misters Seiling and Turner,

On May 2, 2017, my bill, the *Good Samaritan Drug Overdose Act* received Royal Assent and became law across Canada. This new law means that persons who call emergency services to report a drug overdose cannot be charged for drug possession offences in relation to the incident. The exemption does not apply to offences like trafficking or driving while impaired.

The genesis of this bill came out of media stories of youth needlessly dying of drug overdoses because their peers were scared to call for medical assistance over fear of being charged with simple possession. This was identified as a barrier in a 2012 report by the Waterloo Region Crime Prevention Council, *Between Life and Death: The Barriers to Calling 9-1-1 During an Overdose Emergency*.

The Waterloo Region Crime Prevention Council should be commended in their work that will now save the lives of many Canadians. The Council was an incredible resource to me and my staff during every step in the way and I could not have done this work without them. I want to particularly thank Christine Sadeler and Michael Parkinson for their outstanding service. Michael in particular made himself available after hours and on weekends as a resource to me and my office. The bill's success is largely due to the efforts of Christine and Michael.

Yours sincerely,


Ron McKinnon, MP

c.c.: The Honourable Bardish Chagger, PC, MP
Harold Albrecht, MP, Raj Saini, MP, Marwan Tabbara, MP
Christine Sadeler, Michael Parkinson



Smart Update (Consent Agenda) For the Meeting of WRCPC on July 14, 2017

The Consent Agenda is published on a bimonthly basis.

Please review this report BEFORE meetings.

Please note that any Council member has the right to “pull” an item from the Consent Agenda and add it to the regular agenda for discussion, comment or clarification. Approved consent agendas are published on the Council’s website www.preventingcrime.ca along with approved minutes. Consent Agendas are selective, not comprehensive. Whenever possible, Consent Agenda items will reflect the key **approaches** of the Smart on Crime 2015-2018 plan designed to accomplish three overarching Council directions.

- Youth: Unleashing the Potential of ALL Youth
- Neighbourhoods: Building Local Capacity for Change
- Smart on Crime: Advancing the Momentum

1. **Expand Reach through Understanding and Engagement:**

Daniel & Juanita, together with Friends of Crime Prevention and several community members, hosted 4 Porch Chats between May 31 and June 20, 2017:

- Reflections of the Past: Social Development in Waterloo Region, 1850-1880
- Trauma & Justice: Indigenous Perspectives & Being an Ally
- From Bystander to Upstander: A skills workshop for citizen intervention
- Criminalization of Mental Health: Exploring Community Alternatives

Porch Chats are truly unique events. For each porch chat, people gather on the porch for refreshments, to meet the facilitators and connect with other Friends & guests. Everyone then moves to the outdoor Millennium Garden for the Porch Chat. The weather cooperated for 3 out of the 4 chats. The number of attendees grew from week to week, beginning with 8 people and finishing off with 29 participants. Each week there were some people who were repeat guests!





Figure 1 Photo of people at the Porch Chat in the Memory Garden

You can read Daniel's summary of each Porch Chat (with more photos!) in four blogs that you can find here: <http://friendsofcrimeprevention.ca/news/>

Porch Chats are a way of creating safe and brave spaces for community discussion, dialogue and possible action and as with some community engagement efforts; you just never know what is going to come out of it. In this year's case, there are two important next steps:

1. The organizers of the Bystander Training for Citizen Intervention porch chat are planning to evolve the workshop and exercises into a community based training that could be offered widely.
2. Several Friends of Crime Prevention plan to continue the discussions that began at the Criminalization of Mental Illness porch chat in response to energy and interest from participants. This would be the first follow up activity led entirely by Friends of Crime Prevention with support from WRPCPC staff. We will take some time over the summer to understand what this might look like.

Thanks to Community-At-Large leaders Sarah Shafiq & Barry Cull for their leadership and action on Porch Chats this year.

- The WRPCPC facilitated a panel for the Princess Cinema following a screening of [The Stairs](#) (recommended!) that included the film's director, a film participant, a local person with lived experience and a representative from the Royal College of Physicians and Surgeons.
- A WRPCPC webinar entitled "Real Time Overdose Monitoring and Response in Ontario" with the White House Office of National Drug Control Policy, and Public Health Ontario hosted by the Centre For Addiction and Mental Health received very high ratings from participants.

- The WRCPC provided a webinar on the scope and application of the Good Samaritan Drug Overdose Act for the Injecting Drug Users Ontario, an Ontario network of direct service providers hosted by The Ontario HIV & Substance Use Training Program.

2. Base Change in Good Evidence and Innovation

- The WRCPC has been nominated by several Ontario public health and medical professionals for a provincial Public Health 'Award of Excellence' for work on issues of opioids, including the bootleg fentanyls.
- WRCPC Advisory Group on Research and Evaluation (AGORE) held a planning session in June to determine areas of focus / priorities, which will guide future work and decisions regarding project selection. Priorities (along with the revised terms of reference) will be finalized in the fall, at which point, identification and planning of potential projects will begin.
- The advisory group for Smart on Crime 2015-2018 evaluation has wrapped up its involvement in the evaluability assessment part of the project. In addition, WRCPC staff completed a journaling exercise and had a debriefing session with the evaluators to discuss core functions and areas of the work. The evaluators are in the process of preparing a report that outlines the results of the evaluability assessment i.e. the change model including goals and objectives for WRCPC; the report will integrate insights from the evaluation advisory group, external resources, WRCPC documents, staff, FC, and the Council. The report will be finalized and submitted to WRCPC following the presentation on Smart on Crime evaluation at the July Council meeting. Next steps will involve determining indicators and ways to measure them.
- The Wellbeing Waterloo Region measurement and monitoring work group, of which WRCPC is a part, has determined a draft set of indicators that will comprise the framework for assessment of community wellbeing. The work was done in consultation with representatives from the Canadian Index of Wellbeing, who will be producing a baseline report in late summer that serves as a wellbeing profile for Waterloo region. The report will draw on some of the indicators proposed by the working group while the complete set, once finalized, will serve as a data catalogue of sorts that would be updated on an ongoing basis.
- Daniel developed a Policy Brief: Why There Should Be Caps on Dispositions for Those Who Plead "Not Criminally Responsible on Account of Mental Disorder". Please see attachment.

3. Lead Side by Side: Leverage Dynamic Partnerships

- WRCPC staff met with Region of Waterloo CAO, Mike Murray June to discuss prevention and associated concepts. The discussion was based on the presentation and the Council members' insights from the April Council meeting. An overlap was identified between upstream prevention and the potential role of the Wellbeing Waterloo Region initiative. Concepts of prevention will continue to be further explored (including with other collaborative initiatives in Waterloo region). A meeting with several Council members is planned for late July to develop a Prevention Value Statement; an update on this work will be provided to the Council in the early fall.
- Staff met in rapid succession with a facilitator to review the operational plan through the lens of current resources and changes not anticipated engagement in changes in the community such as the opioid crisis. These meetings have started staff down the road of rethinking the operational plan, clarifying the sector model and led to a reorganized staff structure. A report will be forthcoming to Council likely by the September retreat.
- The coordinating committee of the Canadian Municipal Network for Crime Prevention met over two days in Montreal. This was an extra meeting in addition to those planned in the work schedule. Members looked to the future given that funding is scheduled to end in September 2018. The meetings were productive and led to several significant changes in direction in line with a developmental evaluation approach.
- WRCPC staff attended the Wellbeing Waterloo Region forum on May 24. The discussion was focused on identifying community priorities and a vision. For more information, go to <http://www.wellbeingwaterloo.ca/blog/wp-content/uploads/2017/05/WWR-Community-forum-3-Participant-Package.pdf>

<http://www.wellbeingwaterloo.ca/blog/wp-content/uploads/2017/05/Wellbeing-Waterloo-Community-Forum-3-Presentation.pdf>

To review and provide input on the vision statement options go to http://www.peakdemocracy.com/portals/274/Issue_5088

- A Fact Sheet developed by WRCPC about the Good Samaritan Drug Overdose Act is being translated for distribution across Canada.
- In an effort to support the data gathering for Well-being Waterloo Region WRCPC staff have facilitated several focus groups and will continue to do so until end of July to support the inclusion of under-represented voices in the search for a well-being direction. Groups included (or will include) youth and adults with mental health issues, persons using substances illicitly other than cannabis, sex workers, and women who are incarcerated. Resoundingly the need to address stigmatization was on top of the list for participants adding further momentum to the Smart on Crime key approach: Advocating

for equity and belonging. Special thanks go to Kathy Payette, Liz Vitek and Carmen Abel for supporting this work by helping us gain access to groups of youth, incarcerated women and Thresholds resident council members respectively.

- Work to advance the Youth Engagement Strategy for Waterloo region continues to proceed, with several Council members helping to shape the way forward.

4. In the News

- **Requests for interviews with local and national media continue to arrive at WRCPC related to issues of overdose and opioids, particularly the 'bootleg fentanyl's'. We do not accommodate all requests. Of note is a Netflix series in development.**

For a full list of media exposure of the WRCPC please contact staff.

- ['Heartbreaking' opioid crisis could have been averted with early intervention](#) (Cambridge Times, May 8, 2017)
- [Witnesses to drug overdoses can now call 911 without fearing criminal charges](#) (Waterloo Chronicle, May 9, 2017)
- [Opioid-related deaths on the rise](#) (The Record, May 11, 2017)
- [The Summer Institute - Emergent Thinking Personalist Practices Local Democracy](#)
- [Signs of opioid crisis growing locally](#) (The Chronicle, May 29, 2017)
- [New opioid tracking tool shows data for Waterloo region](#) (CBC KW, May 25, 2017)
- [Mayors call for national strategy to tackle opioid crisis](#) (CBC, May 29, 2017)
- [Kitchener teen may have died from drug overdose, police say](#) (CBC KW, June 8, 2017)
- [7 nonfatal weekend overdoses in Durham may be linked to fentanyl: police](#) (Canadian Press, June 11, 2017)
- [How are opioids getting into our country?](#) (CHML Radio, June 19, 2017)

5. Community Corner:

Join Us from Wednesday July 19 - Saturday July 22, 2017.

- CJI Stride Presents: Women in Prison -Building Community as a three-day symposium to inform and discuss how community can create change with women living inside and

out of prison walls. Day one: What can we learn? Day two: What can we do? Day three: What does research say?

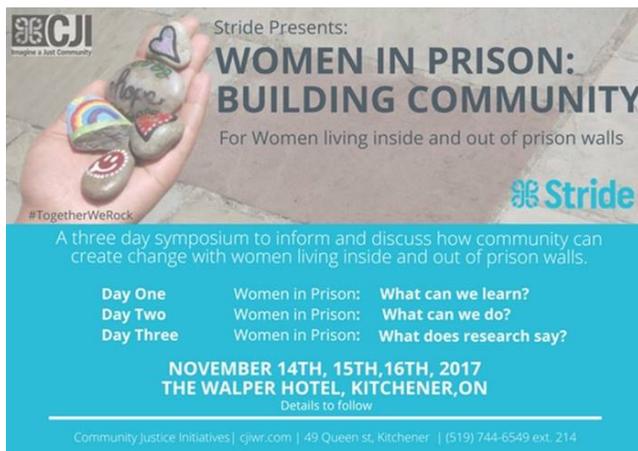


Figure 2 photo of CJI symposium poster

- Family and Children's Services of Waterloo Region 2016-2017 Annual Report at <https://www.facswaterloo.org/aboutus/annual-reports>

6. From the Archives:

The WRPCPC together with Peterborough Police Service issued what was likely the first formal Fentanyl Analogues Advisory in Canada 4 years ago in June 2013.

7. WRPCPC Announcements:

- WRPCPC is almost back at its normal staff complement. The implementation of these staff changes have taken up a significant resources.

At the end of June 2017 meeting, we said good-bye to Dianne as she retired to spend more time with her family. We had an opportunity to thank Dianne for all her dedicated work in using research to develop community understanding and action. While Dianne will be missed by the team and Council this is no doubt a decision welcomed by her family and we wish her and her family all the very best!

Before Dianne left we welcomed Elin Moorlag-Silk to the team for a three months contract to take on some of Dianne's portfolio. Elin comes with a strong background in quantitative and qualitative research and a passion for using data to affect social change.

Shortly after, we successfully hired two summer students Katie Cook and Usman Akhtar who are already hard at work to further advance our understanding of youth engagement with a focus on hard to reach youth.

Rohan Thompson was the successful applicant for the position of Community Engagement and Communications Manager. His first day will be July 24, 2017. We look forward to having Rohan back on the team albeit in a new role.

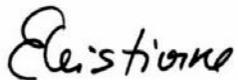
Daniel Bader's placement is coming to an end with us. Daniel was a key resource in operationalizing the porch chats and developing a framework for a Friends of Crime Prevention course. He also was a valued participant in the evaluability assessment working group and supported a review of the prostitution law reform. We thank Daniel for having made us his choice of placement and wish him all the very best as he returns to his private practice.

Please join me in thanking Daniel and in welcoming all our new staff. Congratulations on again having a full WRCPC staff team.

We are seeking 4 Council members for 3-4 hours on September 16 in hosting Doors Open Waterloo Region at the Waterloo County Gaol and Governor's House aka the Waterloo Region Crime Prevention Council. Several hundred citizens joined us last year and it was an excellent event for participants, staff and volunteers. Contact Michael if you are keen.

Please find attached an updated Staff contact list.

Respectfully submitted,



Christiane Sadeler,
Executive Director
July 11, 2017

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

Policy Brief:

Why There Should Be Caps on Dispositions for Those Who Plead
“Not Criminally Responsible on Account of Mental Disorder”

Daniel Bader

Wilfrid Laurier University

Daniel Bader, Ph.D., RP (Qualifying), CCC

Why There Should Caps on Dispositions for Those Who Plead “Not Criminally Responsible on Account of Mental Disorder”

Executive Summary

The current penalty regime for those who plead “not criminally responsible on account of mental disorder” (NCRMD) is untenable. Currently, the consequences are more severe if someone pleads NCRMD than if someone pleads guilty. As a result, many people are pleading guilty to crimes for which no one believes them to be responsible. This is both an injustice and a threat to public safety. It is an injustice because no one should be convicted of crimes committed when they are “legally insane”, and it is a threat to public safety because such people are not receiving treatment while incarcerated. I recommend reintroducing the caps on NCRMD dispositions (sentences) that were present in the original 1992 bill, C-30, as it will address both of these problems.

I have written this brief both as a mental health professional and as a member of the public who is living with mental illness. I have seen among my clients, among my peers, and among my friends, several people who have received criminal records based on actions for which no one believes them to be responsible, damaging reputations, careers, and peace of mind.

The History of the Current Law

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

Until the 1980s, insanity defences were based on a common law principle called the “M’Naghten Rule”, based on a 1843 case in England, which set the criteria for legal insanity.¹ In 1986, John Crosbie, the justice minister, drafted legislation to update this regime, ultimately passed into law as Bill C-30 in 1992.² However, not all of the bill was proclaimed, including provisions that would have capped dispositions for those who plead NCRMD to approximately the sentence for the original offence.³ A mandatory review of the legislation in 2002 argued that capping should not occur,⁴ and those portions of Bill C-30 were repealed in 2005.⁵ In 2014, under justice minister Peter McKay, Bill C-54, the “Not Criminally Responsible Reform Act” was passed, tightening the current regime by further spacing reviews, and creating a category of “high-risk accused”.⁶

Why Indefinite Dispositions are not Working

Capping was rejected because of concerns that it would compromise public safety.⁷ On the surface, this seems intuitive. If there is a cap on detention, it would seem to imply that people would be released at an earlier date.

However, this intuition is incorrect. People are not remaining in detention longer despite indefinite dispositions. This is for a simple reason: those who have committed crimes have the option of pleading guilty. Dispositions for those who plead NCRMD may not have a legislative cap, but they do have a de facto cap, which is whatever the consequences would be of a guilty plea. Since defendants may simply plead guilty, “tougher” NCRMD dispositions beyond the consequences of a guilty plea are simply futile.

At present, the consequence of pleading NCRMD is indefinite detention, no matter the severity of the offence, while the consequence of pleading guilty is usually

¹ Pilon, M. (1999). Mental disorder and Canadian criminal law. Department of Justice, Law and Government Division. Ottawa: Government of Canada. Retrieved June 18, 2017 from <http://publications.gc.ca/Collection-R/LoPBdP/BP/prb9922-e.htm>

² Bill C-30: An Act to amend the Criminal Code (mental disorder) and to amend the National Defence Act and Young Offenders Act in consequence thereof. [1991], 3rd session, 34th parliament, 40 Elizabeth II, 1991.

³ Pilon, M. (1999). Mental disorder and Canadian criminal law. Department of Justice, Law and Government Division. Ottawa: Government of Canada.

⁴ Standing Committee on Justice and Human Rights. (2002, June). Review of the mental disorder provisions of the Criminal Code. Ottawa: House of Commons, pp. 19-20.

⁵ Bill C-10: An Act to amend the Criminal Code (mental disorder) and to make consequential amendments to other Acts. [2005], First Session, Thirty-eighth Parliament, 53-54 Elizabeth II, 2004-2005.

⁶ Bill C-14: An Act to amend the Criminal Code and the National Defence Act (mental disorder). [2014], Second Session, Forty-first Parliament, 62-63 Elizabeth II, 2013-2014.

⁷ Standing Committee on Justice and Human Rights. (2002, June). Review of the mental disorder provisions of the Criminal Code. Ottawa: House of Commons, pp. 2-3, 19-20.

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

some finite jail term, and often not even that for first or lesser offences.⁸ Moreover, even after detention, those who plead NCRMD may have what is called a “conditional discharge”, in which someone can have his or her medical care mandated, or be subject to other rules including where he or she may live (such as a group home). These indefinite conditional discharges are in addition to the indefinite detention that is often already longer than the detention that would have resulted from a guilty plea.⁹

As a result, very few people who might plead NCRMD for lesser offences are actually pleading NCRMD for such offences. According to a Justice Committee report, one of the reasons that “only a small group of accused actually raise the issue of mental illness,” is that it “may not even be in their best interests.”¹⁰

Caps would Prevent Miscarriages of Justice

Simply put and to quote the Supreme Court of Canada, “No person should be convicted of a crime if he or she was legally insane at the time of the offence”.¹¹ When someone is convicted of a crime who could have been found not criminally responsible, a miscarriage of justice takes place. The criminal code should be set up to prevent this from happening, not to actively encourage it. While one might argue that defendants are choosing to plead guilty, it is not the choices that defendants are making that are the problem; it is the options that defendants are given that are the problem. Our current system causes miscarriages of justice by encouraging those who were “legally insane” at the time of the offence to plead guilty.

Caps Would Protect the Public

Not only are indefinite dispositions not detaining people any longer than caps would, but it is causing people who could plead NCRMD to be released untreated. Because they are treated not punished, NCRMD dispositions reduce recidivism. The three-year recidivism rate (17%) for people who are found to be NCRMD and receive treatment is half of that for those who plead guilty (34%), and even lower for moderately serious crimes against the person (8.8%) and for serious crimes against the person (0.6%).¹² As former justice minister, Irwin Colter, said, “When such people are returned untreated into society after serving a prison sentence, they will undoubtedly be a

⁸ Latimer, J. & Lawrence, A. (2006). *The Review Board Systems in Canada: An Overview of Results from the Mentally Disordered Accused Data Collection Study*. Ottawa: Department of Justice Canada, pp. 1-4.

⁹ The Criminal Lawyers' Association. (2013). *Submissions on Bill C-54: Not Criminally Responsible Reform Act*. Toronto: The Criminal Lawyers' Association, p. 5.

¹⁰ Latimer, J., & Lawrence, A. (2006). *The Review Board Systems in Canada: An Overview of Results from the Mentally Disordered Accused Data Collection Study*. Ottawa: Department of Justice Canada, p. 1.

¹¹ *Winko v. British Columbia (Forensic Psychiatric Institute)*, 2 Supreme Court of Canada [1999]. Retrieved on June 22, 2017 from the Supreme Court of Canada Judgments Website: <https://scc-csc.lexum.com/scc-csc/scc-csc/en/item/1711/index.do>

¹² Charrette, Y. et al. (2015). The National Trajectory Project of Individuals Found Not Criminally Responsible on Account of Mental Disorder in Canada. Part 4: Criminal Recidivism. *The Canadian Journal of Psychiatry*, 60(3), pp. 130-131.

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

significant public safety risk.”¹³ NCRMD caps therefore protect the public, not endanger it.

Recommendations for How To Implement the Caps

Fortunately, a law concerning caps has already been written, and had already been passed in 1992. Implementing the caps would be a matter of passing the same or similar legislation again through the House of Commons. I have included the text of the original bill as an appendix. Caps would apply to both detention and to conditional discharges, and a person might still be discharged early, if it is deemed that the person is no longer a threat.

It should be mentioned that, just because a person would be discharged from their NCRMD dispositions, it does not imply that the person would necessarily be released into the public. It simply means that the person could no longer be held by the criminal justice system. Provincial governments still have the capacity to detain people who are dangerous under their respective mental health acts.¹⁴

Implementing the caps could be more expensive, but would ultimately be comparable. While it costs more money to house someone in a forensic mental health facility (\$275,000 per year)¹⁵ than in a prison (\$115,000 per year),¹⁶ many NCRMD inmates will leave before they reach the cap. Further, reduced recidivism will reduce the cost of future crimes. Unjust convictions would be reduced very soon after the law is passed, while decreased recidivism should become apparent as those who plead NCRMD instead of guilty are released into the community. One complication is that, if someone is detained as dangerous under a provincial mental health act rather than as NCRMD, that cost would be borne by the provinces, not the federal government, something that would need to be negotiated between government levels.

Conclusion

Capping dispositions for those who plead NCRMD will have a number of positive effects, because it makes it reasonable for people who have committed crimes while “legally insane” to plead NCRMD without substantially harming their legal interests. It will cut down on the number of unjust convictions. The main reason for avoiding caps, protection of the public, is ineffective, because defendants may simply plead guilty rather than stay incarcerated longer. In fact, reintroducing the caps will protect the public by decreasing recidivism. I therefore recommend that there be caps on NCRMD dispositions to protect not only those living with mental illness but the public at large.

¹³ Colter, I. (2013, March 1). *Policy should not mistake mentally ill for criminals*. Retrieved June 18, 2017, from Huffington Post Website: http://www.huffingtonpost.ca/irwin-cotler/bill-c-54_b_2790342.html

¹⁴ Standing Committee on Justice and Human Rights. (2002, June). *Review of the mental disorder provisions of the Criminal Code*. Ottawa: House of Commons, p. 19.

¹⁵ Jacobs, P., Moffatt, J., Dewa, C. S., Nguyen, T., Zhang, T., & Lesage, A. (2014). *Criminal justice and forensic psychiatry costs in Alberta*. Edmonton: Institute of Health Economics.

¹⁶ Correctional Service Canada. (2016). *CSC statistics – key facts and figures*. Retrieved June 22, 2017 from Correctional Service Canada Website: <http://www.csc-scc.gc.ca/publications/005007-3024-eng.shtml>

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

Appendix: Excerpt from Bill C-30: An Act to amend the Criminal Code (mental disorder) and to amend the National Defence Act and Young Offenders Act in consequence thereof, passed 1992.

“Capping of Dispositions

672.64 (1) In this section, section 672.65, 672.79 and 672.8,

"designated offence" means an offence included in the schedule to this Part, an offence under the National Defence Act referred to in subsection (2), or any conspiracy or attempt to commit, being an accessory after the fact in relation to, or any counselling in relation to, such an offence;

"cap" means the maximum period during which an accused is subject to one or more dispositions in respect of an offence, beginning at the time when the verdict is rendered.

(2) An offence contrary to any of the following sections of the National Defence Act is a designated offence if it is committed in the circumstances described:

(a) section 73 (offences by commanders when in action), where the accused person acted from cowardice;

(b) section 74 (offences by any person in presence of enemy), 75 (offences related to security) or 76 (offences related to prisoners of war), where the accused person acted otherwise than traitorously;

(c) section 77 (offences related to operations), where the accused person committed the offence on active service;

(d) section 107 (wrongful acts in relation to aircraft or aircraft material) or 127 (injurious or destructive handling of dangerous substances), where the accused person acted wilfully;

(e) section 130 (service trial of civil offences), where the civil offence is included in the schedule to this Part; and

(f) section 132 (offences under law applicable outside Canada), where a court martial determines that the offence is substantially similar to an offence included in the schedule to this Part.

(3) Where a verdict of not criminally responsible on account of mental disorder or unfit to stand trial is rendered in respect of an accused, the cap is

(a) life, where the offence is

(i) high treason under subsection 47(l) or first or second degree murder under section 229,

(ii) an offence under section 73 (offences by commanders when in action), section 74 (offences by any person in presence of enemy), section 75 (offences related to security) or section 76 (offences related to prisoners of war) of the National Defence Act, if the accused person acted traitorously, or first or second degree murder punishable under section 130 of that Act ,

Why there should be Caps on Not Criminally Responsible on Account of Mental Disorder (NCRMD) Dispositions

- (iii) any other offence under any Act of Parliament for which a minimum punishment of imprisonment for life is provided by law;
- (b) ten years, or the maximum period during which the accused is liable to imprisonment in respect of the offence, whichever is shorter, where the offence is a designated offence that is prosecuted by indictment; or
- (c) two years, or the maximum period during which the accused is liable to imprisonment in respect of the offence, whichever is shorter, where the offence is an offence under this Act or any other Act of Parliament, other than an offence referred to in paragraph (a) or (b).

(4) Subject to subsection (S), where an accused is subject to a verdict in relation to two or more offences, even if they arise from the same transaction, the offence with the longest maximum period of imprisonment as a punishment shall be used to determine the cap that applies to the accused in respect of all the offences. [sic]

(5) Where a verdict of not criminally responsible on account of mental disorder or unfit to stand trial is rendered in respect of an accused who is subject to a disposition other than an absolute discharge in respect of a previous offence, the court may order that any disposition that it makes in respect of the offence be consecutive to the previous disposition, even if the duration of all the dispositions exceeds the cap for the offences determined pursuant to subsections [sic] (3) and (4)."¹⁷

¹⁷ Minister of Supply and Services Canada. (1992, February 14). Statutes of Canada. *A Nation's Chronicle: The Canada Gazette*, 14(6), pp. 26-28. Retrieved June 22, 2017 from http://www.collectionscanada.gc.ca/databases/canada-gazette/093/001060-119.01-e.php?document_id_nbr=11211

WRCPC Members Survey 2017

Summary of Results

Prepared by Elin Moorlag Silk, Community Development & Research

7/4/2017



A feedback survey was distributed to all members of the Waterloo Region Crime Prevention Council in June 2017. Nineteen surveys were completed in paper format, and an additional 13 were completed online. This report contains a summary of the survey results.

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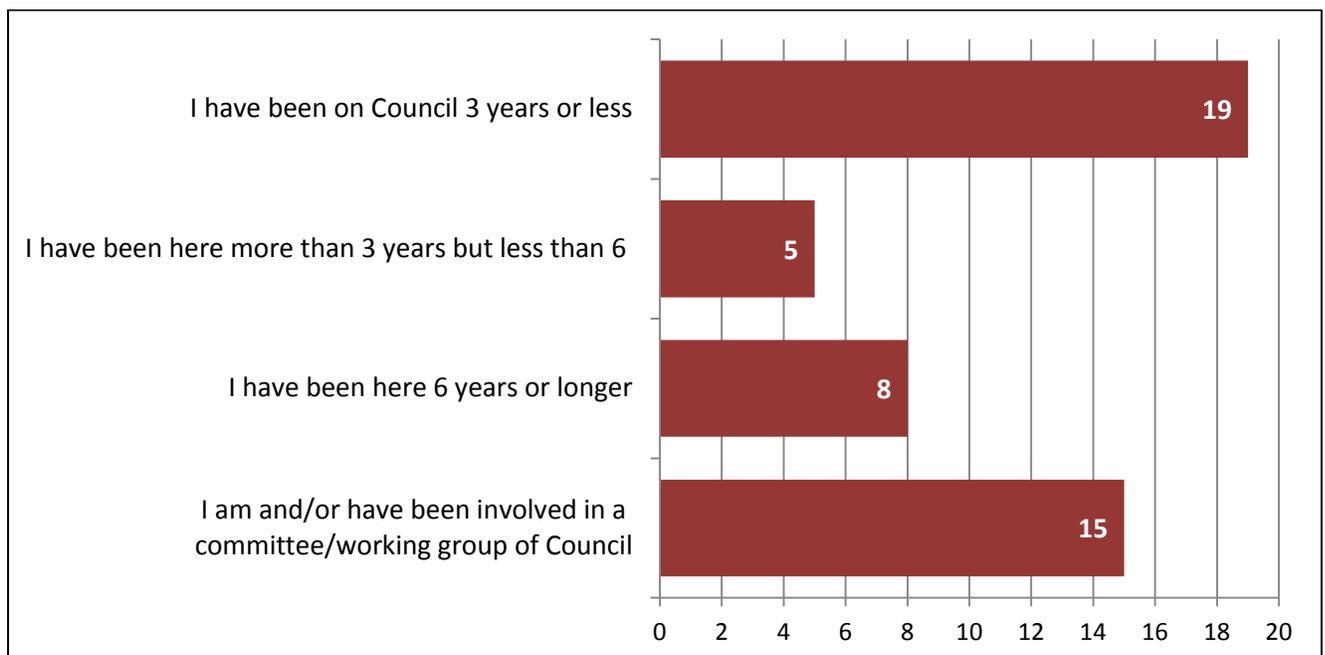
Waterloo Region Crime Prevention Council – Members Survey 2017

Participant Demographics

Overall, 32 members of the Waterloo Region Crime Prevention Council completed the feedback survey distributed both at the Council meeting on June 17th, 2017 and available online between June 22nd and June 29th, 2017. Nineteen surveys were completed in paper format, and an additional 13 were completed online.

In terms of involvement in the Waterloo Region Crime Prevention Council, 59% of respondents reported to have been involved in council for three years or less, 25% reported to have been involved for six years or longer, and the remaining 16% have been involved for more than three but less than six years. Of the 32 respondents, 15 (47%) also reported to have been involved in a committee/working group of Council.

Figure 1: WRPC Member involvement (N=32)



When asked to complete the statement: “I am an ambassador for crime prevention through social development because I...” many of the respondents spoke about their strong belief in what the Crime Prevention Council is doing, such as a belief in prevention, in focusing on root causes of crime, in social programs, and in community engagement. In addition to this, reference was made to the commitment many members have to educating others, be it family, friends, members of their workplace/sector, or the public in general. Some examples from the responses provided are included below:

I am an ambassador for crime prevention through social development because I...

value the work of the council tremendously

believe the social well-being of all people matters and WRPCPC does amazing things for the Waterloo Region

believe it is important to be at a table that considers crime prevention issues and to be an advocate for the sector I represent

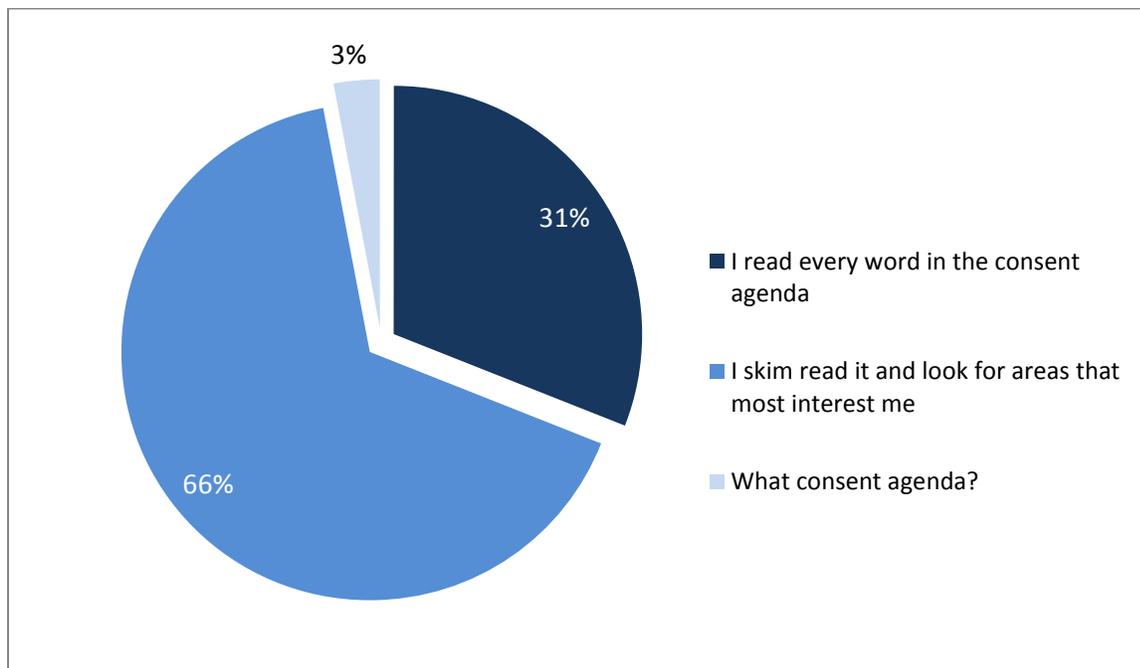
believe in the possibility of a society/world free of crime, violence, discrimination, inequality - particularly the kind of crime and violence that is the result of root causes such as poverty, inequality, etc.

work it into many speaking engagements, and into material that I teach. I support public policy that prioritizes CP

Consent Agenda

In this section of the survey, respondents were asked about how they view and utilize the consent agenda, and were given an opportunity to provide feedback on the agenda-setting process and contents. First, as illustrated in Figure 2 below, when it comes to reading the consent agenda prior to the meeting, the majority of respondents (21 out of 32) indicated that they skim read it and look for areas of interest, ten respondents say that they read it in its entirety, and one respondent did not appear to be familiar with the consent agenda.

Figure 2: Consent Agenda: aka Smart Updates (N=32)



When asked about providing material for the consent agenda, of the 32 respondents, 24 (75%) indicated that they have not provided material for the agenda, and eight (25%) indicated that they have.

The next questions of the survey provide respondents the opportunity to offer feedback on the consent agenda, particularly, what they find least useful about the consent agenda, and what they would like to see added.

When asked about the least useful components, ten respondents provided feedback which included things like pictures, posters, lists of upcoming events, lists of media interviews, links, and too many details. Yet, despite these components identified as least useful, several comments were made providing positive feedback about the consent agenda and justifying the need for such things, such as in the following excerpts:

All of the information is useful to one member or another. The fact that it may not interest me, does not mean it is not valuable to someone else.

All of this provides context for the meetings and collaborative work when we need to be absent from the table.

It can sometimes be too detailed, bearing in mind the other demands upon staff. I find the updates as to the work done by staff and the listing of upcoming events particularly useful and informative.

When asked what respondents would like to see added in the consent agenda, again ten of the 32 participants provided feedback. The most commonly cited suggestion posed was to add sector/agency updates/reports to the agenda, as illustrated in the following excerpts:

More updates on sector work

Agency/sector updates

I like to see updates on what is happening that has not been discussed at council or is a follow-up from council discussions

reports on sectors

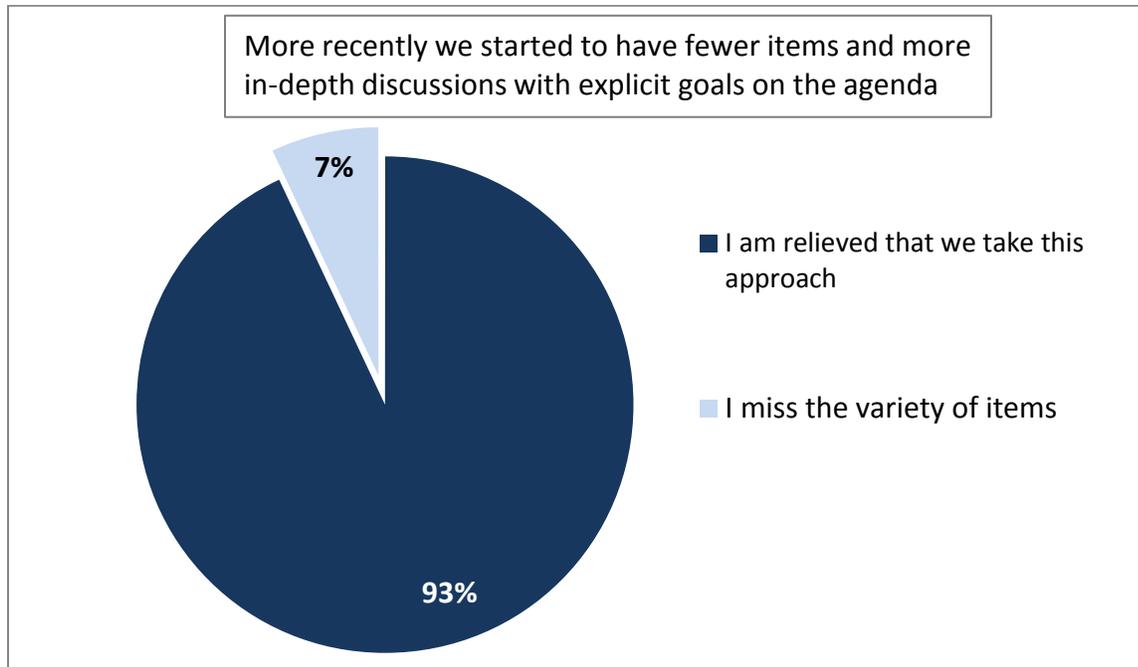
Otherwise, with the exception of one comment suggesting that the consent agenda be sent out a few days prior to the meeting, the remainder of the comments provide positive feedback about the agenda, with statement made such as: "I think the consent agenda is wonderful!!" and "thus far I have been satisfied with the information presented."

Meeting Agenda

Respondents were also asked to provide feedback on the new format of the meeting agenda that has recently been implemented, with the statement "more recently we started to have fewer items and more in-depth discussions with explicit goals on the agenda" after which respondents were asked to choose whether they were relieved to see this approach taken, or if they miss the variety of items.

Overwhelmingly, responses indicate that council members are happy about the new approach, as illustrated in Figure 3.

Figure 3: Feedback on new Agenda format (N=29)



In the final question about the agenda respondents were asked to provide feedback to the statement “I think our agendas would improve if we implemented the following.” Of the 32 survey respondents, 16 provided suggestions on this question. Of these suggestions, the three most frequent themes to emerge were: more preparation ahead of time, better time management during the meetings, and overall positive feedback about the agenda. Illustrated in Table 1 below is a breakdown of how these themes and others were represented.

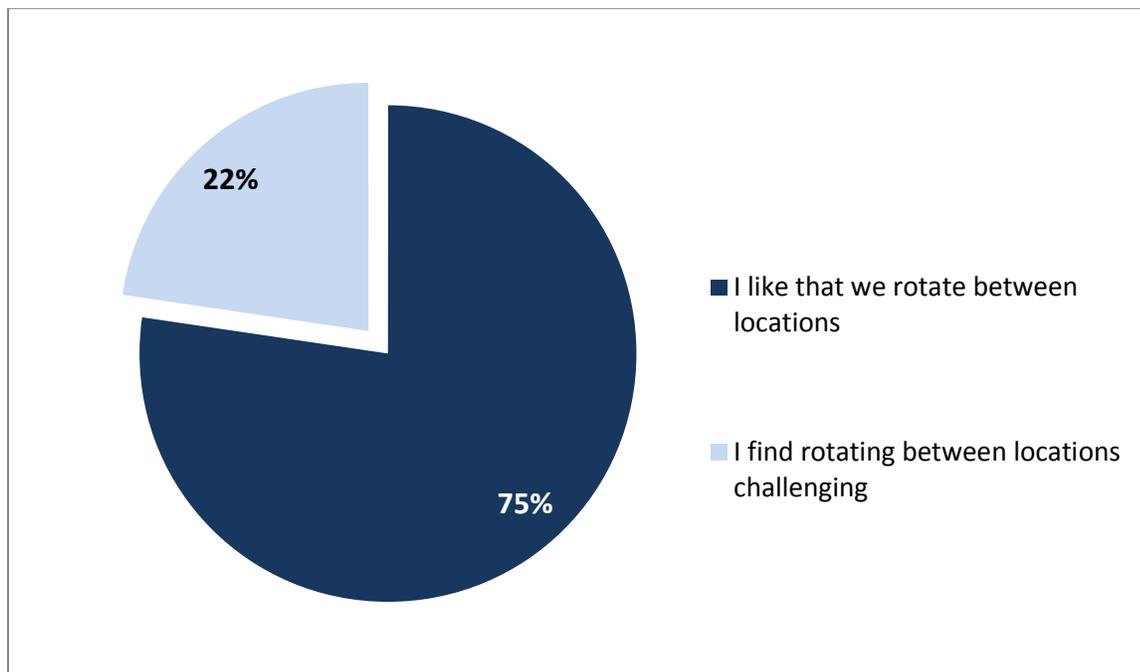
Table 1: Implementation suggestions for meeting agenda

I think our agendas would improve if we implemented the following:	f
Adhering to the timeline outlined in the agenda (keep discussions on track, keep presenters to allotted times)	7
Preparing people ahead of time for specific discussion topics (ie – Sector specific topics, key questions)	3
Overall positive comments about the agenda (especially the inclusion of the purpose/outcome statements)	3
Sector reports	1
Less hectic pace	1
Total	16

Meeting Locations

This next section of the survey was focused on the meeting locations. Respondents were first asked how they feel about the meetings being held at rotating locations. As illustrated in Figure 4, the majority of the respondents (24, 75%) indicated that they like rotating between locations, with 7 (22%) indicating that they find rotating challenging (1 response was left blank).

Figure 4: Rotating Meeting Locations (N=31)



When asked to state their favorite meeting location, the following preferences were provided:

Table 2: Favorite Meeting Locations (N=24)

My favorite location is:	f
The Museum	13
Kitchener Women's shelter	3
The Family Centre	2
Waterloo Police Services Building	2
Luther Village	1
Victoria Park Pavilion	1
Recreation complex	1
Regional Building at 99 Regina	1
Total	24

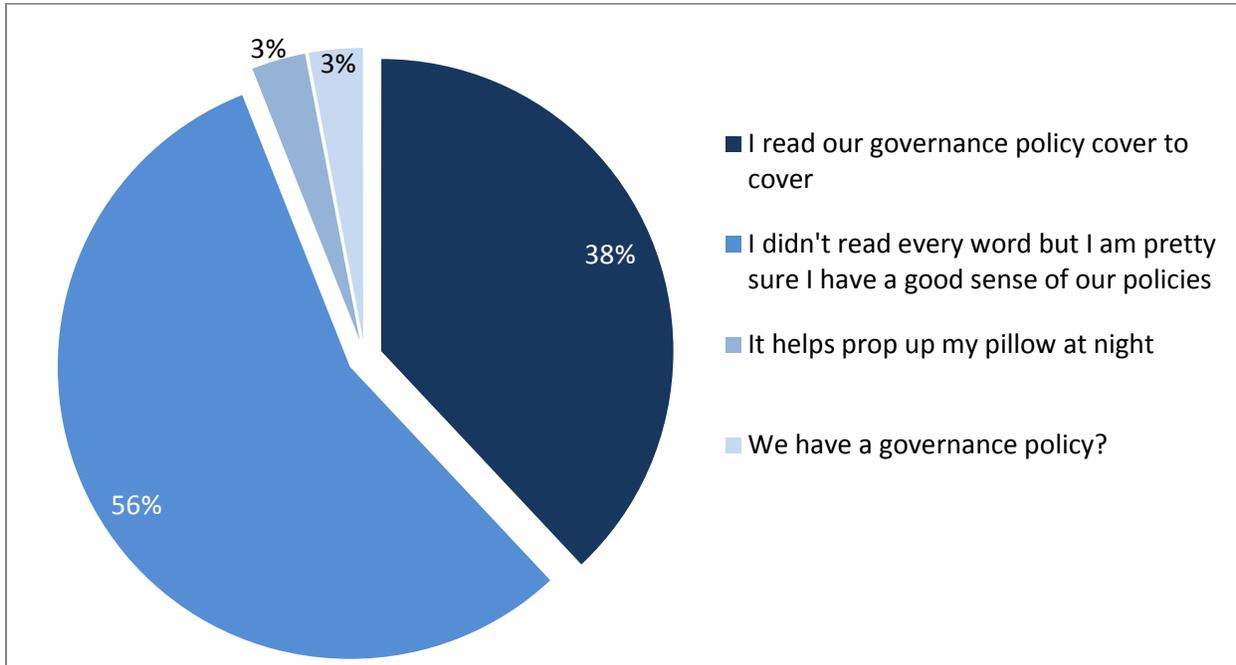
When asked about whether they had any suggestions for a location that has never been used but should be used, the responses given were the following:

Anything in Cambridge - construction is nuts
 Board of Education
 Conestoga College
 Governor's house (outside maybe)
 Kitchener City Hall
 KPL, WPL,
 More central in KW
 Other regional sites ie landfill training room
 Places that would attract guests, maybe we could go out in the community more
 Provincial courthouse in Kitchener
 School Sites
 Somewhere in Cambridge
 Townships
 Victoria Park Pavilion

Governance Policy

The next section of the survey was focused on the Waterloo Region Crime Prevention Council's governance policies. When asked how familiar they are with the governance policies, the majority of respondents indicated that they either have read the policy in its entirety, or have a good sense of the policy even if they didn't read every word. Contained in Figure 5 is a summary of the responses.

Figure 5: Familiarity with Governance Policy (N=32)



Respondents were then asked to provide feedback on the governance policies with regards to three questions: what you suggest we add, what you suggest you delete, and what you suggest we more rigorously adhere to. Responses to these three topics are summarized below.

Table 3: Suggestions for the WRCPC Governance Policy

With respect to the Governance Policy:		
What do you suggest we add?	What do you suggest we delete?	What do you suggest we more rigorously adhere to?
Touching base at council meetings 2x per year to direct/connect our work to our governance policies - or connect work on an ongoing basis that aligns with our governance policy	Policies we do not want to adhere to	Attendance guidelines (4 occurrences)
Minimum direct participation from ex officio members		Monitoring
I think that in light of their strong commitment to Council and their years of service, Honorary Lifetime members should have voting rights.		Should've given a notice so that you could revisit
We seem to have enough policies to cover the needs that are arising in normal month to month business. I have not seen a need for additional policies.		I'm not sure that we actually follow it
		I appreciate that this council adheres to the governance polices built thus far and I find a nice balance between vigorous adherence and open time for discussion - that also meets the criteria of governance standards.

Meeting Atmosphere & Timing

The next section of the survey was focused on the meeting atmosphere, whereby respondents were asked about a variety of issues and invited to check all that apply to them and their experiences with the Waterloo Region Crime Prevention Council meetings. Overall results from this series of questions indicate that for the majority of participants, the meetings are enjoyable, comfortable, engaging, interesting, where trust has been built and balance attained between committee priorities.

About half of respondents (53%) indicate that they look forward to the retreat each year, and just under half (41%) feel that WRCPC staff should attend meetings only for relevant items rather than all the time, though 28% feel that WRCPC staff should attend every meeting. There seems to be more of a push from respondents towards having more small group discussions (38%), rather than having full round table discussions (25%). Further, 22% of respondents feel that some people in the meeting take up too much air time. Very little feedback was offered regarding whether deferring to working groups is done either too much or too little.

Table 4: Feedback on Meeting Atmosphere (N=32)

Questions about Meeting Atmosphere	f	%
I am overall comfortable at the meetings and feel free to speak	29	91%
I enjoy the networking and relationship building	27	84%
I think we cover interesting and relevant topics	26	81%
I feel engaged even when I don't always speak up	25	78%
I think we have a good level of trust for a large group	22	69%
We have a good balance between strategic dialogues & operational committees	21	66%
I look forward to the retreat each year	17	53%
I want WRCPC staff to only attend for relevant items	13	41%
We should have more small group discussions	12	38%
I want all WRCPC staff to attend the meetings all of the time	9	28%
We should have full round table discussions	8	25%
Some people take up too much air time	7	22%
We don't defer enough to working groups	2	6%
We defer too much to working groups	1	3%

For those respondents who did not agree with the statement regarding group trust, an additional open-ended question was posed, allowing for elaboration on this issue: Trust is a challenge for me because... Three responses were provided for this question, each quite different yet each providing a valuable insight into the issue of trust in a large group.

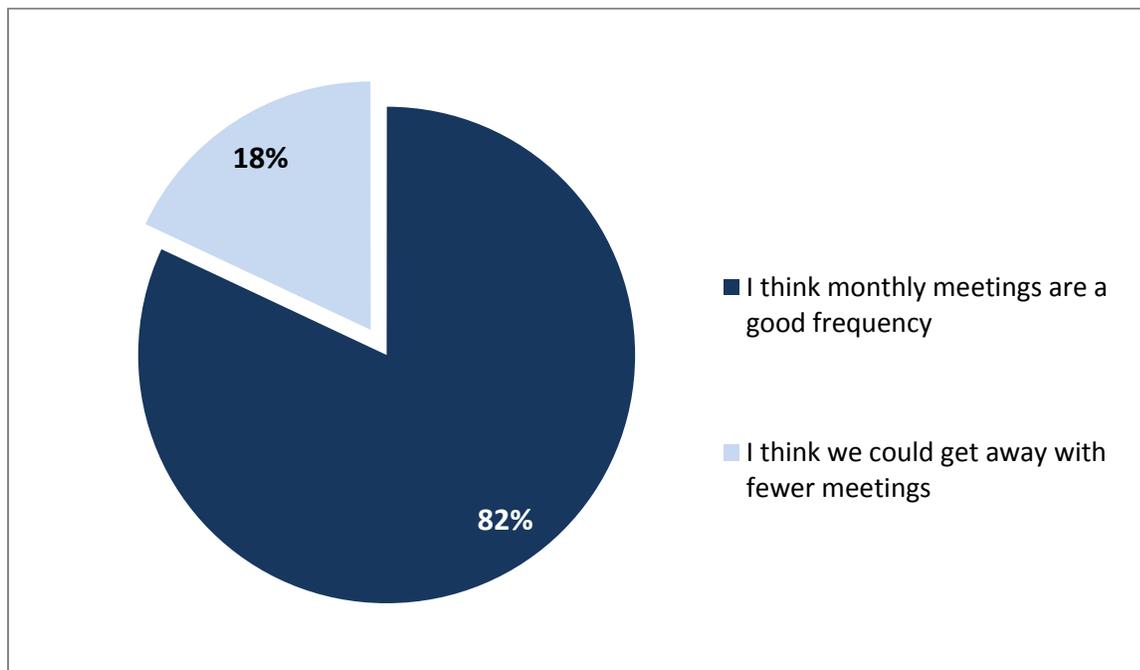
Each of us has outside relationships that may hinder true "trust." Not a challenge, just an "eyes wide open."

Relatively new to the format, so I still need to get comfortable before I feel safe enough to speak during discussions

I sometimes feel that as a dissenting voice on some issues, I am sanctioned. I get the impression that the views I hold are problematic.

When asked about the feel about the frequency of the meetings, most of the responses indicate a general satisfaction with the monthly schedule, as illustrated in Figure 6.

Figure 6: Meeting Frequency (N=28)

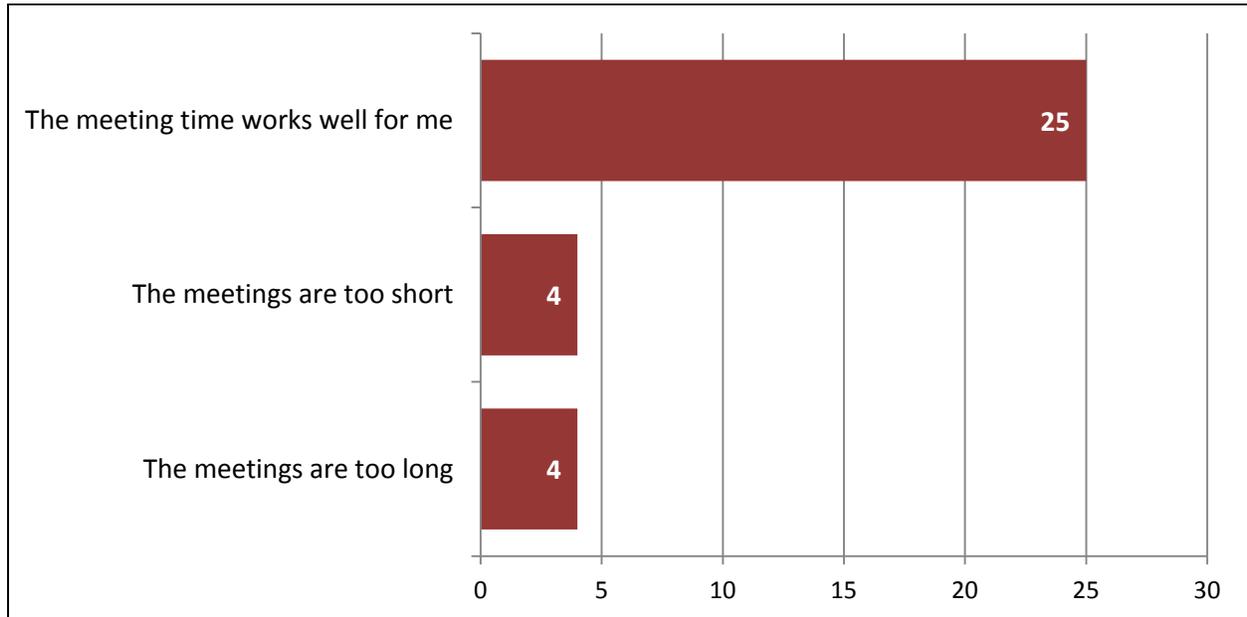


For those who chose the option “I think we could get away with fewer meetings,” an open-ended question followed, whereby respondents were asked “If so, how many per year.” Here numeric responses ranged between 4 times per year (1 occurrence) and 6 times per year (2 occurrences), and other responses included a descriptive explanation about difficulties with time commitments rather than a number, such as:

This is only because my schedule is a challenge and I unfortunately miss far more meetings than I would like to (I would feel less guilty if there were fewer meetings, but I recognize this is selfish on my part)

There are a variety of competing interests for many of us. I may need to consider an alternate representing our interests and meeting participation.

When asked about meeting times more specifically, respondents indicated that overall the meeting time works for them, yet there was some divergence on the issue of the meeting being either too short or too long. See Figure 7 for details.

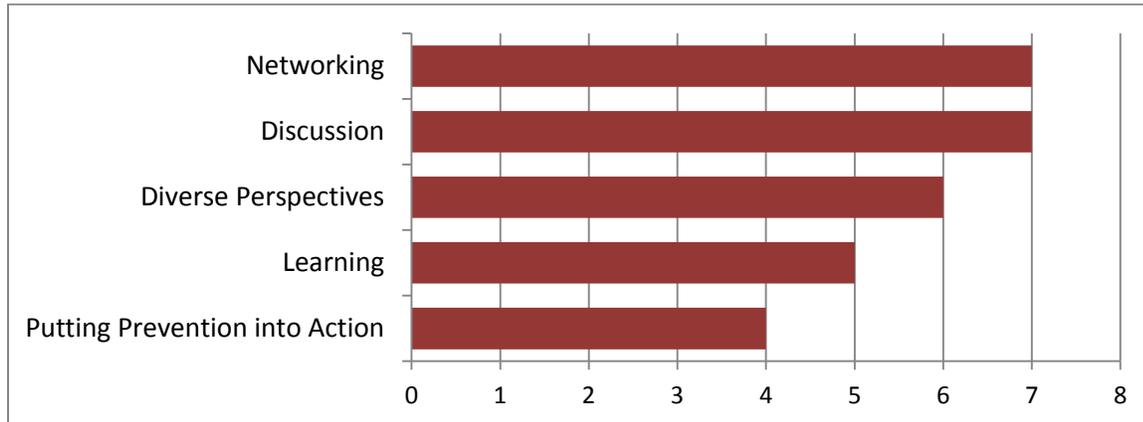
Figure 7: Meeting Time & Length (N=32)

For those respondents who indicated that the meeting time is a challenge for them (N=5), the main reason provided was work demands or work conflicts.

The final questions in the survey focused on meetings included a set of four open-ended questions asking respondents what they think would **most improve** the meeting time, what they **enjoy** the most, what they **dread** the most, and then if they have any **additional comments** about the meetings. Responses provided for these questions were quite robust, allowing for some thematic analysis of responses, which will be summarized in the following graphics.

Table 5: I think the following would most improve our time together:

Responses	f
More time for discussion/more focused/efficient discussion	7
Add action items for committee members	1
Add networking time after the meeting	1
Include reminder to respect divergent viewpoints	1
Have a mandatory and optional part of the meeting	1
Include activities sometimes to help people get to know each other	1
Stay on time	1

Figure 8: What WRCPC Members enjoy the most about the meetings (N=19)**Figure 9: What WRCPC Members dread the most about the meetings (N=7)****Responses**

Endless discussion on matters of the nominating committee - should not be discussed at every meeting - perhaps twice a year - every vacancy does not need to be filled as soon as it opens up.

Long dry presentations, running out of time

Asking a difficult question that needs to be asked

60 minute agenda items! Although great if there is a discussion

The sense that political correctness curbs discussion, I think we need to find a way to be more honest on some topics rather than protect 'feelings' of other members, our discussions need to stay above the 'personal', we are discussing community issues, not personal stuff....this usually is well balanced, but sometimes we are enmeshed...

Sometimes members of council get bogged down too much on one topic or issue and the comments become a bit repetitive.

Being elbowed in the ribs by the E.D. while chairing a meeting :)

Figure 10: Additional comments about the meetings (N=5)**Responses**

I often think about issues for days afterwards - very though provoking. Staff are excellent would like them to have more time

Always one of my favorite days of the month

Staying on time is a challenge however the renewed approach to agenda setting should help in this regard

They are well run, but sometimes have too many pithy topics for some of us to try to keep up with. Maybe it's just me.

Overall I find the dialogue and the different perspectives people bring to the table (as previously mentioned) very interesting and stimulating.

Roles of Staff and WRCPC Sectors

Next in the survey came a series of questions regarding the staff and member roles on the committee, along with communication engagement and membership in the “friend of crime prevention” initiative. Contained in Figure 11 is a summary of the responses.

Table 6: Staff & Member Roles & Involvement in the WRCPC (N=32)

Questions	f	%
I know how to contact staff	30	94%
I have a pretty good sense of my role on WRCPC	28	88%
I feel encouraged to connect with staff	22	69%
I have a clear sense of what a crime prevention backbone office is	19	59%
I am a "friend of crime prevention"	19	59%
I would like to engage more and believe that my talents are not fully utilized	6	19%
I feel overextended and my CPC obligations add to that sense of being overwhelmed	5	16%

Overall, the majority of survey respondents indicated that they know how to contact staff and they have a pretty good sense of their role on the Waterloo Region Crime Prevention Council. Respondents indicated, to a lesser degree, that they feel encouraged to connect with staff, and roughly two-thirds of the respondents said that they have a clear sense of what a crime prevention backbone office is. Of the respondents, 59% reported to be a “friend of crime prevention,” and less than 20% indicated that they either would like to engage more or feel overextended/overwhelmed.

For those respondents who indicated that they are not currently a “friend of crime prevention,” just two provided a response to the question “I did not sign up as a “friend of crime prevention because:” which are “will do this soon,” and “I have tried three times but have not heard back.”

When asked the question “I could use more of the following support in my role,” four responses were provided, mainly focused on the theme of clarity/understanding:

Guidance and models to show me how to be a better sector representative

Clarity of my role

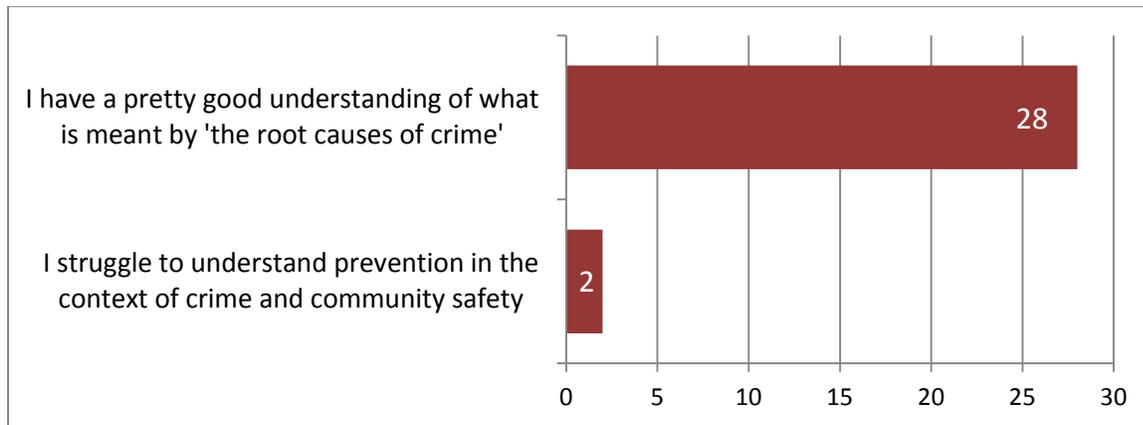
A better understanding of the expectations of a sector rep - perhaps a tool kit to help engage people in my sector

The staff, under Chris's leadership, are remarkable. I always had the view, both before and after I was chair, that I had their full time commitment and support.

Crime Prevention through Social Development

Two questions were posed to survey respondents regarding their understanding of prevention in the context of the 'root causes of crime.' Survey results are summarized in Figure 11 below.

Figure 11: Understanding Root Causes & Prevention (N=32)



When asked the open-ended question "We should talk/do more regarding the following issue(s), 15 suggestions were made, which include the following:

Figure 12: We should talk/do more regarding the following issue(s):

Responses

How sector representatives can do more to promote awareness of council's work

Connecting to neighbourhoods (3 occurrences)

The value of community collaboration to address issues of crime, poverty reduction, building networks for people in our community few social supports, keep our focus on youth

Poverty

I know CJI and Women's Crisis Services are on Council, it would be nice to see VICTIMS sector represented on a deeper level

Understanding root causes as it relates to persons of colour and diverse groups

Non-white/dominant group issues

Conceptual challenges and definitional challenges of crime prevention

Specific examples of upstream prevention programs that are effective and evidence-based

Crime prevention strongly requires focus on social determinants, but that is not/should not be a focus to the exclusion of other elements that comprise the full crime prevention picture

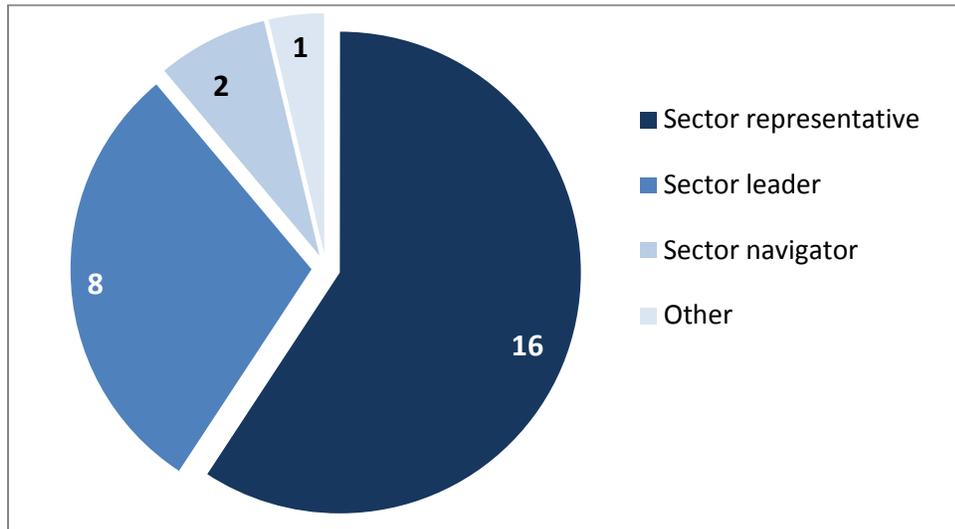
You should continue as you do, as you do a great job and I can't come up with any criticism (other than that I find it a challenge to keep up with you guys).

broader public engagement, trauma, Indigenous issues, succession planning, challenging the Health Care community to accept addictions as more than a behavioural social issue, ensuring the public is informed for the next Provincial election

Sector Approach

The final section of the survey was focused on respondents' preferred term for their role on the Waterloo Region Crime Prevention Council, where three options were given. Twenty-seven respondents answered this question; the results are summarized in the figure below.

Figure 13: Preferred term for WRPC member role (N=27)



As illustrated, the majority (60%) of respondents chose “sector representative” as their preferred term. The one respondent who chose “other” indicated that “ex-officio member” is their preferred term for their role on the council.

Final Comments

At the very end of the survey respondents were given an opportunity to provide comments on any aspect of their engagement with WRPC not previously covered. Just four responses were provided for this question, which are summarized below.

Figure 14: Please comment on any aspect of your engagement with WRPC that we have not covered in the above questions

Responses

Would love to see more enjoyment of outdoors/green space at the retreat

How to explore intersections across sectors

I try my best to do what I can, however my work responsibilities have increased significantly and I hope you can be patient with me.

How council members can assist in sustaining present staffing levels which is crucial for the effective pursuit of council's role and which continue to be eroded year after year due to Regional budgetary pressures.

WRCP Smart on Crime Community Plan: Evaluability Assessment Handout | July 14, 2017

What is an Evaluability Assessment?

- An evaluability assessment (EA) is a participatory tool for planning evaluations.
- The purpose is to generate agreement about the model, objectives, and theory of change of the program or initiative – as well as the goals of the evaluation thereof.
- Why? Disagreements about goals, models, activities, and indicators make evaluation difficult – an EA offers the opportunity to clarify these.
- Through this process we recognized that, given the unique work of WRCP, it would be necessary to explore new and alternative ways to conceptualize the model.
- Models were developed with feedback and input from: WRCP staff, a steering committee, and the Facilitating Committee

Functions of the Change Model

- The change model explains that WRCP engages in a community empowerment approach that simultaneously engages those at the systems and community levels.
- This approach builds the capacity for others in the community (decision-makers, community organizations, service deliverers, community members) to adopt a “smart on crime” approach.
- The change model focuses on the three *functions* fulfilled by the work of WRCP specifically in, but not limited to, Waterloo Region:
 - 1) Realigning the work of decision-makers through **backbone work** (Council)
 - 2) Connecting and leveraging community voices through **community engagement**
 - 3) Breaking down the wall between those two groups through **knowledge mobilization and exchange**.
- The table on the next page provides a description, the objectives, and the goals of each function.
- Two visual models were developed that help to explain how these functions operate: the ‘grassleaf’ and the ‘catalyst’ models.
- A third action model was developed to explain the process and organization of how WRCP fulfills its three functions.

Function	Description	Objectives
Backbone Organization (BB)	<ul style="list-style-type: none"> - WRPCPC primarily functions as a backbone organization for promoting <u>crime prevention through community and social development</u> (CPCSD) in Waterloo Region and beyond. - In collective impact approaches, this may include: 1) guiding vision and strategy, 2) supporting aligned activities, 3) building public will, 4) advancing policy, and 5) mobilizing funding. - Fundamentally, this requires developing and growing relationships with stakeholders from various sectors and systems critical to CPCSD. 	<ul style="list-style-type: none"> - To be a catalyst for collaboration among sectors and systems critical to community safety and crime prevention - To support alignment of systems-level actions that promote community safety and address the roots of crime - To facilitate comprehensive, integrated, proactive and responsive systems-level approaches to CPCSD - To foster a shared responsibility among sectors <p>Goal: Increased systems capacity for transformative change.</p>
Knowledge Mobilization & Exchange (KE)	<ul style="list-style-type: none"> - This function involves knowledge generation, synthesis, dissemination, and application using collaborative and participatory approaches. - “Knowledge” is understood as a broad concept; reciprocal production and sharing of knowledge is therefore a key focus (e.g., evidence-informed practice and practice-informed evidence) 	<ul style="list-style-type: none"> - To facilitate involvement of community and systems in sharing/exchange of knowledge pertinent to promoting CPCSD - To advance understanding of the roots of crime, upstream approaches to community safety and crime prevention, as well as the local context including community assets, needs and perspectives - To promote use of effective and promising CPCSD approaches that are appropriate and relevant with respect to local context. <p>Goal: Informed decision-making, policy, practice, attitudes and perceptions</p>
Community Engagement (CE)	<ul style="list-style-type: none"> - This function involves building and sustaining relationships with and between local community members. - These relationships serve as a means for mobilizing community capacity to take part in change opportunities addressing the issues of community safety and crime prevention. - Engagement processes are sometimes designed and intentional, and at other times organic, in order to respond to opportunities that arise within the community and build on organizing that already exists. This serves to reach and 	<ul style="list-style-type: none"> - To leverage resources and assets in the community, building on existing community organizing capacity - To streamline community organizing to enhance community voices and create collaboration through community networks - To promote the inclusion of all community members, especially those who are most often left out, in informing planning and decision-making <p>Goal: Advancement of a social movement for CPCSD</p>

involve people where they are at.

Process Model: Constellation Governance

This model provides a visual for the process and organization of how WRPCPC fulfills its three functions in working towards the smart on crime movement.

From a structural perspective, WRPCPC has two consistent bodies that provide the backbone for creating the Smart on Crime movement: Council and staff. These two bodies provide strategic guidance and support, which facilitates a community change process. A few important points:

- WRPCPC staff and Council (consisting of sector leaders) are fundamental building blocks.
- Both are guided by shared vision of a community that is ‘smart on crime’.
- Through this shared vision, different “constellations” or working groups emerge.
- Working groups exist within the context of the movement (e.g. are affected by structural barriers and opportunities). They are self-organizing action teams who work on a specific issue/task, are emerging on an ongoing basis, dynamic, and pulled by a “magnetic attractor”.
- Working groups are supported by either a staff liaison or Council members and pull in other stakeholders as needed or desired.
- Some working groups also emerge independent of WRPCPC, but are still influenced by the context of WRPCPC work.
- The role of sector representatives is to change the context for movement by engaging their sectors in this work as well.

