



**THE YOUTH JUSTICE INITIATIVE FUNDING COMPONENTS  
EVALUATION  
Final Report**

**November 2010**

**Evaluation Division  
Office of Strategic Planning and Performance Management**



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## ACRONYMS

Act	Youth Criminal Justice Act (also YCJA)
CCJS	Canadian Centre for Justice Statistics
CCP	Cities and Communities Partnerships
Cost-Sharing FPT WG	Federal-Provincial/Territorial Working Group on Youth Justice Cost Sharing
Department	Department of Justice Canada
DPR	Departmental Performance Report
EAC	Evaluation Advisory Committee
FAQs	Frequently Asked Questions
FASD	Fetal alcohol spectrum disorder
GCIMS	Grants and Contributions Information Management System
GGD	Guns, Gangs and Drugs
IP	Innovative Programming
IRCS	Intensive Rehabilitative Custody and Supervision
ISSP	Intensive Support and Supervision Program
NCPC	National Crime Prevention Centre
NGO	Non-governmental organization
PLEI	Public Legal Education and Information
PTP	Provincial/Territorial Partnerships
YCJA	Youth Criminal Justice Act (also Act)
YJADS	Youth Justice Anti-Drug Strategy
YJF	Youth Justice Fund
YJI	Youth Justice Initiative
YJRF	Youth Justice Renewal Fund
YJRI	Youth Justice Renewal Initiative
YJSFP	Youth Justice Services Funding Program
YOA	Young Offenders Act

# **EXECUTIVE SUMMARY**

## **1. Introduction**

The Youth Justice Initiative (YJI) is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system. The three funding components of the YJI are the Youth Justice Services Funding Program (YJSFP); the Intensive Rehabilitative Custody and Supervision (IRCS) Program; and the Youth Justice Fund (YJF). The purpose of the YJSFP is to support the provinces and territories in providing a range of youth justice services and programs consistent with federal policy objectives. The IRCS Program provides funding to the provinces and territories to support the specialized services required for the administration of the sentence of intensive rehabilitative custody and supervision and other sentences applicable to serious violent youth with mental health issues. The YJF provides grants and contributions to a variety of organizations to respond to emerging youth justice issues, enable greater community participation in the youth justice system, and test innovative approaches to youth justice programming. The evaluation of the YJI funding components was conducted in fiscal years 2009-2010 and 2010-2011. The evaluation examined issues of relevance, design and implementation, effectiveness, and economy and efficiency. It covers the fiscal years 2005-2006 to 2008-2009.

## **2. Evaluation methodology**

The evaluation comprised seven main lines of evidence: a review of program documentation; a review of statistics on youth justice; interviews with 72 key informants; 12 case studies of YJF projects; a survey with 54 YJF recipients; a review of 45 files, covering all three funding components; and an analysis of YJF project administrative data.

### **3. Key findings**

#### **3.1. Relevance of the YJI funding components**

The YJI funding components reflect the shared authority between federal and provincial/territorial governments over the youth justice system in Canada, providing federal funding to the provinces and territories so that programs and services necessary to support the legislative and policy objectives of the *Youth Criminal Justice Act* (YCJA) are available.

In its policy statements, the federal government has recognized the need to balance appropriate sanctions with the importance of rehabilitating young offenders. The objectives of the YJI—including “appropriate use of courts”, “appropriate use of custody”, justice system responses that are “proportionate to the severity of the offence and the degree of responsibility of the offender”, and “enhanced rehabilitative and re-integration opportunities”—align with this notion of a balanced response. Reflecting these objectives, an explicit aim of the YJI is to address youth crime through means other than courts and custody for youth engaged in relatively minor, non-violent crime. Historically high rates of youth incarceration and low rates of youth diversion prompted the federal government to introduce the Youth Justice Renewal Initiative (YJRI) (predecessor to the YJI), with emphasis on the use of extrajudicial measures to better address the differential needs of young people, reduce costs associated with courts and custody, and offer more effective interventions in many circumstances.

The evaluation found a continued need for the funding components. Statistics show overall that the youth crime rates have remained relatively stable over the past decade. Violent youth crime has increased slowly, though the majority of these cases involve a common assault. An increasing amount of research is illuminating the links among mental illness, gang involvement, drug abuse, and crime. The funding components are responsive to these trends in youth crime by targeting court and custody to the more serious young offenders, ensuring the availability of specialized services for violent youth who suffer from mental illness, testing innovative approaches to emerging youth justice issues, and continuing efforts to rehabilitate and reintegrate all young offenders. This responsiveness to youth justice issues directly links the funding components to the Department’s strategic outcome of “a fair, relevant and accessible justice system that reflects Canadian values” (Department of Justice, 2009, July). Without the funding components, key informants emphasized that programs/projects in line with federal priorities would be restricted (YJSFP) or non-existent (IRCS and YJF), which could result in higher rates of crime, custody, and recidivism.

## **3.2. Program design and implementation of the YJI funding components**

### **Design of the YJI funding components**

Overall, the design of the funding components is appropriate, and each component has design features that respond to the evolving legal framework. The design of the YJSFP promotes programming in support of federal objectives, including the choice between two agreement models and in the programming within each agreement. The high, medium, and low priority categories of the YJSFP are sufficiently broad to encompass a range of programs and services tailored to the needs of each jurisdiction, while the graduated cost share provides an incentive to target funding to high priority areas. As a result, the YJSFP agreements are important to ensuring the direction of a minimum level of provincial/territorial funding towards evidence-based high priority programs and services. For most jurisdictions, provincial/territorial spending on relevant programs and services is increasing, while the percentage of total funding provided by the federal government is decreasing; over time, the absence of a federal inflation escalator could potentially lead to the erosion of provincial/territorial capacity to deliver programs and services. Because jurisdictions have to maintain their custodial capacity, any service reduction would likely come from high priority programming.

The IRCS Program provides funding to increase access to a greater range of treatment options for violent youth with mental health issues. However, although jurisdictions regularly claimed the maximum allowable under Part A, most claimed less than entitled under Part B, particularly during the community portion of sentences. The evaluation also found a need for greater opportunities for communication and information sharing among IRCS coordinators, to allow jurisdictions to learn from one another about the development and refinement of their IRCS processes.

A key strength of the YJF is the Fund's flexibility to target funding to address emerging issues in particular regions or communities; fund projects or approaches that are not yet tested; and include non-traditional stakeholders who otherwise might not be involved in youth justice projects. However, flexibility should be balanced with enhanced transparency and formalization with respect to the application and review processes, including greater accessibility of Fund information. The Fund could also benefit from improved visibility and outreach, including updates to the Website and additional calls for proposals, as well as increased analysis and dissemination of project results.

## **Performance measurement for the YJI funding components**

The evaluation found room for improvement in the area of performance measurement. For YJSFP and IRCS, the level and type of information provided by different jurisdictions vary considerably, as does the timeliness of reports, which affects the ability to evaluate program effectiveness. Revised reporting requirements for inclusion in the next round of YJSFP and IRCS agreements should be defined based on a clear link to the intended outputs of the funding components, with consideration given to the level of data required for each component and indicator. Recent modifications to the YJF reporting requirements are a step in the right direction to standardize data collection across projects. Funding recipients may also require assistance identifying and measuring appropriate indicators to demonstrate achievement towards intended outcomes.

### **3.3. Effectiveness of the YJI funding components**

#### **Effectiveness of the YJSFP**

The evaluation found that provincial/territorial spending on programs and services is strongly aligned with federal priorities as articulated in the YJSFP agreements. Based on the design of the agreements, alignment with federal youth justice policy objectives is demonstrated by provinces and territories meeting the requirements to receive their full federal contributions. For some jurisdictions, the increase in funding of high priority programs and services largely occurred during the YJRI; however, several provinces and territories continue to increase their spending on high priority programs and services. Jurisdictions have maintained their spending on high priority programs and services following the funding cap that occurred in 2006–2007, though the cap created some vulnerabilities, particularly in the area of high priority services.

The evaluation found that provinces and territories are offering a wide variety of alternatives to court and incarceration, though the evaluation is limited in its ability to report on these, given the lack of comparability in annual reports. Based on available evidence, commonly available alternatives included extrajudicial measures and sanctions, and Intensive Support and Supervision Programs (ISSPs), while all jurisdictions used reports and assessments and offered rehabilitative and reintegration programming. Jurisdictions experienced decreases in the rate of youth charged, the youth court caseload, and youth sentenced custody rates, as well as corresponding increases in the use of alternative sentencing options and the rate of youth dealt



with through alternative means. Remand rates, however, were not similarly impacted, indicating that further work needs to be conducted in order to identify and understand the issues involved.

Although a relatively large proportion of youth engages in relatively minor delinquent behaviour, a minority is responsible for chronic and serious offending. In line with the YJSFP's objective of proportionality, the evaluation found evidence of decreasing use of court and custody for less serious offences, and greater concentrations of serious violent offenders in custodial facilities. However, there continues to be variation across jurisdictions in sentencing and incarceration rates, as well as variation in the offence profile of youth entering remand. Finally, the evaluation found more youth were detained by police under the YCJA than the *Young Offenders Act* (YOA).

### **Effectiveness of the IRCS Program**

The evaluation found that the IRCS Program increased jurisdictions' capacity to provide specialized services for serious violent young offenders suffering from a mental illness or disorder, and that all jurisdictions have sufficient capacity to administer IRCS sentences. Jurisdictions regularly claimed the maximum allowable under IRCS Part A, and used it to hire specialized staff, contract services from external agencies, conduct staff training and other activities. Jurisdictions would reportedly be unable to provide these services in the absence of IRCS funding.

The IRCS Program also increased access to specialized rehabilitative and reintegration services for serious violent young offenders with mental illnesses or disorders. A total of 42 IRCS sentences was given during the time frame of the evaluation, and these youth accessed a variety of specialized programs and services.

### **Effectiveness of the YJF**

The broad range of organizations conducting YJF-funded projects, and the high degree of collaboration with both traditional and non-traditional youth justice stakeholders, indicate achievement on the intended outcome of enhancing the involvement of and collaboration with diverse partners in the youth justice system. Almost two-thirds of projects developed new partnerships with YJF funding, including almost half that developed new partnerships with both traditional and non-traditional youth justice partners. Another important indicator of success for this outcome was the large proportion of projects that received funding and in-kind support from

other sources during the project period or following the end of YJF funding. This funding is often used to leverage support from other funders.

The YJF also demonstrated increased responsiveness to emerging youth justice issues and youth with unique needs through the annual revision of funding priorities and criteria; the provision of targeted funding to address identified gaps, test innovative pilots, and support youth with unique needs; and the successful incorporation of projects into provincial/territorial, institutional or organizational programming. Although the adoption of pilots into regular practice indicates that knowledge gained is shared to some extent, the evaluation found a need for greater analysis and dissemination of project results. In order to achieve the intended outcome of increasing knowledge of new and innovative approaches, the YJF needs not only to fund projects, but also to ensure that findings are documented and shared with relevant stakeholders including other YJF projects, provincial/territorial partners, potential applicants and the public.

### **Integrated, coordinated approach**

The evaluation noted progress toward the intended outcome of a more integrated, coordinated approach to youth justice, both for individual funding components and for the components in concert with one another. The funding components enhance coordination and collaboration with traditional and non-traditional provincial/territorial and community-based partners, and work together in a complementary fashion to target different issues and areas of the youth criminal justice system. However, gaps in programs and services remain, often at the intersection of differing departmental mandates (e.g., justice and health, justice and education, etc.).

### **3.4. Economy and Efficiency**

The design of the programs was found to result in efficient administration. By sharing the same administrative team, the YJSFP and IRCS programs have a very low cost ratio (0.3%). The project-based design of the YJF is more expensive to administer, though at 6.4% it is still very reasonable. Interviewees commenting on the economy of YJF projects often used the comparison of the cost per participant with the costs of incarceration for a similar duration. A few projects provided figures on the cost per participant, which ranged from approximately \$10 to \$5,000 depending on the target groups, the type of programming, and the number of individuals identified as being impacted by the project. In contrast, estimates of \$75,000 to \$100,000 per year were given for keeping a youth in custody. Additionally, over three-quarters of the YJF

projects were able to leverage additional funding or in-kind support and nearly half of the projects whose YJF funding had ended continued to operate.

## 1. INTRODUCTION

The Youth Justice Initiative (YJI) is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- appropriate use of courts by youth justice officials;
- appropriate use of custody by judges;
- responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender; and
- enhanced rehabilitative and re-integrative opportunities (Department of Justice, 2008, September, p. 5).

The YJI grew out of the Youth Justice Renewal Initiative (YJRI). Launched in 1999, the YJRI was designed to support the development of a new legislative framework for youth justice, the *Youth Criminal Justice Act* (YCJA), and to assist with its implementation.<sup>1</sup> The YJI continued the programming elements developed under the YJRI, but shifted the emphasis from supporting the implementation of the YCJA to maintaining programs and responding to new and emerging youth justice issues. The YJI consists of three funding components as well as a policy component.<sup>2</sup> The three funding components are:

- Youth Justice Services Funding Program (YJSFP);
- Intensive Rehabilitative Custody and Supervision (IRCS) Program; and
- Youth Justice Fund (YJF).

The Department of Justice Canada (the Department) conducted an evaluation of the YJI funding components. This document constitutes the evaluation's final report.

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<sup>1</sup> The YCJA was passed in 2002 and proclaimed one year later to allow for changes in justice system procedures (police, court, corrections) necessary to support the Act.

<sup>2</sup> In addition to the funding components, the YJI contains a Policy Development, Monitoring, and Support component; this policy component focused on the development and early implementation of the YCJA and is beyond the scope of the evaluation.

### **1.1. Purpose of the Evaluation**

The primary purpose of the evaluation was to assess the relevance, program design and implementation, effectiveness, and economy and efficiency for each of the three funding components of the YJI for the fiscal years 2005–2006 to 2008–2009. The Department of Justice Evaluation Division directed the evaluation, and an Evaluation Advisory Committee (EAC), with representatives from each funding component, oversaw the evaluation.

### **1.2. Structure of the Report**

This report contains five sections, including the introduction. Section 2 provides the background and an overview of the YJI funding components; Section 3 describes the methodology for the evaluation; Section 4 summarizes the key findings; and Section 5 presents the conclusions and recommendations.

## 2. THE YOUTH JUSTICE INITIATIVE FUNDING COMPONENTS

The YJI continues the three funding components of the YJRI, with some changes to their design. The target beneficiaries of the YJI are youth who are in conflict with the criminal justice system and aged 12 to 17 at the time of the offence / alleged offence (Department of Justice, 2008, September, p. 5). The following table summarizes the funding components, which are described in more detail in this section.

**Table 1: Summary of the Funding Components**

<b>Youth Justice Services Funding Program</b>	<b>Intensive Rehabilitative Custody and Supervision Program</b>	<b>Youth Justice Fund</b>
Main agreements with provinces and territories	Part A – Basic Capacity Part B – Court Orders Part C – Exceptional Cases Part D – Project Funding	<p><b>Sources of funding:</b></p> <ul style="list-style-type: none"> <li>• Core – funds identified in the development of the Youth Justice Initiative</li> <li>• Youth Crime Prevention: Guns, Gangs and Drugs Priority</li> <li>• Youth Justice Anti-Drug Strategy</li> </ul> <hr/> <p><b>Eligible funding components</b></p> <ul style="list-style-type: none"> <li>• Cities and Communities Partnerships</li> <li>• Innovative Programming</li> <li>• Public Legal Education and Information</li> <li>• Provincial/Territorial Partnerships</li> </ul>

### 2.1. Youth Justice Services Funding Program

The YJSFP agreements support the provinces and territories in providing a range of youth justice services and programs that are necessary to support the federal policy objectives as outlined in the YCJA. Specifically, the objectives are to support and promote a range of programs and services that:

- encourage accountability measures for unlawful behaviour that are proportionate to the severity of the offence and the degree of responsibility of the offender;
- encourage effective rehabilitation and reintegration of young persons into their communities;
- target the formal court process to the most serious offences; and
- target custody to the most serious offences (Department of Justice, 2006, p. 14).

The YJSFP accounts for 91% of the YJI budget in 2008–2009 (Department of Justice, 2008, September, p. 7). Federal funding for the YJSFP is a maximum of \$177,302,415 per year for the agreements covering the period of fiscal year 2006–2007 to 2010–2011 (Department of Justice, 2008, September, p. 17; Department of Justice, 2006, p. 13). Additional detailed information on annual spending can be found in Table 1, Appendix B.

The time period covered by the evaluation straddles two sets of YJSFP agreements: the one-year extension (2005–2006) of the 2000–2001 to 2004–2005 agreements and the current set of agreements, which covers fiscal years 2006–2007 to 2010–2011. As the current agreements emphasize maintenance of programs and services developed under the prior set of agreements, they no longer include the bridge funding, which supported implementation of the YCJA. The 2% annual escalator to cover the costs of inflation has also been removed.

### **2.1.1. YJSFP Agreement Models**

There are two types of agreements used for the YJSFP: (a) the standard or ‘priority-based’ model; and (b) the alternative or ‘results-based’ model. Under the former, YJI funding is targeted to activities based on the likelihood of their promoting and supporting the objectives of the program. For the latter, funding is based on the achievement of a mutually agreed-upon and measurable target that is consistent with the objectives of the YJSFP. Reporting differs depending on the type of agreement, with programs using ‘results-based’ models having somewhat fewer requirements (Department of Justice, 2006, p. 15). Provinces/territories can choose between the two models. For the initial agreements (2000–2001 – 2005–2006), most provinces opted for the standard model; the provinces using the alternative model were Alberta, New Brunswick, Nova Scotia, and Quebec.<sup>3</sup>

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<sup>3</sup> Additional jurisdictions expressed an interest in the results-based model, but mutually acceptable targets could not be determined.

***Standard or priority-based model.*** There are three categories of priorities under the standard model:

- High priority programs and services are those considered most likely to promote and support the objectives of the YJSFP, including: diversion and extrajudicial measures; extrajudicial sanctions programs; rehabilitative services; reintegration services; judicial interim release programs; reports and assessments; intensive support and supervision programs; attendance programs; conferencing; other community-based sanctions; and other high priority programs and services (Department of Justice, 2008, September, p. 8; Appendix A of the agreements).
- Medium-priority programs and services are those not directly related to the YJSFP objectives but vital to the implementation of high priority programs and services, such as basic custodial programming, basic community supervision, and community-based custody (Appendix B of the provincial agreements). Medium-priority services are included as part of the high priority category for the territories.
- The low-priority category covers costs related to control, containment, and maintenance of youth in institutional custody settings (Department of Justice, 2008, September, pp. 8-9).

The specific interpretations of the high, medium, and low priority categories differ somewhat by jurisdiction, based on bilateral negotiations with the Department, to accommodate variation in the particular programs and services offered in each province/territory.

High priority programs and services delivered by the provinces and territories are eligible for 60% reimbursement from the federal government, while programming in the medium and low categories receive 35% and 20% reimbursement, respectively, up to a maximum set for each jurisdiction, and dependent on the jurisdictions meeting established minimum expenditure levels on high priority programming (Department of Justice, 2008, September, p. 9).

***Alternative model.*** This model does not create priority categories of programs and services, but instead sets mutually agreed-upon and measurable targets consistent with YJSFP objectives. For the initial agreements (2000–2001 – 2005–2006), the agreed-upon targets called for a reduction and/or maintenance below certain levels of average youth custody rates (Alberta, New Brunswick, and Quebec) or average youth custody populations (Nova Scotia), as measured by the Canadian Centre for Justice Statistics (CCJS).<sup>4</sup>

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<sup>4</sup> Youth includes ages 12–17, inclusive. Incarceration includes secure custody, open custody, and remand.



Jurisdictions using the alternative model receive reimbursement of 50% of eligible expenditures up to a set maximum, as long as they continue to meet the targets. If the targets are not achieved during the agreement period, the province or territory must reimburse the federal government for contributions, in proportion to the degree to which the jurisdiction has fallen short of its targets (Department of Justice, 2008, September, p. 9).

For the new agreements 2006–2007 to 2010–2011, Alberta is still using the alternative model, while New Brunswick and Nova Scotia have switched to the standard model.<sup>5</sup> Jurisdictions using the alternative model were initially exempt from the more complicated reporting required under the priority-based agreements; however, the current agreements require the submission of more detailed information on expenditures. An allocation of \$25,000 of federal funding towards the administration of the alternative agreements accompanied this change, to bring the amount provided for this purpose to \$50,000, in line with the priority-based agreements. The alternative model limits federal funding to 50% of eligible expenditures.

## **2.2. Intensive Rehabilitative Custody and Supervision Program**

The IRCS Program provides funding to the provinces and territories to support the specialized services required for the administration of the sentence of ‘intensive rehabilitative custody and supervision’ provided for in the YCJA.<sup>6</sup> IRCS sentences were designed to provide treatment for youth who suffer from mental health issues and who are found guilty of a serious violent offence.<sup>7</sup>

These sentences involve the treatment of mental health issues among young people found guilty of the most serious and violent offences and where the level of violence might be reduced through therapy and treatment. There are no specific mental diagnoses required to be eligible for an IRCS sentence as per the YCJA; specialists in each jurisdiction conduct assessments based on their professional expertise. The provincial/territorial director must confirm that an IRCS

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<sup>5</sup> Alberta’s current target is having an annual average of 340 youth at Youth Attendance Centre Programs who have non-residential orders, surveillance orders, and community services orders under the YCJA. As of the date of this report, Quebec had not entered into the new agreement.

<sup>6</sup> *Youth Criminal Justice Act*, S.C. 2002, c.1, s. 42(2)(r) and s. 42(7).

<sup>7</sup> Presumptive offences include murder (first- and second-degree), attempted murder, manslaughter, and aggravated sexual assault. A young person 14 and over may receive an adult sentence for a presumptive offence. However, in May 2008, the Supreme Court of Canada ruled unconstitutional the presumption that youth charged with these offences be tried as adults; the onus is on the Crown to demonstrate that an adult sentence is necessary because a youth sentence would be insufficient (*R. v. D.B.*, 2008 SCC 25, [2008] 2 S.C.R. 3, 2008 May 16).

Program is available and appropriate for the youth, and the youth must consent to undertake the treatment.

First introduced in fiscal year 2002–2003, the IRCS agreements are supplementary to the YJSFP agreements. The initial IRCS agreements ran from fiscal year 2002–2003 to 2006–2007. An extension covered fiscal year 2007–2008, while negotiations were ongoing for the renewal of the agreements. The current agreements cover fiscal year 2008–2009 to 2012–2013 and the allocation for the IRCS Program is set at \$11,048,000 per year for this period. Expenditures cannot be claimed under both YJSFP and IRCS. On request and with the submission of accompanying reports, jurisdictions may receive quarterly as opposed to annual payments for IRCS.

Initial estimates were that 50 IRCS sentences would be handed down per year across the country; instead, as of March 31, 2009, there had been a total of 50 IRCS orders since the YCJA came into force in 2003. As a result, in 2006, the IRCS Program was cut by \$10.2 million annually and capped at \$11 million annually, which was deemed sufficient given IRCS caseloads. Variances between planned and actual spending for the years of the evaluation were relatively large, reflecting the lower than anticipated IRCS caseload (Table 2, Appendix B). A profile of IRCS cases is located in Appendix C.

### **2.2.1. Components of the IRCS Program**

There are four parts to the IRCS Program (A to D). Part A (Basic Capacity) includes an annual amount provided to provincial/territorial governments to establish and/or maintain a minimum capacity to provide specialized mental health assessment and treatment plans for IRCS orders. This amount was \$100,000 per province, \$150,000 each for the Yukon and Northwest Territories, and \$175,000 for Nunavut until the end of fiscal year 2007–2008, at which point it increased to \$200,000 for all provinces and territories (Department of Justice, 2008, September, p. 10). Part A services that are not utilized in a given jurisdiction because of a lack of IRCS sentences can be redistributed to enhancing capacity and rehabilitative services for non-IRCS cases with similar mental health and violence issues.

Part B (Court Orders) provides \$275 per day per offender under an IRCS sentence (up to \$100,375 per year per offender) to jurisdictions to cover the costs of services required under IRCS orders. Eligible services include therapeutic services, rehabilitative and reintegration services, and supervision services (Department of Justice, 2006, p. 16). Lower-than-expected

numbers of IRCS sentences led to the lapsing of funds during the first set of IRCS agreements. In response, the IRCS agreements were revised to include Parts C and D (Exceptional Cases and Project Funding). Part C allows the Department to provide funding to jurisdictions for other exceptional cases of youth involved in serious violent offending and affected by mental health problems that could not receive an IRCS sentence based on their offence but otherwise fill all criteria for an IRCS sentence. If there is funding available once Parts B and C are accounted for, the Department could fund special projects under Part D that address issues related to the mental health of young persons found guilty of serious violent offences and focus on identified federal youth justice policy objectives. Instituted in fiscal year 2008–2009 with the most current IRCS agreements, Parts C and D are beyond the scope of this evaluation because they have only existed for a relatively short time. The maximum federal envelope for Parts B, C and D is \$8,448,000 for the entire country for each year of agreement over the 2008–2009 to 2012–2013 time frame. Funding is prioritized for Part B, followed by Part C and then Part D.

### **2.3. Youth Justice Fund**

The YJF provides grants and contributions to non-governmental organizations (NGOs), community-based organizations, individuals, and provincial/territorial ministries responsible for youth justice in order to:

- help achieve a fairer and more effective youth justice system;
- respond to emerging youth justice issues; and
- enable greater citizen/community participation in the youth justice system (Department of Justice, 2009, March 24, p. 4).

A key focus of the YJF is supporting pilots to test innovative approaches to youth justice issues as a means of advancing federal policy objectives.

#### **2.3.1. YJF Funding Sources**

The YJF comprises three sources of funding: Core Fund; Youth Crime Prevention: Guns, Gangs, and Drugs (GGD) Priority; and Youth Justice Anti-Drug Strategy. There were substantial variances between planned and actual spending for the YJF during the period covered by the evaluation, reflecting lower than anticipated uptake (Table 3, Appendix B).

**Core Fund** – The Core fund is very similar to its predecessor, the Youth Justice Renewal Fund (YJRF). Through the YJF, NGOs, community-based organizations, individuals and provincial and territorial ministries may apply for grants and contributions to help achieve a fairer and more effective youth justice system, to respond to emerging youth justice issues, and to enable greater citizen/community participation in the youth justice system. As of 2007–2008, the allocation for the Core Fund is \$1,030,000 annually and ongoing (Department of Justice, 2008, September, p. 18).

**Youth Crime Prevention: GGD Priority** – As part of the federal government’s priority of crime prevention/intervention for youth involved in GGD activities, this funding aims to:

- target youth currently in the justice system who are vulnerable to gang involvement or are already involved in gangs; and
- promote the making of “smart choices” among targeted youth.

Since fiscal year 2006–2007, the GGD Priority has received \$2,500,000 annually (Department of Justice, 2006, p. 10).

**Youth Justice Anti-Drug Strategy (YJADS)** – YJF funding supports the YJADS, which is part of the Treatment Action Plan of the National Anti-Drug Strategy. The objectives of the YJADS are to:

- work collaboratively with interested provinces and territories as well as other stakeholders to identify gaps in drug treatment programs for youth in the justice system;
- introduce, pilot and evaluate a number of drug treatment options for youth involved in the youth justice system; and
- share knowledge of the piloted drug treatment programs and promising practices with provinces and territories as well as other interested stakeholders (Department of Justice, 2008, May, p. 87).

The budget for the YJADS is set for \$1,475,000 on an annual ongoing basis (Department of Justice, 2008, September, p. 18).

### **2.3.2. YJF Funding Components and Criteria**

Projects eligible for YJF support may receive funding under the following four components:

#### **Cities and Communities Partnerships (CCP):**

- Objective: To enable greater citizen/community participation in the youth justice system (including building capacity within Aboriginal organizations and communities), encourage partnerships among traditional and non-traditional youth justice partners, and encourage collaborative responses to a number of youth justice needs within targeted cities or communities by working with other funders and/or community organizations (Department of Justice, 2008, September, p. 14).

#### **Innovative Programming (IP):**

- Objective: To support projects and activities that help identify, understand and provide innovative responses to youth justice system challenges and at key decision points in the youth justice process (Department of Justice, 2006, p. 17).

#### **Public Legal Education and Information (PLEI):**

- Objective: To create an awareness of the youth justice legislation and inform Canadians of the content of the legislation and its implications (Department of Justice, 2006, p. 17).

#### **Provincial/Territorial Partnerships (PTP):**

- Objective: To influence change in the youth justice system by providing funding to provincial and territorial ministries and/or their designates to address pressures or emerging priorities of youth in conflict with the law and respond to them in a manner that is consistent with the intent of the YCJA and advances the federal policy objectives for the renewal of justice (Department of Justice, 2008, September, p. 12).

Core funding may be applied to projects under all four components, while GGD and YJADS funding may only be directed to three of the four components, as shown in Table 2 below (Department of Justice, 2008, September, p. 12).

**Table 2: YJF Eligible components by funding source**

Component	Source		
	Core	GGD	YJADS
CCP	•	•	•
IP	•	•	
PLEI	•	•	•
PTP	•		•

The Department reviews and revises YJF funding criteria on an annual basis as necessary to reflect changing priorities and emerging youth justice issues. The Youth Justice Policy and Programs branches, as well as YJF personnel, are involved in this review process. In general, over the years covered by the evaluation, PLEI and Aboriginal capacity-building activities were phased out of the criteria, while CCP became the dominant component.<sup>8</sup> In later years, somewhat greater emphasis was placed on youth with mental health issues, including fetal alcohol spectrum disorder (FASD). There also appeared to be a slightly greater focus on research and evaluation activities over time.

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<sup>8</sup> The Core Fund criteria for FY 2005–2006 to 2008–2009 listed only the CCP component. YJF decided to advertise the broadest category only (CCP), though funding could still be allocated under PLEI, PTP, and IP if YJF staff determined that a particular project would fit better under one of these other three components.

### **3. EVALUATION METHODOLOGY**

The study included the methodologies outlined below.

#### **3.1. Document Review**

The document review was conducted to inform the development of data collection instruments, as well as to address particular evaluation questions. Documents reviewed included: background information on the funding components; agreements and reporting templates; financial information on planned and actual funding by fiscal year; YJF terms and conditions; and eligibility criteria. Government and departmental documentation (e.g., Speech from the Throne, Departmental Performance Reports [DPR]) was reviewed to assess the components' relationship to the Department's strategic objectives and federal priorities.

#### **3.2. Canadian Centre for Justice Statistics Data and Review of Literature**

Academic journal articles and youth criminal justice statistics from the Canadian Centre for Justice Statistics (CCJS) were used to compare crime, court services, and custody use over time in order to provide context for the report and respond to certain evaluation questions.

#### **3.3. Key Informant Interviews**

Key informants were identified by the EAC and provinces/territories, and interview guides were developed in consultation with the EAC.<sup>9</sup> Prior to key informant interviews with provincial/territorial partners, a consultation was held with volunteer provincial/territorial

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<sup>9</sup> Provinces and territories were invited to identify respondents from their jurisdiction to take part in interviews. Most provincial/territorial representatives from the Federal-Provincial-Territorial Working Group on Youth Justice Cost-Sharing (Cost-Sharing FPT WG) were asked to participate. The EAC selected Department personnel involved in the YJI as well as representatives from other federal departments with YJF involvement. The EAC also identified funding recipients, which included representatives of provincial/territorial governments as well as non-governmental and community organizations that received YJF project funding. Interviewees were selected to avoid overlap among the key informant and case study respondent categories.

representatives from four jurisdictions to validate the provincial/territorial interview guide; more specifically, to ensure that questions were clear and relevant and that the guide covered all of the necessary issues. The consultation was conducted as a small group interview and took place by teleconference on August 28, 2009. Following the session, the interview guide was revised based on the input received.

The Department notified key informants of the evaluation and requested their participation. From November 2009 to February 2010, 54 interviews were conducted with 72 interviewees. Several interviews involved more than one key informant. Key informants each addressed one or more of the funding components.

Approximately two-hour telephone interviews were conducted with nine Department personnel and 33 provincial/territorial partners, and approximately one-hour interviews were conducted with eight other federal representatives and 22 YJF recipients. The interview guides are located in Appendix F.

### **3.4. Case Studies of Youth Justice Fund Projects**

Case studies were conducted about 12 projects funded through the YJF during the fiscal years covered by the evaluation. The sampling strategy for YJF case studies was determined by the EAC and designed to focus on best practices and impact of funding. The breakdown of case study projects by funding stream is Core (8), YJADS (3), and GGD (1).

A review of project files and one to two interviews were conducted for each case study. The interview guide was developed in consultation with the EAC. A total of 13 interviews were conducted with 16 interviewees. The interview guide is located in Appendix F.

### **3.5. Survey of Youth Justice Fund Recipients**

A mail survey was conducted with YJF recipients from November 19, 2009 to January 5, 2010. A total of 54 YJF recipients completed the survey out of a sample of 115, for a response rate of approximately 47%. Most surveys (93%) were completed in English; the balance in French. Almost all respondents (98%) completed the survey by mail, with the remainder (2%) completing the survey by phone during follow-up calling. The survey questionnaire, developed in consultation with the EAC, is located in Appendix G, and the sampling approach is shown in Figure 1, Appendix B.



Survey data were analyzed using the Statistical Package for the Social Sciences program. A comparison of Grants and Contributions Information Management System (GCIMS) and survey data found that survey respondents were generally representative of projects funded under the YJF for the fiscal years covered by the evaluation in terms of funding stream, component, project type, jurisdiction, and amount approved.<sup>10</sup> Where not otherwise specified throughout the remainder of the report, percentages from the survey are calculated out of the full base (n=54).

### **3.6. File Review**

YJSFP and IRCS files for all jurisdictions were reviewed using file review templates developed in consultation with the EAC. The EAC selected a total of 19 YJF files for review. Documents reviewed included annual plans, reports, and claims, as well as Face Sheets submitted for each IRCS sentence.<sup>11</sup> Data are presented in counts instead of percentages because of the small number of files reviewed. The file review templates are located in Appendix H.

### **3.7. Analysis of Youth Justice Fund Grants and Contributions Information Management System Data**

Data from the GCIMS database were analyzed to enable an assessment of some of the basic characteristics of all projects funded over the fiscal years of the evaluation. The total number of applications as shown in GCIMS includes only those projects that submitted complete proposals. Projects that were eliminated at earlier stages in the vetting process (e.g., upon initial call to the YJF or submission of a letter of intent) are not represented.

### **3.8. Methodological Challenges**

The focus of the present study is on the effectiveness of the funding components in achieving their stated outcomes. However, there was limited outcome information available to the evaluation. This was an issue particularly for the YJSFP and IRCS Program, as provincial/territorial reporting on programs and services did not capture information that would facilitate the assessment of outcomes. The amount and types of information submitted varied

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<sup>10</sup> Survey respondents were somewhat more likely to represent projects from FY 2008–2009 and less likely to have had projects in FY 2005–2006.

<sup>11</sup> In some cases, data collected from the file review did not align with information collected through the document review; Department personnel addressed the discrepancies and the corrected information is included in this report.

substantially by jurisdiction, leading to difficulty extracting comparable data. For the YJF, limitations were related to GCIMS not capturing project outcome information, as well as variation in reporting across projects prior to the implementation of standard forms. Consequently, outcome information is based heavily, though not exclusively, on qualitative data from key informant interviews, particularly for certain evaluation issues.

A further challenge for the evaluation was separating the impacts of the funding components from the effects of the YCJA. Because the YCJA shares expected outcomes with the funding components, it was not always possible to differentiate the impacts of the funding components from the legislation they support, particularly in the case of the YJSFP.

## 4. KEY FINDINGS

This section combines information from all lines of evidence and presents the findings according to the broad evaluation issues of relevance, program design and implementation, effectiveness, and economy and efficiency.

### 4.1. Relevance of the Youth Justice Initiative Funding Components

The YJI funding components reflect the shared authority between federal and provincial/territorial governments over the criminal justice system in Canada. While the federal government is responsible for criminal law, the provinces and territories are responsible for the administration of justice and youth correctional services. Respecting these complementary responsibilities, the funding components (particularly the YJSFP and IRCS, and to a more limited extent, the YJF) provide funding to the provinces and territories so that programs and services necessary to support the legislative and policy objectives of the YCJA are available.<sup>12</sup>

In its policy statements, the federal government has recognized the unique issues posed by youth crime and the justice system's response: the need to balance appropriate sanctions with the importance of rehabilitating young offenders. This balance is reflected most recently in the 2010 Speech from the Throne, where the Government discussed youth criminal justice reform in the context of both "ensuring the safety and security of our neighbourhoods and communities" and "protection of children". The Government stated that it will "ensure the youth criminal justice system responds strongly to those few who commit serious and violent crimes, while focusing on the rehabilitation of all young offenders" (Government of Canada, 2010, March 3, p. 12).

The objectives of the YJI align with this notion of a balanced response. As noted in Section 1.0, they include "appropriate use of courts", "appropriate use of custody", justice system responses that are "proportionate to the severity of the offence and the degree of responsibility of the offender", and "enhanced rehabilitative and re-integration opportunities". They also have their

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<sup>12</sup> The YJF provides project funding to provinces and territories as well as NGOs, community-based youth programs, and other organizations.

antecedent in the principles of the YCJA, which articulate this balance by stating that the “youth criminal justice system is intended to (i) prevent crime by addressing the circumstances underlying a young person’s offending behaviour; (ii) rehabilitate young persons who commit offences and reintegrate them into society; and (iii) ensure that a young person is subject to meaningful consequences for his or her offence” (YCJA, 2002).

The YJI supports the federal priority of targeting the justice response so that it is proportionate. An explicit aim of the YJI, dating back to the YJRI in 1999, is to address youth crime through means other than courts and custody for youth engaged in relatively minor, non-violent crime. At the time of the YJRI, Canada had one of the highest rates of youth incarceration, and lowest rates of youth diversion, in the world (Doob & Sprott, 2004 in Solomon & Allen, 2009, p. 32). However, a small proportion of youth (approximately 10%) was accused of violent crimes (Dauvergne, 2008, p. 7). This was considered problematic, not only because the disparity did not reflect a recognition of the differential needs of young people, but also because court processes and custody are usually more costly than extrajudicial measures (Department of Justice, 2009, September 4; Scott, 2004; Safe Passages, 2004, October) and considered less effective in many circumstances (Latimer, Dowden & Muise, 2005).

The evaluation found a continued need for the funding components. The problem of youth crime remains, as demonstrated by youth crime rates that have remained relatively stable over the past decade (Dauvergne, 2008, p. 8; Taylor-Butts & Bressan, 2008, p. 2).<sup>13</sup> In contrast, the youth violent crime rate has steadily increased since the mid-1980s (Dauvergne, 2008, p.7). There is also an increasing amount of research showing high rates of mental illness among youth in the criminal justice system (Ulzen & Hamilton, 1998; Rosler et al., 2004), as well as the links between mental disorders and violent crime (Paterson et al., 2004; Sinha, 2009, p. 23). The policy direction of the YJI is responsive to these trends and emerging issues in youth crime by targeting court and custody to the more serious young offenders, ensuring the availability of specialized services for youth who suffer from mental illness and have received an IRCS sentence, and continuing efforts to rehabilitate and reintegrate all young offenders through the YJSFP. In addition, the YJF provides flexibility to focus on other emerging youth justice issues, such as the relationship of gang involvement and drug abuse with recidivism (MacRae et al., 2008; MacRae et al., 2009). This responsiveness to youth justice issues directly links the funding components to the Department’s strategic outcome of “a fair, relevant and accessible justice system that reflects Canadian values” (Department of Justice, 2009, July). Key informants also

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<sup>13</sup> The youth crime rate fluctuated between approximately 6,700 and 7,300 per 100,000 youth from 1998 to 2007 (Dauvergne, 2008, p. 8).

stressed the continued need for the funding components as, without targeted funding, programs/projects in line with federal priorities would be restricted (YJSFP) or non-existent (IRCS and YJF), resulting in higher rates of crime, custody and recidivism.

## **4.2. Program Design and Implementation of the Youth Justice Initiative Funding Components**

This section outlines the findings from the evaluation questions concerning the design and performance measurement of the YJI funding components.

### **4.2.1. Design of the YJI Funding Components**

Overall, the evaluation found the design of the funding components to be appropriate; each component has design features that provide the flexibility to respond to the evolving legal framework. The evaluation identified several design strengths, as well as opportunities for improvement, as outlined below.

#### **Design of the Youth Justice Services Funding Program**

The design of the YJSFP is intended to create flexibility within a framework that promotes programming in support of federal objectives, moving away from prior arrangements that shared provincial/territorial costs regardless of programming type or outcome.

The design includes a choice between two agreement models and in the programming within each agreement type. The standard agreement provides flexibility within the definition of the high, medium, and low priority categories (determined through federal-provincial/territorial negotiation), while providing a sliding scale of reimbursement encouraging programming in support of federal objectives. Provincial and territorial representatives reported that the categories are appropriate and sufficiently broad to encompass a range of programs and services tailored to the needs of each jurisdiction. The results-based agreement appeals to jurisdictions that prefer to set targets in support of federal objectives, as opposed to using defined categories of programs and services. Some jurisdictions prefer to define their own programmatic priorities, with a potential penalty if they do not reach the target, while others prefer the more secure funding of the standard model, as it does not involve a potential penalty for failing to meet a pre-determined target.

Jurisdictions regularly claim their maximum allowable amounts under the YJSFP, with larger jurisdictions often reaching their maximum through high priority expenditures alone. The YJSFP Agreements have played an important role in ensuring the direction of a minimum level of provincial/territorial funding towards high priority programs and services, particularly during times of fiscal restraint; otherwise, savings from reduced custody would not necessarily have been redirected to community programming. The same incentive does not necessarily apply under the results-based model, and would be lost should the agreements move to a 50:50 cost-share model, as often advocated by the provinces/territories.

Given the changes in funding for the YJSFP (end of bridge funding, removal of the inflation escalator), the percentage of total funding provided by the federal government decreased over time; federal funding stayed constant while provincial expenditures generally increased (Table 4, Appendix B). In 2007–2008, the percentage of total provincial/territorial funding contributed by the federal government ranged from 12% in Saskatchewan to 43% in Prince Edward Island. Over time, the funding cap and the absence of a federal inflation escalator could potentially lead to the erosion of provincial/territorial capacity to deliver programs and services. Because jurisdictions have to maintain their custodial capacity, any service reduction would likely come from high priority programming.

The evaluation cannot draw firm conclusions on the effect of the changes in funding on provincial/territorial programs and services due to limited information on how programs and services were modified to accommodate reductions in funding. Savings from decreases in custody helped to maintain high priority programs and services; however, savings have plateaued in some jurisdictions, in part because of the greater concentration in custody of youth with complex needs. A few jurisdictions provided examples of individual programs and services, from both the high and low priority categories, that have been modified or eliminated because of the funding cap.<sup>14</sup> There is some indication that the cap may have affected programs and services in smaller jurisdictions to a greater degree than larger ones; however, these effects were especially difficult to assess during the short time horizon of the evaluation, since many jurisdictions had not prepared their annual reports for 2007–2008 or 2008–2009 at the time of the evaluation. Without an inflation escalator, there is the potential that continued decreases in the federal contribution would increasingly challenge provincial/territorial maintenance of high priority programs and services.

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<sup>14</sup> For example, reductions in high priority programs and services included the elimination of ISSP positions and culturally based programming. Reductions in the low-priority category included the elimination of custody facility positions.

## **Design of the Intensive Rehabilitative Custody and Supervision Program**

The IRCS Program provides case managers access to a range of treatment options for violent youth with mental health issues, including services external to provincial/territorial programming. The 100% federally funded design is particularly helpful for smaller jurisdictions that find it more challenging to offer specialized services without federal support. Although the number of IRCS sentences for Part B was initially overestimated, the addition of Parts C and D helped to redirect unused funds toward related objectives.<sup>15</sup>

In some jurisdictions, there is no clear ‘path’ to an IRCS sentence; in other words, there may be no process in place for identifying potential IRCS cases, ordering assessments, and/or following the cases prior to or after sentencing. In general, the consideration of an IRCS sentence was up to the Crown or defence. This may account for the lower number of IRCS sentences than originally projected. Some provinces/territories have undertaken initiatives to educate stakeholders in the criminal justice system about the IRCS sentence, and these were reportedly effective at raising awareness of the sentencing option; however, awareness and understanding of the IRCS sentence, including which charges and diagnoses that qualify, could still be improved in many places.<sup>16</sup> A few jurisdictions have IRCS manuals that outline protocols for their province/territory and/or have, or are in the process of developing, databases or tracking systems to identify and follow potential cases. Opportunities for enhanced communication and information sharing among IRCS coordinators could allow jurisdictions to learn from one another to inform the development of their own IRCS processes, leading to greater consistency of practice across the country, while still allowing for necessary jurisdictional variation.

## **Design of the Youth Justice Fund**

A key strength of the YJF is the Fund’s flexibility to target funding to address emerging issues in particular regions or communities (e.g., gang involvement, drug use, mental health issues, female offenders, Aboriginal youth involved in the justice system); fund projects or approaches that are not yet tested; and include non-traditional stakeholders who might not otherwise be involved in youth justice projects. YJF funding criteria are sufficiently broad to encompass a variety of projects and stakeholder groups, as demonstrated by the range of organizations and projects that received funding (see Section 4.3.3). Although some interviewees thought YJF criteria should be expanded to include projects with a preventative focus for youth at risk, this would substantially

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<sup>15</sup> As stated in Section 2.2.1, Parts C and D are outside the scope of this evaluation.

<sup>16</sup> For example, some interviewees said they initially understood that qualifying diagnoses must be very severe (e.g., schizophrenia).

broaden the Fund's mandate. Given limited funding and the availability of other resources for prevention projects (e.g., National Crime Prevention Centre [NCPC]), the evaluation determined that the Fund's focus on youth involved in the justice system is appropriate.

The evaluation identified a need for more outreach on the part of the Fund to encourage more applicants and a greater variety of them. Currently, the Fund lacks visibility, as reported by key informants and corroborated both by GCIMS data, which indicated a drop in applications and projects after 2006–2007 (Table 6, Appendix B), as well as financial information, which showed actual funding well below planned figures (Table 3, Appendix B). The Fund issues only occasional calls for proposals; applicants may know about the YJF through word-of-mouth, announcements at conferences, previous applications to the Fund, or the Department Website (Department of Justice, 2008, December 13). In spite of funding 100% of applications in 2008–2009, the YJF still lapsed funding in that fiscal year. Given the extent of the need among the target group and the potentially large pool of applicants, the Fund should consider additional outreach.

The Fund's visibility could be improved by making more detailed and up-to-date information available online.<sup>17</sup> A public Website with a listing of current projects would also respond to provincial/territorial interest in greater awareness of Fund activities; alternatively, a reasonable minimum standard might include a list of ongoing projects provided to jurisdictions on an annual basis. The availability of Fund information relates to a further issue identified by the evaluation: insufficient analysis and dissemination of the results of YJF-funded projects. Key informants and case study interviewees often had little awareness of other YJF-funded projects in their jurisdictions and/or project areas. Improved dissemination and sharing of best practices could be achieved through an online listing with project descriptions and results, Web networks of funded projects, regular newsletters or bulletins, or greater use of conferences and round tables.

The evaluation found that the reach of the Fund is somewhat geographically limited, with almost half (47%) of all project funding going to support projects in Ontario. By contrast, for example, only 1% went to projects in Quebec, which is less than the amounts received by any of the Maritime provinces, despite Quebec having almost a quarter of the country's youth population (Table 7, Appendix B). As noted in the evaluation of the YJRI, the disproportionate amount of funding for projects in Ontario may reflect the number of active organizations in that province; however, this cannot entirely explain the distribution of funding given the sizable differences

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<sup>17</sup> Currently, information on the Department Website is out of date, referring to the YJRF, YJRI and related objectives (Department of Justice, 2008, December 13).



noted above. Differing crime rates could explain some but not all of the geographical differences in funding levels. Quebec, for example, has the lowest youth crime rate in the country (Taylor-Butts & Bressan, 2008, p. 13). These results could also indicate a need for greater outreach to other parts of the country (including perhaps more regular calls for proposals), and/or a need to reconsider the potential use of allocation targets. There are currently no notional provincial/territorial allocations of funding; geographic location factors into decision-making only insofar as it is relevant to the predicted success of the project (e.g., gang-related projects tend to be funded in major urban centres with gang problems). There are also no predetermined allocations among the YJF components (i.e., CCP, IP, PLEI, and PTP) or project types (e.g., Aboriginal, Evaluation, Information Gathering).

In terms of the application process, funding recipients (in interviews, the survey, and case studies) reported that the application process was straightforward and proposal requirements were clear (Table 8, Appendix B). Interested applicants are encouraged to contact YJF staff for information and, since October 2008, a copy of the letter of intent template to submit for preliminary vetting.<sup>18</sup> A positive feature of the process was the ability of applicants to receive feedback on project ideas prior to the submission of complete applications. Recipients reported that YJF staff was helpful, supportive, and easy to reach by phone (Table 9, Appendix B). There was room for improvement, however, on the establishment and communication of targets for turnaround time on applications, as some key informants reported that they waited a long time to hear back on proposals. The Fund would also benefit from greater clarity and transparency regarding the proposal review process, including whether and in what circumstances provinces/territories would be consulted on funding for community-based projects. Currently, there does not appear to be any formal information available on the criteria against which proposals are evaluated. Formalizing the review process, and making more project information publicly available, as discussed above, may limit the Fund's flexibility somewhat; a new balance between the goals of flexibility and transparency may need to be found.

The YJF is involved with other federal departments and NGOs through both the GGD and YJADS initiatives; however, greater and/or more consistent or formal communication could be useful to improve strategizing and/or keep other departments apprised of current activities.<sup>19</sup> That said, the extent of project co-funding with other federal departments is limited by differing

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<sup>18</sup> The current application process has been in place since the implementation of the new *Policy on Transfer Payments* in October 2008. Prior to that, the process used was similar but less formalized. The rationale for this approach is to limit the amount of paperwork for applicants, particularly those whose projects do not meet the mandate of the YJF.

<sup>19</sup> For example, joint strategizing could occur with the Aboriginal Justice Strategy and NCPC.

Terms and Conditions, organizational structures (national vs. regional administration), project funding terms, and project reporting requirements.

#### **4.2.2. Performance Measurement for the YJI Funding Components**

The evaluation found room for improvement in the area of performance measurement, particularly for the YJSFP and IRCS Program. Modifications to reporting requirements will need to be geared toward collecting the information required to demonstrate achievement based on the activities, outputs and outcomes identified in the YJI logic model. A first step to improve reporting should include revisiting the logic model and developing a performance measurement strategy for ongoing use that clearly links performance measures to intended outcomes. This is necessary to ensure that the data required to demonstrate the YJI's effectiveness in achieving its outcomes are regularly collected. Reporting requirements can then be defined based on a clear link to the intended outputs and outcomes of the funding components.

#### **Performance measurement for the Youth Justice Services Funding Program**

Reporting requirements for the YJSFP are limited, consisting primarily of annual reports and claims detailing expenditures in priority categories. There is no standard reporting template, and there is substantial variation in the amount and types of information reported. Reports were often submitted late.<sup>20</sup> A review of YJSFP files found that the annual reports provided limited information on outputs and outcomes, although the Department has been able to collect useful information on jurisdictions' programs and services via more informal means.<sup>21</sup> YJSFP program staff is also in the process of developing a method for collecting more comprehensive information on programs and services. This new reporting should involve the development of a standardized template that is linked to the information requirements of the evaluation framework.

The future performance measurement and evaluation strategy for the YJSFP must consider how to balance the provincial/territorial constitutional prerogatives in youth justice with the federal government's need to demonstrate the effectiveness of the YJI in achieving its outcomes. The strategy should be clear that it does not focus on the effectiveness of individual programs or

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<sup>20</sup> According to provincial/territorial representatives, challenges to reporting included a lack of alignment between jurisdictional accounting systems and program delivery systems, difficulty determining the priority breakdown of various positions, and reporting delays caused by staff turnover, human resource shortages, or late receipt of jurisdictional financial information.

<sup>21</sup> E.g., discussions at FPT or bilateral meetings, and site visits.

services, but on system changes. This will require support from the provinces and territories with data collection.

### **Performance measurement for the Intensive Rehabilitative Custody and Supervision Program**

IRCS reporting requirements include the submission of annual reports and claims, and for individual cases, a copy of the IRCS order, a Face Sheet, and a chronology.<sup>22</sup> The file review found that the amount of performance information provided varied by jurisdiction, as did the timeliness of reporting. Jurisdictions used the IRCS reporting templates the Department developed for annual reports and claims to varying degrees (including not at all), which affected the comparability of the information collected. Reporting appears to have caused some difficulties, as nine jurisdictions had late and/or missing reports, and some interviewees said that reporting could be onerous for jurisdictions with multiple IRCS cases. Most jurisdictions did not track the number of potential IRCS cases or the reasons why IRCS sentences were not given.<sup>23</sup> Data collection could be improved and streamlined through minor modifications to the Face Sheet and the development of a simplified and standardized template for chronologies.<sup>24</sup> The collection of individual-level outcome data for IRCS cases would also help to support future evaluations.

### **Performance measurement for the Youth Justice Fund**

Reporting requirements for YJF projects typically included quarterly or semi-annual and final reports, as well as financial documentation. Most survey respondents thought the requirements were clear, reasonable and not difficult to meet (Table 10, Appendix B), and the file review indicated few problems with reporting.<sup>25</sup> However, reports often contained limited substantive

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<sup>22</sup> Annual reports and claims outline eligible activities, services and programs delivered. Face Sheets document important features of the case such as charge, sentence length, and age and gender of the youth. The IRCS order and Face Sheet are to be submitted within 30 days of the sentencing decision. Chronologies outline the programs and services received by the youth as well as any important milestones in the case, such as sentence changes, breaches or outcomes of reviews. Chronologies are submitted at the completion of the sentence and are not technically required. Chronologies were not reviewed for the evaluation because of confidentiality concerns.

<sup>23</sup> As a result of IRCS Part C, jurisdictions are making greater efforts to identify and track seriously violent youth with mental health issues for the purposes of determining whether they might qualify for support as an 'exceptional case'.

<sup>24</sup> Changing open-ended questions into ones with set response categories will improve the comparability of the data collected.

<sup>25</sup> Responses to survey questions on reporting requirements did not vary by fiscal year or funding stream.

information to evaluate project results.<sup>26</sup> The file review found that project outcomes, in many cases, were not clearly defined, and often represented activities and outputs rather than outcomes. GCIMS has the potential to provide some performance measurement data; however, the software is used primarily as a file management system, and has limitations in its ability to generate relevant reports for the purposes of evaluation.<sup>27</sup> As well, Departmental personnel do not always update GCIMS after project approval; the YJF could benefit from devising a system to ensure the completion of file closing procedures and documentation of project evaluation results.<sup>28</sup>

In response to the *Policy on Transfer Payments* (October 2008), the YJF recognized some shortcomings in its reporting processes and, in 2009, instituted the use of standardized reporting templates for projects. The consistent use of these templates may provide more useable information for subsequent evaluations. The collection of participant tracking and recidivism data following project involvement could serve as a useful source of information for evaluating program effectiveness.

### **4.3. Effectiveness of the Youth Justice Initiative Funding Components**

This section considers the evaluation questions concerning the effectiveness of the YJI funding components. There were several outcomes identified for each component outlined in the program logic model (Appendix D).

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<sup>26</sup> This is a common difficulty with grants and contributions programs where funding recipients have varying degrees of knowledge and experience with identifying, documenting and reporting on outcomes. From the case study findings, for example, there was insufficient information contained in project documentation to assess achievement for almost a third (32%) of identified expected results.

<sup>27</sup> For example, it does not track whether projects have completed evaluations; its reports do not indicate project contact language of preference; it does not record the component for projects funded under GGD or YJADS; and it does not track project reporting or record project outcomes. Several specific information requests are required to collect the necessary data, which are extracted in cumbersome Word format, and must then be combined into a more useable database format for analysis. As well, modification of the project type categories may allow for better analysis. The current single-response project type categories are Aboriginal, evaluation, information gathering, information sharing, multi-faceted, pilot or model program, training and other. Therefore, a pilot project for Aboriginal youth, for example, could be classified under Aboriginal, multi-faceted, or pilot or model program.

<sup>28</sup> The issue of inconsistent file closing has reportedly been raised in the past, but there have been insufficient human resources to keep up with closing responsibilities.

The key intended outcomes for each funding component were:

**YJSFP:**

- alignment of provincial/territorial youth justice services with federal policy objectives
- availability and use of alternatives to court and incarceration
- proportionality of accountability measures to the severity of the offence and degree of responsibility of the offender

**IRCS:**

- development and enhancement of capacity to provide specialized services to serious violent young offenders suffering from a mental illness or disorder
- access to enhanced opportunities for rehabilitation and reintegration for serious violent young offenders suffering from a mental illness or disorder

**YJF:**

- enhanced involvement of and collaboration among diverse partners to address emerging issues
- increased responsiveness to emerging youth justice issues and youth with unique needs
- greater opportunities to develop and share knowledge of new and innovative approaches to emerging issues

All three components shared the intended outcome of an integrated, coordinated approach to youth justice. This section outlines the findings for each of these outcomes. All lines of evidence were used for the analysis in this section.

**4.3.1. Effectiveness of the YJSFP**

**Alignment of provincial/territorial spending on youth justice programs and services with federal priorities**

The movement away from previous 50:50 cost-sharing arrangements to the YJSFP agreements indicates the federal intent to influence the direction of provincial/territorial funding. As

described in Section 2.1, the sliding reimbursement scale based on identified priorities encourages provinces and territories to direct funding to programming that promotes federal objectives.<sup>29</sup> The evaluation found that this has occurred, as provincial/territorial spending on programs and services is strongly aligned with federal priorities as articulated in the YJSFP agreements.<sup>30</sup>

Based on the design of the agreements, alignment with federal youth justice policy objectives is reflected by provinces and territories meeting the requirements to receive their full federal contributions. For the priority-based agreements, the financial information provided to the evaluation (jurisdictions' annual reports and departmental documentation) shows that all jurisdictions for which information was available exceeded the minimum high priority expenditures and qualified for their full federal contribution during 2005–2006 to 2008–2009 (Table 11, Appendix B).

While, for some jurisdictions, much of this alignment occurred during the YJRI, several provinces and territories continued to increase their spending on high priority programs and services compared to the 1998 base year (e.g., Ontario, Manitoba, Saskatchewan and the Northwest Territories) (Table 12, Appendix B). Key informants corroborated the evidence from financial documentation and annual reports. Provincial/territorial representatives confirmed that the objectives of their jurisdictions were largely aligned with the principles of the YCJA, the YJSFP, and federal policy objectives. Several attributed initial programming changes, at least in part, to both the YCJA and the YJSFP, though others thought the YCJA was primarily responsible.

Compatibility of federal objectives with existing provincial policy direction and re-profiled savings from reductions in custody also enabled jurisdictions to maintain their spending on high priority programs and services following the 2006–2007 funding cap.<sup>31</sup> A relatively stable proportion of total funding spent on the high priority category over time demonstrates the continued maintenance of high priority programs and services (Tables 11 and 12, Appendix B).

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<sup>29</sup> As stated in Section 2.1, the YJSFP objectives are to support and promote a range of programs and services that: encourage accountability measures for unlawful behaviour that are proportionate to the severity of the offence and the degree of responsibility of the offender; encourage effective rehabilitation and reintegration of young persons into their communities; target the formal court process to the most serious offences; and target custody to the most serious offences (Department of Justice, 2006, p. 14).

<sup>30</sup> High priority programs and services as listed in Schedule A of the YJSFP agreements are described in Section 2.1.1 of this report.

<sup>31</sup> The funding cap is described in Section 2.1 of this report.

However, key informants did identify some individual programs and services that have been eliminated or modified because of reduced funding, as described in Section 4.2.1.

### **Alternatives to court and custody**

The YJSFP was introduced as part of the YJRI to address high rates of youth incarceration and limited use of alternative measures. At the time, Canada had one of the highest youth incarceration rates in the world, and custody was often used for relatively minor offences (see Section 4.1). The YJSFP was designed to ensure that jurisdictions had in place a range of alternatives to court and custody to support the application of the YCJA as intended. Consequently, the availability and use of these alternatives are indicative of the level of effectiveness of the YJSFP.

The evaluation found that provinces and territories are offering a wide variety of alternatives though the evaluation is limited in its ability to report on these given the lack of comparability in annual reports. Based on key informant interviews, commonly available alternatives included diversion, extrajudicial measures and sanctions, and Intensive Support and Supervision Program (ISSP). Diversion and extrajudicial measures were available across the country, though sometimes operated by police and without funding through the YJSFP agreements. Extrajudicial sanctions programs were universally available in most jurisdictions. ISSPs were generally available across the country and province/territory-wide. Although they were not necessarily designated under the YCJA, several jurisdictions offered ISSP-type programming without the associated sentencing option, or more informally through regular probation services, particularly where population numbers did not warrant a formal program. All jurisdictions offered a range of rehabilitative and reintegration programming, and reports and assessments were regularly used both prior to and following sentencing. Conferencing was commonly used at different stages of the process, though in some jurisdictions and locations more than in others. Attendance centre and judicial interim release programs were less common, with less than half of jurisdictions having formal programs available; however, as with ISSPs, provinces/territories sometimes offered comparable programming without the sentence designation. Rather than formal judicial interim release programs, for example, jurisdictions sometimes used bail combined with non-residential day programming, or similar arrangements.

There were some geographic limitations to the delivery of high priority programs and services, with more specialized (e.g., specialized rehabilitative programming) or formal programs (e.g., formalized ISSP, judicial interim release, and attendance centre programs) generally located in larger urban centres. Certain programs and services were targeted to more serious offenders or

those at high risk to reoffend (e.g., ISSPs, intensive rehabilitative efforts), while other programs and services would not be appropriate for these groups (e.g., diversion).

Jurisdictions report on the availability of alternatives to court and incarceration in their YJSFP annual reports, but are not required to report on the use of the services. That said, the above finding that jurisdictions met and exceeded their minimum expenditures on high priority programs and services offers some evidence that alternatives are being used, since the high priority category consists primarily of alternatives to court and custody as outlined in Schedule A of the agreements.

In addition, available criminal justice data provide further evidence of the increased use of alternatives to court and custody. For example, the number of ISSPs used across the country increased from 71 in 2004–2005 to 469 in 2008–2009 (Statistics Canada, 2010, April 27); seven jurisdictions reported using the ISSP sentencing option in 2007–2008, with the majority of cases from British Columbia (305), Quebec (45), and Alberta (18) (Kong, 2009, p. 13). Similarly, the rate of youth admitted to the community under a Deferred Custody and Supervision Order rose 15% between 2003–2004 and 2007–2008 (Kong, 2009, p. 5).<sup>32</sup> Overall, although crime rates remained relatively stable from the late 1990s onward, the rate of accused youth dealt with through other means rose 32% between 2002 and 2006 (Taylor-Butts & Bressan, 2008, p. 5).<sup>33</sup>

Associated with the increased use of alternatives is a decrease in the use of court processes and custody, as borne out by youth justice statistics. Criminal justice statistics showed that the rate of youth against whom charges were laid or recommended by the police dropped 14% between 2002 and 2007 for property or “other” criminal offences, and approximately 9% for serious violent crimes (Dauvergne, 2008, p. 8); and the youth court caseload dropped 26% from 2002–2003 to 2006–2007 (Thomas, 2008, p. 1).

Decreases in charge rates and court use were accompanied by reductions in custody. Youth incarceration rates had been declining prior to the YCJA in most provinces and territories for several years (Milligan, 2008, p. 18). However, there was a dramatic decline in incarceration

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<sup>32</sup> Although Deferred Custody and Supervision Orders are custodial sentences, the sentence is served in the community, provided the youth does not violate the conditions of the order.

<sup>33</sup> There is some concern in the literature that the increased availability of alternatives could result in “net-widening”, or involving more youth in the justice system than would have been the case otherwise; for example, using extrajudicial measures with a youth who, in the absence of the measures, would have simply received a warning. Research on alternative measures under the YOA noted evidence of net-widening (Carrington & Schulenberg, 2003), but follow-up studies have found no indication of net-widening under the YCJA, as increases in extrajudicial measures have been balanced by decreases in charging (Carrington & Schulenberg, 2005; Carrington & Schulenberg, 2008).



rates for all jurisdictions between 2002–2003 and 2003–2004 in response to the implementation of the YCJA (Bala, Carrington, and Roberts, 2009). In Canada as a whole, the rate dropped 29% between 2002–2003 and 2003–2004 compared to declines of 6–7% between 2000–2001 and 2002–2003 (calculated using rates from Milligan, 2008, p. 18). Incarceration rates continued to decline in subsequent years for most jurisdictions, though not to the same degree as immediately following the introduction of the YCJA. As of 2008–2009, incarceration rates were still lower than pre-YCJA levels in most provinces and territories; however, there was substantial variation among jurisdictions, ranging from 4 per 10,000 youth in British Columbia and Quebec to 35 per 10,000 youth in the Northwest Territories (Table 13, Appendix B).

It is important to note the different patterns for sentenced custody and remand that comprise custody statistics. Overall incarceration rates have declined since the introduction of the YCJA, primarily as a result of decreases in sentenced custody. The average daily count of youth in sentenced custody fell 36% from 2003–2004 to 2007–2008 (Kong, 2009, p. 13), while rates of remand remained relatively stable over the same time period (Kong, 2009, p. 5; Solomon & Allen, 2009, p. 37). These trends have resulted in remanded youth representing a growing proportion of the youth custody population, such that youth in remand outnumbered youth in sentenced custody for both 2007–2008 and 2008–2009 (Kong, 2009, p. 13; Solomon and Allen, 2009, p. 37; Calverley et al., 2010, p. 9).<sup>34</sup>

It is unclear why remand rates are not decreasing to the same extent as sentenced custody. Several key informants pointed to remand rates as an important issue to be addressed, particularly since remanded youth are often ineligible for programming but may spend a substantial amount of time in custody, sometimes being released for ‘time-served’ (Latimer & Casey Foss, 2004, p. 18). The literature identifies several possible reasons for stable remand rates, including comparatively fewer restrictions to remand than sentenced custody in the YCJA (Solomon & Allen, 2009, p. 27); the use of custody as a social welfare measure (Department of Justice, 2007, p. 11, 5); and the increased use of community-based orders with conditions of release that are unrelated to offender risk and that result in detention if broken (Department of Justice, 2007, p. 5, 12).<sup>35</sup> Other factors include differing local legal cultures that result in varying

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<sup>34</sup> There was variation by jurisdiction in the rates of admission to sentenced custody, with the highest rates in the Northwest Territories (67 per 10,000 youth), the Yukon (60), Saskatchewan (35), New Brunswick (32), Manitoba (31), and Nova Scotia (22). The lowest rates were in British Columbia, Ontario, and Newfoundland and Labrador (14 each), followed by Quebec (16) (Kong, 2009, p. 19). There were some jurisdictional differences in admission to remand, with the highest admission rates in Manitoba (184 per 10,000 youth), the Yukon (174), the Northwest Territories (107), Ontario (84), and Alberta (69), based on 2007–2008 data (Kong, 2009, p. 15).

<sup>35</sup> The YCJA does not permit the use of custody as a social welfare measure (i.e., a form of shelter for youth with limited options for safe or stable housing), but research indicates that it does occur.

rates of detention (Moyer & Basic, 2004; Department of Justice, 2007, p. 10, 22), parental encouragement for detention (Moyer & Basic, 2005, p. 38), as well as relatively infrequent but high profile incidents, involving released youth, that have prompted recommendations for greater use of pre-trial detention (e.g., Nunn Commission of Inquiry, 2006). There are also several stakeholders involved in the process of detaining youth (e.g., police, Crowns, judges and justices of the peace), and a lack of familiarity with the specific provisions of the Act at any of these levels may impact rates of pre-trial detention. A 2005 study found, for example, that while Crowns were aware of the provisions in the Act, there were differences, as well as some confusion, in its interpretation (Moyer & Basic, 2005, p. iii). The relative rarity of pre-trial detention programs as noted in this evaluation offers another potential explanation for existing remand rates. The Department of Justice is currently conducting a consultation on pre-trial detention to inform its response to this complex issue (Department of Justice, 2007).

The shift from custody to community-based systems has resulted in a few unintended impacts. The closure of some custodial facilities has meant that youth from certain rural areas or smaller urban centres who are sentenced to custody are moved further away from their home communities to custodial facilities, potentially creating additional challenges to reintegration. As well, the reduction in custody in smaller jurisdictions has occasionally led to the discontinuation of high priority programs and services because of an insufficient client base.

As with the other funding components, a key challenge to the evaluation is determining the extent to which impacts are attributable to the program, the YCJA, or to other funding components. A previous evaluation of the YJRI concluded that decreases in youth court caseload and custody rates in the first year of the Act were “attributable to the start-up of the new legislation and not to other factors” (Department of Justice, 2006, October, p. 9). However, the evaluation suggested that the YJSFP contributed to a reduction in custody between 1998 and 2002, prior to the introduction of the YCJA (p. 9). Continued decreases over the period of the current evaluation, combined with stakeholder reports and statistics indicating improved availability and use of alternatives, suggest the program may be having some “independent” impact, though it is important to keep in mind the interconnectedness of the Act and the components.

### **Proportionality of accountability measures to the severity of the offence and degree of responsibility of the offender**

As noted in Section 4.1, prior to the YCJA, Canada had one of the highest rates of youth incarceration, and lowest rates of youth diversion, in the world (Doob & Sprott, 2004 in Solomon

& Allen, 2009, p. 32). The offence profile of Canadian youth, as described below, indicates that most youth engage in singular and relatively minor criminal incidents. To address this apparent misalignment, an intended outcome of the YCJA and the YJSFP was that the use of incarceration and other accountability measures was proportionate to the nature and severity of the offence. Based on the lines of evidence used in the evaluation, this outcome appears to have been partially achieved.

Research has shown that a relatively large proportion of youth engage in illegal behaviour. In one study, for example, over one-third (37%) of grades 7 to 9 students in Toronto indicated that they had committed one or more delinquent acts in their lifetime (Savoie, 2007, p. 1). Much of this criminal activity is relatively minor and may be considered by some people as “part of growing up” (Matarazzo, 2006, p. 2). A smaller proportion of youth (19%) are involved in recorded criminal incidents by the age of 18, with a minority (18%) alleged to have committed a violent offence (Carrington, 2007, pp. 57-58). Most youth who come into contact with courts are one-time offenders (Carrington, Matarazzo, and deSouza, 2005); chronic youth offenders constitute a relatively small proportion of alleged offenders (16%), but are responsible for the majority (58%) of alleged criminal incidents (Carrington et al., 2005, p. 6).<sup>36</sup>

Statistics on charge rate and court caseload by seriousness of offence offer some insight into the issue of proportionality. There was a smaller decrease in charge rate for serious violent crimes (9%) compared to property crimes (14%) between 2002 and 2007 (Dauvergne, 2008, p. 8), and greater declines in youth court caseload for property-related crimes (31%) compared to violent offences (18%) from 2002–2003 to 2005–2006 (Taylor-Butts and Bressan, 2008, p. 7). In addition, youth court cases increased in complexity, such that the proportion of cases involving multiple charges rose 14% between 1991–1992 and 2006–2007, with the largest single-year increase occurring in 2003–2004, the first year of the YCJA (Thomas, 2008, p. 4). CCJS statistics also demonstrated a shift in the offence profile of youth entering sentenced custody consistent with the principle of proportionality. In 2003–2004, 29% of youth were admitted for violent offences and 36% for property crimes; by 2007–2008, these proportions had reversed, so that 39% of youth were admitted for violent crimes and 27% for property crimes (Kong, 2009, p. 11).

However, as discussed in the previous section, the YCJA and YJSFP seem to have had less impact on pre-trial detention than sentenced custody, and there was little change in the mix of

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<sup>36</sup> Chronic youth offenders are youth referred to court in relation to five or more criminal incidents.

offences for youth entering remand between 2004–2005 and 2007–2008 (Kong, 2009, p. 8).<sup>37</sup> As well, regional variation in incarceration rates increased somewhat following the introduction of the YCJA; it is not clear whether the increase is attributable to the YCJA or other factors (Bala, Carrington, and Roberts, 2009, p. 157). Further, compared to the YOA, more youth, including some less serious offenders, were detained by police under the YCJA, resulting at least in part from relatively high rates of police charging for administration of justice offences (Moyer, 2005, p. 8; Department of Justice, 2007, p. 14).

Evidence from the key informant interviews confirmed these findings from the document review. Key informants in all jurisdictions reported progress towards the objective of targeting the court and custody processes to the most serious offences, through the implementation of diversion, extra-judicial measures, and community-based alternatives to custody, and through the targeting of these services to youth charged with less serious offences. In terms of the use of custody, key informants reported lower custody counts for less serious offences; proportionately longer sentences for more serious offences; and the more serious offence profile of incarcerated youth. Several key informants reported that youth custodial facilities increasingly contained youth convicted of the most serious and violent offences and having the highest levels of risk and need, resulting, in some cases, in the need to review custody environments, lower staff caseloads, and provide additional staff training.<sup>38</sup> However, evidence gathered through the key informant interviews also confirmed continued variation in sentencing within and across jurisdictions.

An issue raised through the interview process concerned the ability of the evaluation to consider the intended outcome of proportionality, given its dependence on courts and the multiplicity of factors involved in sentencing decisions that would not be taken into account in a simple comparison of charges and sentences. Although present data are limited, key informants did think progress had been made via federal funding that allowed for the creation of sentencing alternatives that provided courts with a wider range of options. Accordingly, in addition to the availability of programs and services, an important factor affecting progress towards this outcome was reportedly the level of communication and coordination with other stakeholders in the criminal justice system, such as police, courts and Crowns, to ensure a high level of awareness regarding available programs and services.

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<sup>37</sup> Overall, approximately a third had allegedly committed a violent offence.

<sup>38</sup> One interviewee reported that scores on a standard risk assessment tool administered with incarcerated youth indicated a greater concentration of high-risk offenders in custody.

### 4.3.2. Effectiveness of the IRCS Program

#### **Jurisdictions' capacity to provide specialized services for IRCS sentences – Part A**

The purpose of IRCS Part A and one of the key outcomes of the IRCS Program is to ensure that jurisdictions have sufficient capacity to provide the specialized services necessary for the administration of IRCS sentences.<sup>39</sup> The evaluation found that the IRCS Program has increased jurisdictions' capacity to provide specialized services for serious violent young offenders suffering from a mental illness or disorder, and that all jurisdictions have sufficient capacity to administer IRCS sentences.

All jurisdictions signed IRCS agreements with the federal government for both the previous and current round of agreements, and jurisdictions regularly claim the maximum allowable under IRCS Part A, which provides funding for basic capacity (Table 14, Appendix B).<sup>40</sup> Common reported uses for Part A funding include hiring psychologists, mental health nurses, or other staff specialized in mental health assessments and treatment for young people and/or IRCS Coordinators. Some jurisdictions have partnered with departments responsible for mental health services for youth or contracted these services out to external agencies or private practitioners. Some smaller jurisdictions have developed inter-jurisdictional agreements for the provision of specialized services. Quebec is unique in that it has transferred IRCS funds to a separate organization that offers assessment and rehabilitation services for youth involved in the justice system, most of whom had committed serious crimes and have mental health issues. Part A funding also supported workshops and training for staff on managing various client disorders. According to interviewees, incremental funding for 2008–2009 was also largely used to hire specialized staff such as mental health nurses and social workers, though several 2008–2009 reports had yet to be submitted and finalized at the time of data collection, and two jurisdictions did not report on the incremental funding separately from other Part A funding.

Most interviewees confirmed that, through these various activities, the jurisdictions have the basic capacity necessary for the administration of an IRCS sentence. Smaller jurisdictions reportedly face more challenges in this regard and in some cases would still need to rely on external assistance. Provincial/territorial representatives generally reported that their jurisdictions would not be able to provide the specialized treatment required for IRCS sentences without federal funding. These youth would instead be sentenced as adults, because of the inability of the

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<sup>39</sup> Necessary services primarily included conducting pre-sentence assessments and preparing treatment plans.

<sup>40</sup> In a few cases, jurisdictions claimed less than the maximum allowable—for example, because of hiring delays.

youth system to deal with their mental health issues adequately. This could potentially result in higher rates of violent recidivism among these youth.

### **Access within jurisdictions to specialized services for rehabilitation and reintegration – Part B**

The purpose of IRCS Part B is to support the delivery of programs and services to individual youth who received IRCS sentences. As discussed in Section 2.2, there were fewer IRCS sentences than anticipated; a total of 42 sentences were given during the evaluation period, mostly in Ontario and Alberta. The majority of IRCS sentences were given for charges of manslaughter or second-degree murder. Despite fewer IRCS cases than initially anticipated, the IRCS Program has increased access to specialized rehabilitative and reintegration services for serious violent young offenders with mental illnesses or disorders.

Part B funding is used to provide services such as one-to-one counselling, family counselling, educational programming, independent living supports, peer mentoring, recreational programming, and accompaniment for outings, among others. Assistance with reintegration includes activities such as coordinating visits and conferencing with family during the custodial period; arranging family care placements or alternative living arrangements upon release; and/or providing support for continued counselling, treatment, mentorship, and cultural or recreational programming in the community, etc. While key informants recognized the importance of specialized rehabilitation during custody, some emphasized that IRCS funding to support reintegration during the community portion of sentences was especially critical. Geography posed major challenges for the delivery of specialized mental health services to youth in small, rural or remote locations. In general, it was considered preferable to house youth as close as possible to their home communities; however, delivering services locally could be prohibitively expensive. This issue was particularly problematic once youth were serving the community portion of the sentence.

It was noted in several instances that jurisdictions claimed less reimbursement than entitled for both Parts A and B, though more commonly Part B (Tables 16 and 17, Appendix B). It is not clear why jurisdictions have not claimed their maximum eligible amounts under Part B. Youth may be receiving sufficient programming through the lesser amounts claimed, or through programs funded under the YJSFP agreements. A few interviewees suggested the amount of work required to submit claims may be a deterrent. Based on the information available for Part B, however, it can be noted that jurisdictions that provided data tended to claim higher amounts, and were more likely to claim their maximum eligible amounts, for eligible custody days

(average \$265) as opposed to community days (average \$195). This conflicts with comments from some provincial/territorial representatives that the more costly expenditures occurred during the community portions of sentences, and may reflect the lack of detailed reporting from some jurisdictions. The lower amount claimed for eligible community days may also indicate greater difficulty coordinating programming for youth once they leave custodial facilities, reflecting a common sentiment that more emphasis is needed on transitional supports.<sup>41</sup>

Jurisdictions do not consistently collect data on potential IRCS cases and their outcomes, which complicates the task of determining why there have been fewer IRCS cases than initially anticipated. Potential explanations identified through consultation with provincial/territorial representatives include a lack of judicial awareness or understanding of the sentence; lack of consent to the sentence on the part of the youth or defence; and reluctance to order sentences that would require youth to be relocated further from home.<sup>42</sup> Some key informants indicated that initial estimates were unrealistic and not reflective of the offence profiles of the jurisdictions. Improved data collection on potential IRCS cases and their eventual outcomes would be useful for analyzing the extent to which IRCS sentences are used. However, there are challenges to this type of data collection, including the consideration of the sentence outside of the court setting and solicitor-client privilege. Input from judges, Crowns and defence attorneys on their decision-making processes may also help to inform the issue.

### **4.3.3. Effectiveness of the YJF**

#### **Profile of Youth Justice Fund projects**

The YJF funded a wide variety of projects over the years of the evaluation. Table 18, Appendix B contains selected characteristics of YJF-funded projects by fiscal year, based on GCIMS data.

Most projects were funded through the Core Fund and under the CCP component.<sup>43</sup> There was substantial regional variation in the number and proportion of total projects; Ontario had one-

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<sup>41</sup> Key informants noted challenges related to human resources for the community-based portion of sentences.

<sup>42</sup> Lack of consent on the part of youth may stem from avoidance of dealing with mental health issues and/or stigma associated with mental health issues. Reluctance to move youth away from their home communities may be especially relevant for youth from Northern or Aboriginal communities.

<sup>43</sup> Given the start dates for GGD (2006–2007) and YJADS (2007–2008), it is unsurprising that all 2005–2006 projects and almost three-quarters of 2006–2007 projects were funded under the Core Fund. By 2008–2009, each of the three streams funded approximately one-third of approved projects. The proportion of PLEI projects dropped substantially over the period of the evaluation, reflecting the shift in objectives from the YJRI to YJI related to decreasing need for education about the YCJA over time.

third of projects, followed by British Columbia, Manitoba and Nova Scotia with about one-tenth each. Projects were commonly located in or based out of Toronto (15%); Ottawa (10%); Halifax (8%); Winnipeg (8%); Summerside (6%); Vancouver (6%); St. John's (5%); Fredericton (4%); Edmonton (3%); Montreal (3%); Regina (3%); and Saskatoon (3%). Overall, the average project size was \$72,350. Although the majority of projects received less than \$50,000, GGD and YJADS projects tended to receive larger amounts of funding, with average project sizes (\$111,624 for GGD, \$117,660 for YJADS) over twice as large as the average Core-funded project (\$53,357).

According to survey results, intended project outcomes aligned with YJF intended outcomes to a great extent: over half (52%) of projects aimed to address 10 or more of the 11 YJF outcomes listed, while an additional 33% aimed to address five or more.

The following subsections outline achievement on the key intended outcomes of the YJF. There are no apparent differences in achievement among the three funding streams. However, it may be too soon to compare, given the relatively recent start dates for both the GGD and YJADS streams, and the small number of YJADS projects to date.

### **Enhanced involvement of and collaboration among diverse partners in the youth justice system**

The YJF, and its predecessor the YJRF, aimed to enhance community involvement in the youth justice system by including non-traditional partners such as community organizations and those working in fields other than justice. The intent was to encourage a wider acceptance of responsibility for addressing youth crime and to promote the use of more holistic approaches to dealing with young people involved in the criminal justice system.

All applicable lines of evidence indicate achievement on this intended outcome. Almost two-thirds (63%) of funding recipients surveyed represented non-profit community organizations, while an additional 20% were provincial/territorial governments or agencies (Table 19, Appendix B). Organizations varied widely in their primary focus. More than one-third of survey respondents focused on justice or youth justice (33%), followed by education (19%), social services (11%), mental health (7%), and a variety of other areas (Table 20, Appendix B). About half (52%) of funding recipients surveyed represented non-traditional youth justice partners, while a large minority (37%) were traditional youth justice partners.



Survey respondents reported that partnerships among a variety of stakeholders were common at the project level (91%), and worked effectively towards the achievement of project objectives (88%), often through the delivery of coordinated services to youth; the sharing of information and expertise; and/or the provision of funding or referrals. Projects most commonly involved partnerships with both traditional and non-traditional youth justice partners (76%), though some projects involved partnerships with only traditional (6%) or non-traditional (7%) partners, and some projects had no partners (7%). Almost two-thirds (63%) of projects surveyed developed new partnerships with YJF funding, including almost half (48%) that developed new partnerships with both traditional and non-traditional youth justice partners, and 11% that developed new partnerships with only non-traditional partners. Project partners commonly included non-profit community organizations (65%), provincial/territorial governments or agencies (57%), and municipal governments or agencies (43%), among others (Table 21, Appendix B). Case studies supported the survey findings, as all projects involved a diverse range of partners, including both traditional and non-traditional partners from the provincial/territorial government and not-for-profit sector.

More than half of survey respondents whose projects included the outcomes of increased collaboration between traditional and non-traditional youth justice partners (59% fully achieved) and opportunities to share knowledge and best practices amongst justice system stakeholders (54%) reported that their projects had fully achieved the intended outcomes. Examples of collaboration identified through the survey, interviews and case studies included community-based organizations partnering with youth corrections to deliver programming to youth in custody and/or in conflict with the law, enhancing the services available to the target groups and connecting them to resources in the community to assist with reintegration following the completion of their custody or probation. In other cases, it meant inviting a broader range of stakeholders to participate in conferences or training workshops, for example. In some instances, the YJF played an important role in connecting partners to one another, and through the encouragement of multidisciplinary partnerships, contributed to the breaking down of “silos” of practice.

Examples of project partnerships explored through the case studies are illustrative of the kinds of collaboration undertaken with YJF funding, and provide support for the YJF’s continued emphasis on partnership development.

- Many partnerships were intended to facilitate the sharing of information and best practices, in order to improve service delivery to youth. For example, the partnerships developed through a pilot project designed to offer community-based culturally appropriate services and

referrals to African Canadian youth involved in the criminal justice system resulted in greater awareness among justice system stakeholders of the cultural issues affecting African Canadian young offenders and more consistent use of culturally specific programming for these youth.

- Several examples involved multidisciplinary approaches to improve criminal justice responses to youth facing complex issues, such as FASD. A pilot project designed to provide FASD diagnostic assessments to youth involved in the criminal justice system, for example, successfully developed a multidisciplinary team approach involving the collaboration of the provincial departments of Justice and Health, the youth correctional and treatment facilities, a specialty FASD clinic, and a non-profit organization. Similarly, an information-sharing project developed partnerships across different systems (e.g., police and corrections, health, education, family and children's services) with the aim of building a coordinated approach to respond to FASD youth in conflict with the law.
- A further example demonstrates the ways in which expertise from different fields can be combined through collaborative partnerships to address emerging youth justice issues. A pilot/model project designed to develop and incorporate culturally appropriate substance abuse programming for Aboriginal youth within a youth correctional facility relied on partnerships among the correctional facility, an Aboriginal community organization, and experts in the field of substance abuse programming, to develop a unique treatment program that combined conventional cognitive-behavioural skills development with culturally tailored content and activities.

Another important indicator of success for this outcome was the proportion of projects that received funding and in-kind support from other sources. Based on survey results, over three-quarters (76%) of projects had other sources of funding and in-kind support in addition to the YJF, commonly including provincial/territorial governments (43%), non-profit community organizations (35%), and municipal governments or agencies (17%), among others (Table 22, Appendix B). Key informants reported that YJF funding was important to leveraging support from other funders.<sup>44</sup> However, most projects in the survey received the majority of their funding through the YJF, and over three-quarters (76%) of the projects would not have been possible without YJF funding, while an additional 15% would have required substantial modifications.<sup>45</sup>

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<sup>44</sup> There was no data available to the evaluation regarding the amount of funding received through leveraging.

<sup>45</sup> Almost one-third (32%) of projects received 100% of their funding from the YJF, more than a third (37%) received between 75% and 99% of their funding from the YJF, and an additional 13% received between 50% and 74% of their funding from the YJF.

For most projects in the survey (87%), YJF funding had ended. Of these (n=47), around half continued to operate with support from other funders (32%); support from both the YJF and other funders (2%); or without the support of either the YJF or other funders (15%). Approximately one-fifth of projects were no longer operating, and an additional 17% were not intended to be ongoing. Projects that were not solely reliant on funding from the YJF were more likely to continue after YJF funding ended. This highlights the importance of projects establishing partnerships with other stakeholders to secure additional sources of support, and identifies the group most in need of transitional assistance from YJF staff.<sup>46</sup> The importance of partnerships for project continuation was also evident in the case studies, as almost all case study projects that were intended to be ongoing did continue after the end of YJF funding with the support of the province/territory and/or other sponsors.

### **Responsiveness to emerging youth justice issues and youth with unique needs**

The YJRF aim of supporting the implementation of the YCJA shifted under the YJF to focus on responding to emerging youth justice issues. Over the period of the evaluation, these emerging issues have included, for example, increasing youth gang involvement, high rates of drug addiction and mental health issues among youth in the criminal justice system, and the need for gender-specific programming for female offenders. The YJF demonstrated responsiveness to emerging issues through the annual revision of priorities and criteria; the provision of targeted funding to address identified gaps and test innovative pilots; and the successful incorporation of projects into provincial/territorial, institutional or organizational practice.

Projects often targeted youth with unique needs (e.g., Aboriginal youth, gang-involved youth, youth in need of drug treatment programming). The large majority of surveyed projects targeted youth exclusively (52%) or in addition to others such as justice-related professionals, community members and governments (43%) (Table 23, Appendix B). Of survey respondents who intended to reach particular target groups (n=43), the large majority (93%) reported reaching those groups to a great extent (65%) or somewhat (28%). Projects delivered services to differing numbers of individuals. About half of projects (46%) provided services to less than 100 people. Another 24% delivered services to between 100 and 499 individuals, and 19% of projects provided services to over 500 people.

Some projects did not reach as many youth as planned. However, they often reported positive outcomes for those youth who did participate, including increased self-esteem and self-respect;

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<sup>46</sup> Projects that continued after the end of YJF funding also tended to be local in scope and operated by community organizations, but these results were not statistically significant.

increased follow-through and ability to finish projects; reengagement with academics and reintegration into mainstream school; greater connection to cultural heritage and cultural self-awareness; development of life skills and/or employable skills; fewer behavioural problems; and reduced recidivism. Many projects also received positive feedback from a variety of stakeholders (e.g., youth, parents, schools, Crown, police).

There have been several examples, explored through key informant interviews and case studies, of instances in which projects, particularly pilots, impacted or prompted modifications to established policies or practices (e.g., revising assessment and treatment protocols for youth with FASD; modifying organizational standards to accommodate hiring youth with criminal records; attaining accreditation of learning skills course for at-risk youth). Interviewees also stated that conferences and training workshops translated into changes in practice through participants taking that information back to their programs, though there appeared to be little tracking information in this regard. In some cases, projects identified additional gaps or opportunities, and/or generated unanticipated “spin-off” programming.<sup>47</sup>

### **Knowledge of new and innovative approaches to emerging youth justice issues**

A key function of the YJF was to test innovative approaches to emerging youth justice issues, in order to support program development in jurisdictions that incorporated best practices and supported federal policy objectives. During the years covered by the evaluation, the YJF funded several pilot projects that tested new and innovative models. Interviewees involved in pilot projects often said they shared information on their projects with youth justice system stakeholders in their communities and sometimes in broader networks, thereby contributing to awareness of new or enhanced models. This approach has succeeded to some extent, as demonstrated by the continuation of several projects and/or the adoption of pilots into provincial/territorial or organizational programming. However, as noted previously in this report, there is still insufficient analysis and dissemination of the results and lessons learned from YJF-funded projects, particularly across jurisdictions. In order to achieve the intended outcome of increasing knowledge of new and innovative approaches, the YJF needs to not only fund projects, but also ensure that findings are documented and shared with relevant stakeholders including other YJF projects, provincial/territorial partners, potential applicants, and the public. There are many options for improving knowledge translation, some of which are outlined above

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<sup>47</sup> For example, a case study project that identified and assisted youth in the criminal justice system with FASD also resulted in the creation of a visual tool for communicating between staff and youth with FASD and their families; the extension of FASD-specific training to all facility staff; the development of a student practicum teaching component for social work students; and the creation of a committee to examine practices at the facility generally.

(e.g., online listings, Web forums), and all of which relate back to the importance of adequate reporting and evaluation of projects (i.e., measuring and documenting the achievement of project outcomes).

In addition to pilot projects, the YJF also supported several activities designed to advance skill development and share information on emerging issues and/or best practices, such as conferences and training workshops. Several projects, particularly those in the PLEI component, centred on the development and/or dissemination of informational materials. Overall, half of YJF-funded projects involved a conference or workshop, 44% included educational activities, and 39% involved information sharing as one of the project's key activities (Table 24, Appendix B).

#### **4.3.4. Integrated Coordinated Approach**

The evaluation found progress toward the intended outcome of a more integrated, coordinated approach to youth justice both for individual funding components and for the components in concert with one another. All three components enhanced coordination and collaboration with traditional and non-traditional provincial/territorial and community-based partners to deliver a range of high priority programs and services; the specialized services required for IRCS sentences, including cross-sectoral case planning; and projects involving innovative and holistic approaches to address emerging youth justice issues. Further, the funding components were complementary, used together to target different issues and areas of the youth criminal justice system. Finally, the increased alignment of federal and provincial/territorial objectives contributed to a more coordinated approach to youth justice generally, in that momentum at both levels was moving in the same direction—toward the objectives of the YJI.

However, gaps in programs and services remain, often at the intersection of differing departmental mandates (e.g., justice and health, justice and education). Need is greatest in the areas of housing and transitional supports for youth entering the community; services for youth with mental illnesses and/or FASD; culturally based programming for Aboriginal youth; gender-based programming for female offenders; alternative school options; and specialized service delivery to northern or remote regions.<sup>48</sup> There are limited opportunities within the funding programs to address some of these issues for youth in conflict with the law. For example, the

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<sup>48</sup> For example, a 2004 study found a keen interest among incarcerated Aboriginal youth for cultural/spiritual programming and individual mentoring (Latimer & Casey Foss, 2004, pp. 17-18).

YJSFP could strategize on critical issues with provincial/territorial representatives<sup>49</sup>; and the YJF could target identified gaps through innovative approaches and multidisciplinary partnerships, including enhanced coordination with other federal departments.

With respect to the YJSFP, certain categories of high priority programs and services may be offered in particular jurisdictions through different departments and without the financial support of the YJSFP Agreements. The departments responsible for the delivery of youth justice services vary by jurisdiction; however, greater coordination of services may be possible in jurisdictions where departments were more closely aligned.

#### **4.4. Economy and Efficiency**

The evaluation addressed questions on economy and efficiency using financial data and qualitative findings from interviews and case studies. Economy is achieved when the cost of resources used approximates the minimum amount of resources needed to achieve expected outcomes. Efficiency is the extent to which resources are used such that a greater level of output is produced with the same level of input or, a lower level of input is used to produce the same level of output. The level of input and output could be increases or decreases in quantity, quality, or both (TBS, 2009, Appendix A).

The YJSFP and IRCS administration requires the negotiation and administration of contribution agreements with each provincial/territorial jurisdiction. The contribution budgets for the programs are \$177,302,415 and \$11,048,000 for a combined total of \$188,350,415 (as described in sections 2.1 and 2.2). The two programs share the same administrative team, with approximate annual costs of \$485,000 or 0.3%, making the administration costs very efficient.

Interviewees noted that the YJF's current model, including national oversight of grants and contributions to other organizations, was a cost-efficient model for supporting youth justice projects. As described in section 2.3, the total YJF annual grant and contribution funding is \$5,005,000. The administrative costs are approximately \$320,000 annually, or 6.4%. The YJF, like many project-based funding programs, is more expensive to administer due to the costs associated with the project selection process, administering contribution agreements, and support to funding applicants and recipients. Interviewees commenting on the economy of YJF projects

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<sup>49</sup> For example, presentations on gender-specific programming for female young offenders organized by the Department received very positive feedback from provincial/territorial partners and resulted in spin-off training and programming within jurisdictions.

often used the comparison of the cost per participant with the costs of incarceration for a similar duration. A few projects provided figures on the cost per participant, which ranged from approximately \$10 to \$5,000 depending on the target groups, the type of programming, and the number of individuals identified as being impacted by the project. In contrast, estimates of \$75,000 to \$100,000 per year were given for keeping a youth in custody.

Another important indicator of economy for the YJF was the proportion of projects that received funding and in-kind support from other sources. Based on survey results, over three-quarters (76%) of projects had other sources of funding and in-kind support in addition to the YJF, including provincial/territorial governments (43%), non-profit community organizations (35%), and municipal governments or agencies (17%), among others (Table 22, Appendix B). Key informants reported that YJF funding was important to leverage support from other funders.<sup>50</sup> However, most projects in the survey received the majority of their funding through the YJF. Over three-quarters (76%) of the projects would not have been possible without YJF funding, while an additional 15% would have required substantial modifications.<sup>51</sup>

For most projects in the survey (87%), YJF funding had ended. Of these (n=47), around half continued to operate with support from other funders (32%); support from both the YJF and other funders (2%); or without the support of either the YJF or other funders (15%). Approximately one-fifth of projects were no longer operating, and an additional 17% were not intended to be ongoing. Projects that were not solely reliant on funding from the YJF were more likely to continue after YJF funding ended. This highlights the importance of projects establishing partnerships with other stakeholders to secure additional sources of support, and identifies the group most in need of transitional assistance from YJF staff.<sup>52</sup> The importance of partnerships for project continuation was also evident in the case studies, as almost all case study projects that were intended to be ongoing did continue after the end of YJF funding with the support of the province/territory and/or other sponsors.

The IRCS program is another area where economy is expected to be achieved in the long-term. Provincial/territorial representatives generally reported that their jurisdictions would not have been able to provide the specialized treatment required for IRCS sentences without federal

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<sup>50</sup> There was no data available to the evaluation regarding the amount of funding received through leveraging.

<sup>51</sup> Almost one-third (32%) of projects received 100% of their funding from the YJF, more than a third (37%) received between 75% and 99% of their funding from the YJF, and an additional 13% received between 50% and 74% of their funding from the YJF.

<sup>52</sup> Projects that continued after the end of YJF funding also tended to be local in scope and operated by community organizations, but these results were not statistically significant.

funding. Instead, interviewees thought these youth would likely have been sentenced as adults, because of the incapacity of the youth system to deal with their mental health issues adequately. Interviewees thought that the specialized sentences could potentially reduce rates of violent recidivism among these youth, which would lead to cost-savings in the long-term; however, it is too early for the data to be available.

Interviewees reported that the YJI funding components provided value for money, because community-based programming was less expensive than the costs of custody, and rehabilitative programming reduced the likelihood of youth re-offending and improved their chances of becoming contributing members of society. It is not possible to respond definitively to this evaluation question, given the lack of data available to conduct an analysis of economy and efficiency. Enhanced data collection could potentially improve the ability to conduct such analyses for future evaluations. For all three funding components, revised performance measurement and evaluation strategies will need to specify the source of data required, and involve the support of the provinces and territories with data collection.



## **5. CONCLUSIONS AND RECOMMENDATIONS**

This section of the report presents conclusions and recommendations.

### **5.1. Relevance of the Youth Justice Initiative Funding Components**

The YJI funding components reflect the shared authority between federal and provincial/territorial governments over the youth justice system in Canada, providing federal funding to the provinces and territories so that programs and services necessary to support the legislative and policy objectives of the YCJA are available.

In its policy statements, the federal government has recognized the need to balance appropriate sanctions with the importance of rehabilitating young offenders. The objectives of the YJI—including “appropriate use of courts”, “appropriate use of custody”, justice system responses that are “proportionate to the severity of the offence and the degree of responsibility of the offender”, and “enhanced rehabilitative and re-integration opportunities”—align with this notion of a balanced response. Reflecting these objectives, an explicit aim of the YJI is to address youth crime through means other than courts and custody for youth engaged in relatively minor, non-violent crime. Historically high rates of youth incarceration and low rates of youth diversion prompted the federal government to introduce the YJRI (predecessor to the YJI), with emphasis on the use of extrajudicial measures to better address the differential needs of young people, reduce costs associated with courts and custody, and offer more effective interventions in many circumstances.

The evaluation found a continued need for the funding components. Statistics show overall that the youth crime rates have remained relatively stable over the past decade. Violent youth crime has increased slowly, though the majority of these cases involve a common assault. An increasing amount of research is illuminating the links among mental illness, gang involvement, drug abuse and crime. The funding components are responsive to these trends in youth crime by targeting court and custody to the more serious young offenders, ensuring the availability of specialized services for violent youth who suffer from mental illness, testing innovative approaches to emerging youth justice issues, and continuing efforts to rehabilitate and reintegrate

all young offenders. This responsiveness to youth justice issues directly links the funding components to the Department's strategic outcome of "a fair, relevant and accessible justice system that reflects Canadian values" (Department of Justice, 2009, July). Without the funding components, key informants emphasized that programs/projects in line with federal priorities would be restricted (YJSFP) or non-existent (IRCS and YJF), which could result in higher rates of crime, custody and recidivism.

## **5.2. Program Design and Implementation of the Youth Justice Initiative Funding Components**

### **5.2.1. Design of the YJI Funding Components**

Overall, the design of the funding components is appropriate, and each component has design features that respond to the evolving legal framework. The design of the YJSFP promotes programming in support of federal objectives, including the choice between two agreement models and in the programming within each agreement. The high, medium, and low priority categories of the YJSFP are sufficiently broad to encompass a range of programs and services tailored to the needs of each jurisdiction, while the graduated cost-share provides an incentive to target funding to high priority areas. As a result, the YJSFP agreements are important to ensuring the direction of a minimum level of provincial/territorial funding towards evidence-based high priority programs and services. For most jurisdictions, provincial/territorial spending on relevant programs and services is increasing, while the percentage of total funding provided by the federal government is decreasing; over time, the absence of a federal inflation escalator could potentially lead to the erosion of provincial/territorial capacity to deliver programs and services. Because jurisdictions have to maintain their custodial capacity, any service reduction would likely come from high priority programming.

The IRCS Program provides funding to increase access to a greater range of treatment options for violent youth with mental health issues. However, while jurisdictions regularly claimed the maximum allowable under Part A, most claimed less than entitled for Part B, particularly during the community portion of sentences. The evaluation also found a need for greater opportunities for communication and information sharing among IRCS coordinators, to allow jurisdictions to learn from one another to inform the development and refinement of their IRCS processes.

A key strength of the YJF is the Fund's flexibility to target funding to address emerging issues in particular regions or communities, fund projects or approaches that are not yet tested, and

include non-traditional stakeholders who might not otherwise be involved in youth justice projects. However, flexibility should be balanced with enhanced transparency and formalization with respect to the application and review processes, including greater accessibility of Fund information. The Fund could also benefit from improved visibility and outreach, including updates to the Website and additional calls for proposals, as well as increased analysis and dissemination of project results.

### **5.2.2. Performance Measurement for the YJI Funding Components**

The evaluation found room for improvement in the area of performance measurement. For YJSFP and IRCS, the level and type of information provided by different jurisdictions vary considerably, as does the timeliness of reports, which affects the ability to evaluate program effectiveness. Revised reporting requirements for inclusion in the next round of YJSFP and IRCS agreements should be defined based on a clear link to the intended outputs of the funding components, with consideration given to the level of data required for each component and indicator. Recent modifications to the YJF reporting requirements are a step in the right direction to standardize data collection across projects. Funding recipients may also require assistance identifying and measuring appropriate indicators to demonstrate achievement towards intended outcomes.

## **5.3. Effectiveness**

### **5.3.1. Effectiveness of the Youth Justice Services Funding Program**

The evaluation found that provincial/territorial spending on programs and services is strongly aligned with federal priorities, as articulated in the YJSFP agreements. Based on the design of the agreements, alignment with federal youth justice policy objectives is demonstrated by provinces and territories meeting the requirements to receive their full federal contributions. For some jurisdictions, the increase in funding of high priority programs and services largely occurred during the YJRI; however, several provinces and territories continue to increase their spending on high priority programs and services. Jurisdictions have maintained their spending on high priority programs and services following the funding cap that occurred in 2006–2007, though the cap has created some vulnerabilities, particularly in the area of high priority services.

The evaluation found that provinces and territories are offering a wide variety of alternatives to court and incarceration, though the evaluation is limited in its ability to report on these, given the lack of comparability in annual reports. Based on available evidence, commonly available alternatives included extrajudicial measures and sanctions, and ISSPs, while all jurisdictions used reports and assessments and offered rehabilitative and reintegration programming. Jurisdictions experienced decreases in the rate of youth charged, the youth court caseload, and youth sentenced custody rates, as well as corresponding increases in the use of alternative sentencing options and the rate of youth dealt with through alternative means. Remand rates, however, were not similarly impacted, indicating that further work needs to be conducted in order to identify and understand this issue more fully.

Although a relatively large proportion of youth engages in relatively minor delinquent behaviour, a minority is responsible for chronic and serious offending. In line with the YJSFP's objective of proportionality, the evaluation found evidence of decreasing use of court and custody for less serious offences, and greater concentrations of serious violent offenders in custodial facilities. However, there continues to be variation across jurisdictions in sentencing and incarceration rates, as well as variation in the offence profile of youth entering remand. Finally, the evaluation found more youth were detained by police under the YCJA than the YOA.

### **5.3.2. Effectiveness of the Intensive Rehabilitative Custody and Supervision Program**

The evaluation found that the IRCS Program increased jurisdictions' capacity to provide specialized services for serious violent young offenders suffering from a mental illness or disorder, and that all jurisdictions have sufficient capacity to administer IRCS sentences. Jurisdictions regularly claimed the maximum allowable under IRCS Part A, and used it to hire specialized staff, contract services from external agencies, conduct staff training and other activities. Jurisdictions would reportedly be unable to provide these services in the absence of IRCS funding.

The IRCS Program also increased access to specialized rehabilitative and reintegration services for serious violent young offenders with mental illnesses or disorders. A total of 42 IRCS sentences was given during the time frame of the evaluation, and these youth accessed a variety of specialized programs and services.

### **5.3.3. Effectiveness of the Youth Justice Fund**

The broad range of organizations conducting YJF-funded projects, and the high degree of collaboration with both traditional and non-traditional youth justice stakeholders, indicate achievement on the intended outcome of enhancing the involvement of and collaboration with diverse partners in the youth justice system. Almost two-thirds of projects developed new partnerships with YJF funding, including almost half that developed new partnerships with both traditional and non-traditional youth justice partners. Another important indicator of success for this outcome was the large proportion of projects that received funding and in-kind support from other sources during the project period or following the end of YJF funding. This funding is often used to leverage support from other funders.

The YJF also demonstrated increased responsiveness to emerging youth justice issues and youth with unique needs through the annual revision of funding priorities and criteria, the provision of targeted funding to address identified gaps, the testing of innovative pilots, the support to youth with unique needs, and the successful incorporation of projects into provincial/territorial, institutional or organizational programming. Although the adoption of pilots into regular practice indicates that knowledge gained is shared to some extent, the evaluation found a need for greater analysis and dissemination of project results. In order to achieve the intended outcome of increasing knowledge of new and innovative approaches, the YJF needs to not only fund projects, but also ensure that findings are documented and shared with relevant stakeholders including other YJF projects, provincial/territorial partners, potential applicants, and the public.

### **5.3.4. Integrated, Coordinated Approach**

The evaluation noted progress toward the intended outcome of a more integrated, coordinated approach to youth justice, both for individual funding components and for the components in concert with one another. The funding components enhance coordination and collaboration with traditional and non-traditional provincial/territorial and community-based partners, and work together in a complementary fashion to target different issues and areas of the youth criminal justice system. However, gaps in programs and services remain, often at the intersection of differing departmental mandates (e.g., justice and health, justice and education, etc.).

#### **5.4. Economy and Efficiency**

The design of the programs was found to result in efficient administration. By sharing the same administrative team, the YJSFP and IRCS programs have a very low cost ratio (0.3%). The project-based design of the YJF is more expensive to administer, though at 6.4% it is still very reasonable. Interviewees commenting on the economy of YJF projects often used the comparison of the cost per participant with the costs of incarceration for a similar duration. A few projects provided figures on the cost per participant, which ranged from approximately \$10 to \$5,000 depending on the target groups, the type of programming, and the number of individuals identified as being impacted by the project. In contrast, estimates of \$75,000 to \$100,000 per year were given for keeping a youth in custody. Additionally, over three-quarters of the YJF projects were able to leverage additional funding or in-kind support and nearly half of the projects whose YJF funding had ended continued to operate.

#### **5.5. Recommendations and Management Response**

While the evaluation supports the continuation of the three funding programs, there remain areas for improvement as presented in this section.

##### **5.5.1. Issue: Information Sharing Amongst IRCS Coordinators**

The evaluation found that in some jurisdictions, there is no clear ‘path’ to an IRCS sentence; in other words, there may be no process in place for identifying potential IRCS cases, ordering assessments, and/or following the cases prior to or after sentencing. In general, the consideration of an IRCS sentence was up to the Crown or defence. This may account for the lower number of IRCS sentences than originally projected. Some provinces/territories have undertaken initiatives to educate stakeholders in the criminal justice system about the IRCS sentence, and these were reportedly effective at raising awareness of the sentencing option; however, awareness and understanding of the IRCS sentence, including which charges and diagnoses that qualify, could still be improved in many places. A few jurisdictions have IRCS manuals that outline protocols for their province/ territory and/or have, or are in the process of developing, databases or tracking systems to identify and follow potential cases. Opportunities for enhanced communication and information sharing among IRCS coordinators could allow jurisdictions to learn from one another to inform the development of their own IRCS processes, leading to greater consistency of practice across the country, while still allowing for necessary jurisdictional variation.

### **Recommendation 1:**

It is recommended that the Policy Implementation Directorate, Programs Branch, work with provinces and territories to enhance opportunities among IRCS coordinators to communicate and share information.

### **Management Response:**

Agreed. The Policy Implementation Directorate in collaboration with provincial and territorial partners will continue efforts commenced in fiscal year 2009-2010 to enhance opportunities among IRCS coordinators to communicate and share information. To date, various projects have been funded under Part D of the IRCS Funding Program to enhance training and information sharing. For example:

- A National Forum on Working with Female Youth Offenders was held in February 2009 in Vancouver. Following this, several jurisdictional specific training sessions took place regarding gender- sensitive responses to female youth and trauma within the correctional setting.
- Ontario developed E-learning modules to provide accessible, interactive training for staff dealing with youth with mental health needs and on the province's IRCS process.
- British Columbia carried out a series of workshops on IRCS for youth justice staff. Workshops cover legislation, policies, protocols, roles and responsibilities, tracking of potential cases, case management, benefits and lessons learned from previous cases.
- Newfoundland and Labrador carried out information sessions on core correctional programming following a model used in Saskatchewan.
- A youth summit will be held in Prince Edward Island in February 2011 to include addictions, mental health and other youth serving agencies from Prince Edward Island, New Brunswick, and Newfoundland and Labrador to share information and develop skills in dealing with traumatized youth, which is built on lessons learned from the 2009 Female Youth Conference.

### **5.5.2. Issue: Availability of Information on the YJF**

The evaluation identified a need for enhanced transparency and formalization with respect to the YJF application and review processes, including greater accessibility of YJF information. There

is also a need for more outreach on the part of the YJF to encourage more applicants and a greater variety of them.

The YJF's visibility could be improved by making more detailed and up-to-date information available online. The availability of YJF information relates to a further issue identified by the evaluation: insufficient analysis and dissemination of the results of YJF-funded projects. In order to achieve the intended outcome of increasing knowledge of new and innovative approaches, the YJF needs to not only fund projects, but also ensure that findings are documented and shared with relevant stakeholders including other YJF projects, provincial/territorial partners, potential applicants, and the public.

### **Recommendation 2:**

It is recommended that Programs and Corporate Affairs, Youth Justice, explore ways to increase access to information about the application and review processes for the YJF among prospective funding applicants. It is further recommended that Programs and Corporate Affairs, Youth Justice, ensure that findings are documented and shared with relevant stakeholders including other YJF projects, provincial/territorial partners, potential applicants, and the public.

### **Management Response:**

Agreed. The YJF is using its website as a primary means of information dissemination. Online resources have been expanded and updated, and now include the Fund's Terms and Conditions and the approval process for new projects. Information on current and past projects will also be made more easily accessible online. New reporting and evaluation forms and guidelines for funding recipients have been developed to support efforts to analyze project results and disseminate knowledge to relevant stakeholders.

The Fund is regularly sharing information on priorities, projects and calls for proposals with provinces, territories and federal departments and agencies. Partly as a result of its outreach efforts, the Fund is receiving more applications, experienced only a small lapse in funding in 2009-2010 and is anticipating a minimal lapse, if any, in 2010-2011.

### **5.5.3. Issue: Performance Measurement and Evaluation Requirements**

The evaluation found room for improvement in the area of performance measurement. For all three funding components, there were challenges resulting from variations in the level and type



of information provided by funding recipients, which affects the ability to evaluate program effectiveness. The evaluation also identified challenges in distinguishing the impacts of the YCJA from those of the funding components.

**Recommendation 3:**

It is recommended that a Performance Measurement Framework be developed that covers the YJI policy and funding components and clearly links performance measures to intended outcomes.

**Management Response:**

Agreed. We will develop a comprehensive Performance Measurement Framework for the YJI that includes an updated logic model, performance measurement strategy and evaluation strategy.

**5.5.4. Issue: Remand**

The evaluation found that jurisdictions experienced decreases in the rate of youth charged, the youth court caseload, and youth sentenced custody rates, as well as corresponding increases in the use of alternative sentencing options and the rate of youth dealt with through alternative means.

The evaluation noted different patterns for sentenced custody and remand that comprise custody statistics. Overall incarceration rates have declined since the introduction of the YCJA, primarily as a result of decreases in sentenced custody. The average daily count of youth in sentenced custody fell, while rates of remand remained relatively stable. These trends have resulted in remanded youth representing a growing proportion of the youth custody population, such that youth in remand outnumbered youth in sentenced custody.

The evaluation could not explain why remand rates are not decreasing to the same extent as sentenced custody. This is an important issue since remanded youth are often ineligible for programming but may spend a substantial amount of time in custody.

**Recommendation 4:**

It is recommended that the Performance Measurement Framework include an approach to explore issues with respect to remand.

**Management Response:**

Agreed. We will ensure that the Performance Measurement Framework includes an approach to studying the issues with respect to remand.

**APPENDIX A:**  
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**APPENDIX B:**  
**Tables**

**Table 1: Youth Justice Services Funding Program (YJSFP)**

	2005–2006	2006–2007	2007–2008	2008–2009
Actual spending	\$185,302,415	\$177,302,415	\$177,302,415	\$177,302,415
Planned spending	\$144,750,000	\$144,750,000	\$177,302,415	\$177,302,415
Total authorities	\$185,302,415	\$177,302,415	\$177,302,415	\$177,302,415
Variance	\$40,552,415	\$32,552,415	\$0	\$0

Source: Department of Justice DPRs 2005-2006 to 2008-2009

Notes:

2005–2006: An amount of \$32,552,415 in additional money already earmarked in the fiscal framework for this program was accessed during the year as well as an additional amount of \$8M.

2006–2007: Additional funding was obtained through Supplementary Estimates.

**Table 2: Planned and actual federal funding under the IRCS Program by fiscal year**

	2005–2006	2006–2007	2007–2008	2008–2009
Actual spending	\$2,885,475	\$3,424,450	\$4,039,250	\$9,028,126
Planned spending	\$11,325,250	\$6,903,500	\$11,048,000	\$11,048,000
Total authorities	\$2,899,100	\$3,903,500	\$6,949,487	\$10,629,441
Variance	\$8,439,775	\$3,479,050	\$7,008,750	\$2,019,874

Source: Department of Justice DPRs 2005-2006 to 2008-2009

Notes:

2005–2006: The number of IRCS orders imposed by the courts was much lower than initially anticipated.

2006–2007: The number of IRCS sentences was much lower than was anticipated when the program was developed and, as a result, annual spending was significantly below planned levels. Treasury Board has approved the use of \$3M to offset other departmental requirements.

2007–2008: Ongoing supplementary funding of \$11M approved at First Supplementary Estimates minus Reallocation of \$10.2M; only \$4M was spent. The number of IRCS sentences imposed by the courts remained much lower than initially anticipated, leading to actual spending lower than anticipated.

2008–2009: While the number of IRCS orders issued by the courts remained stable, funding requests for other exceptional cases under this program came more slowly than expected.

**Table 3: Youth Justice (Renewal) Fund**

	2005–2006	2006–2007	2007–2008	2008–2009
Actual spending	\$4,417,002	\$3,670,563	\$2,935,467	\$3,189,765
Planned spending	\$4,585,000	\$3,280,000	\$3,905,000	\$5,005,000
Total authorities		\$5,980,000		\$5,005,000
Variance	\$167,998	(\$390,563)	\$969,533	\$1,815,235

*Source: Department of Justice DPRs for 2005-2006 to 2008-2009*

*Notes: Shading denotes that no information is available.*

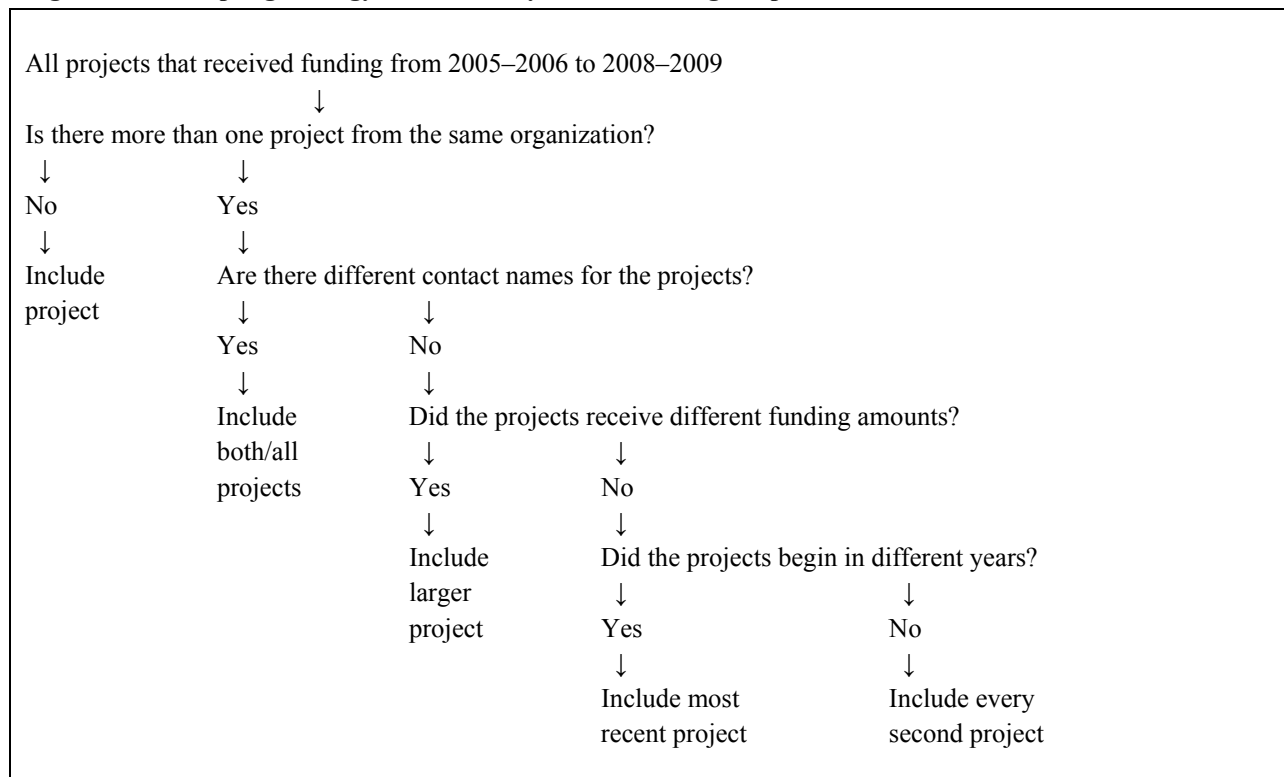
*YJF financial documentation differed from the DPR for 2006–2007 and indicated that planned spending equalled \$5,980,000, in which case the variance would be \$2,309,437 instead of (\$390,563).*

*2006–2007: An additional \$2.5M were received under the Fund through Supplementary Estimates for youth involved in Guns, Gangs, and Drugs. A portion of these funds was unspent, as resources were approved in the fall of 2006. In addition, \$200,000 was returned to the Fund due to a reallocation of an earlier funding cut to another Justice program.*

*2007–2008: There was a transfer of \$101,223 in grant funding and \$71,000 in contribution funding from the GGD stream to the Core Fund.*

*2008–2009: Funding criteria were established, posted on the Internet, and sent to provincial/territorial representatives. A number of proposals submitted did not meet program criteria or required extensive development work, which resulted in lapsing funds. Also, uptake on the new funds allocated for drug treatment as part of the YJADS initiative was slow. Once this issue was identified by management, a request was made in September 2008 to re-profile some of the YJADS funding. However, the requests were not approved.*

**Figure 1: Sampling strategy for the survey of YJF funding recipients**



**Table 4: Total provincial/territorial and federal funding for programs and services under the YJSFP by jurisdiction and fiscal year (\$)**

Jurisdiction	Funding	2005-2006	2006-2007	2007-2008	2008-2009
Newfoundland and Labrador	Total	18,809,744	19,106,633	19,506,573	19,669,055
	Federal	5,349,960	5,119,000	5,119,000	5,119,000
	% federal	28%	27%	26%	26%
Prince Edward Island	Total	4,511,412	4,462,192	4,684,000	
	Federal	2,112,174	2,020,974	2,020,974	
	% federal	47%	45%	43%	
Nova Scotia	Total		15,315,330	16,603,978	18,323,054
	Federal	6,448,276	6,169,876	6,169,876	6,196,876
	% federal		40%	37%	34%
New-Brunswick	Total		15,226,933	15,308,407	16,737,064
	Federal	5,040,054	4,822,454	4,822,454	4,822,454
	% federal		32%	32%	29%

Jurisdiction	Funding	2005-2006	2006-2007	2007-2008	2008-2009
Quebec	Total				
	Federal	38,338,019	---	---	---
	% federal				
Ontario	Total	280,647,353	284,061,191	298,015,416	312,517,586
	Federal	66,687,875	63,808,755	63,808,755	63,808,755
	% federal	24%	22%	21%	20%
Manitoba	Total	28,965,364	32,344,713	36,882,126	43,062,584
	Federal	6,722,770	6,432,530	6,432,530	6,432,530
	% federal	23%	20%	17%	15%
Saskatchewan	Total	49,954,954	50,441,682	60,519,325	56,604,000*
	Federal	7,750,666	7,416,026	7,416,026	
	% federal	16%	15%	12%	
Alberta	Total		39,099,399	44,224,578	
	Federal	17,721,600	16,956,560	16,956,560	16,956,560
	% federal		43%	38%	
British Columbia	Total	73,446,833	71,300,000	73,512,097	71,042,414
	Federal	23,132,712	22,133,992	22,133,992	
	% federal	31%	31%	30%	
Yukon	Total		3,498,738	4,113,505	
	Federal	1,152,448	1,102,688	1,102,688	1,102,688
	% federal		32%	27%	
Northwest Territories	Total		8,648,467	9,093,184	9,445,000*
	Federal	3,197,732			
	% federal				
Nunavut	Total				
	Federal	1,648,129			
	% federal				

Source: YJSFP financial documentation, supplemented with information from annual reports. Where annual reports are not available, the estimates for the fiscal year provided by the jurisdictions are used.

Note: Shading denotes no information available for this data source

--- = no agreement in place

\* Based on estimate of actual expenditures

**Table 5: Total federal funding for programs and services under the YJSFP and number of youth accused by jurisdiction**

Jurisdiction	Federal funding 2006-2007	Number of youth accused 2006	Federal funding per accused youth
Newfoundland and Labrador	\$5,119,000	3,388	\$1,511
Prince Edward Island	\$2,020,974	1,108	\$1,824
Nova Scotia	\$6,169,876	7,987	\$772
New-Brunswick	\$4,822,454	4,807	\$1,003
Quebec	---	21,888	---
Ontario	\$63,808,755	60,616	\$1,053
Manitoba	\$6,432,530	11,384	\$565
Saskatchewan	\$7,416,026	17,728	\$418
Alberta	\$17,721,600*	24,275	\$730
British Columbia	\$22,133,992	20,922	\$1,058
Yukon	\$1,052,688	689	\$1,528
Northwest Territories	\$3,197,732*	1,873	\$1,707
Nunavut	\$1,648,129*	1,200	\$1,373

Source: YJSFP financial documentation, Taylor-Butts & Bressan (2008, p. 13)

Note: Youth accused includes all youth charged and youth cleared by other means

--- = no agreement in place

\* = 2005-2006 financial information used where no data available for 2006-2007 onwards

**Table 6: YJF funding profile by fiscal year**

	2005-2006	2006-2007	2007-2008	2008-2009	Total
<b>Requested</b>					
Funding	\$4,484,832	\$11,694,022	\$2,342,251	\$2,576,491	\$21,097,596
Projects	78	100	34	32	244
Average	\$57,498	\$116,940	\$68,890	\$80,515	\$86,466
<b>Approved</b>					
Funding	\$2,627,800	\$5,537,375	\$2,319,751	\$2,465,637	\$12,950,563
Projects	49	67	34	29	179
Average	\$53,629	\$82,647	\$68,228	\$85,022	\$72,350
<b>Rejected</b>					
Funding	\$1,857,032	\$6,156,647	\$0	\$110,854	\$8,124,533
Projects	29	33	0	3	65
Win rate	63%	67%	100%	91%	73%

Source: GCIMS

**Table 7: YJF funding by province/territory for 2005-2006 to 2008-2009**

Province/Territory	Youth population 2006 (n=2,583,382)	Applications to YJF (n=244)	YJF-funded projects (n=179)	Proportion of YJF funding (Total=\$12,950,563)
	% (n)	% (n)	% (n)	% (\$)
Newfoundland and Labrador	1.5% (38,588)	4.5% (11)	5.6% (10)	2.5% (\$323,388)
Prince Edward Island	0.5% (11,783)	5.3% (13)	6.7% (12)	6.4% (\$825,666)
Nova Scotia	2.2% (71,871)	7.8% (19)	9.5% (17)	5.3% (\$691,608)
New Brunswick	2.2% (57,009)	4.5% (11)	5.0% (9)	2.2% (\$290,489)
Quebec	22.5% (581,355)	6.6% (16)	3.4% (6)	1.4% (\$175,570)
Ontario	39.4% (1,017,730)	34.0% (83)	33.5% (60)	47.3% (\$6,122,796)
Manitoba	4.0% (102,190)	11.5% (28)	10.6% (19)	10.2% (\$1,322,385)
Saskatchewan	3.4% (3,4%)	7.0% (17)	6.1% (11)	3.4% (\$436,371)
Alberta	10.8% (278,223)	4.5% (11)	5.6% (10)	8.4% (\$1,093,339)
British Columbia	12.6% (324,977)	12.3% (30)	11.7% (21)	12.0% (\$1,557,323)
Yukon	0.1% (2,697)	0.8% (2)	0.6% (1)	0.7% (\$90,876)
NWT	0.2% (4,197)	1.2% (3)	1.7% (3)	0.2% (\$20,752)
Nunavut	0.1% (3,851)	---	---	---

Source: Statistics Canada (2009, November 30), GCIMS, youth population calculated from Taylor-Butts & Bressan (2008, p. 13)

Note: --- = no applications submitted/no projects funded

**Table 8: YJF recipient opinion on proposal development process (n=54)**

Item	Strongly agree	Agree	Disagree	Strongly disagree	Don't know / no response
	% (n)	% (n)	% (n)	% (n)	% (n)
a) The eligibility criteria for funding were clear	30% (16)	61% (33)	4% (2)	--	6% (3)
b) The proposal development process helped our organization to clarify the objectives of our project	32% (17)	50% (27)	9% (5)	2% (1)	7% (4)
c) The proposal development process helped our organization to identify appropriate strategies for our project	30% (16)	44% (24)	9% (5)	--	17% (9)
d) Proposal requirements were clear	33% (18)	56% (30)	4% (2)	2% (1)	6% (3)
e) The process for evaluating proposals was clear	17% (9)	54% (29)	9% (5)	--	20% (11)

Note: Row totals may not sum to 100% due to rounding.

**Table 9: YJF recipient opinion on assistance received (n=54)**

Assistance	Very useful	Useful	Not useful	N/A / Did not receive assistance	Don't know / no response
	% (n)	% (n)	% (n)	% (n)	% (n)
a) Information about the Youth Justice Fund	43% (23)	41% (22)	--	4% (2)	13% (7)
b) Assistance developing a proposal	30% (16)	33% (18)	2% (1)	20% (11)	15% (8)
c) Feedback on a proposal	33% (18)	33% (18)	--	19% (10)	15% (8)
d) Technical support	15% (8)	13% (7)	--	52% (28)	20% (11)
e) Assistance with project management, including program delivery or administration	9% (5)	7% (4)	4% (2)	59% (32)	20% (11)
f) Assistance with evaluation or performance measurement	11% (6)	22% (12)	6% (3)	46% (25)	15% (8)
g) Assistance with reporting	15% (8)	30% (16)	7% (4)	33% (18)	15% (8)

Note: Row totals may not sum to 100% due to rounding.



**Table 10: YJF recipient opinion on project reporting requirements (n=54)**

Item	Strongly agree	Agree	Disagree	Strongly disagree	Don't know
	% (n)	% (n)	% (n)	% (n)	% (n)
a) Reporting requirements were clear	35% (19)	56% (30)	2% (1)	2% (1)	6% (3)
b) Reporting requirements were reasonable	30% (16)	61% (33)	2% (1)	--	7% (4)
c) Youth Justice Fund staff clearly communicated expectations about reporting requirements	33% (18)	56% (30)	2% (1)	4% (2)	6% (3)
d) Meeting reporting requirements was difficult	6% (3)	13% (7)	63% (34)	13% (7)	6% (3)

Note: Row totals may not sum to 100% due to rounding.

**Table 11: Provincial/territorial funding for high priority programs and services by jurisdiction and fiscal year (\$) for jurisdictions with priority-based agreements**

Jurisdiction	Expenditures	2005–2006	2006–2007	2007–2008	2008–2009
Newfoundland and Labrador	Minimum high	7,136,402	6,828,109	6,828,109	6,828,109
	Actual high	8,137,273	7,522,452	7,690,678	7,460,586*
	% difference	14%	10%	13%	9%
	% of total	43%	39%	39%	38%
Prince Edward Island	Minimum high	2,481,534	2,374,331	2,374,331	2,374,331
	Actual high	2,539,630	2,567,690	2,696,000*	
	% difference	2%	8%	14%	
	% of total	56%	58%	58%	
Nova Scotia	Minimum high	n/a	7,007,594	7,007,594	7,007,594
	Actual high		8,057,284	9,963,254	9,888,791
	% difference		15%	42%	41%
	% of total		53%	60%	54%
New Brunswick	Minimum high	n/a	5,772,930	5,772,930	5,772,930
	Actual high		5,983,039	5,840,531	6,672,252
	% difference		4%	1%	16%
	% of total		39%	38%	40%
Ontario	Minimum high	94,267,380	90,196,350	90,196,350	90,196,350
	Actual high	116,206,375	121,576,320	131,531,800	139,697,783
	% difference	23%	35%	46%	55%
	% of total	41%	43%	44%	45%

Jurisdiction	Expenditures	2005–2006	2006–2007	2007–2008	2008–2009
Manitoba	Minimum high	10,603,062	10,075,785	10,075,785	10,075,785
	Actual high	14,937,109	17,486,726	20,095,855	23,475,907*
	% difference	42%	74%	99%	133%
	% of total	52%	54%	54%	55%
Saskatchewan	Minimum high	15,419,552	14,753,427	14,753,427	14,753,427
	Actual high	20,378,562	21,556,505	25,174,126	24,814,000*
	% difference	32%	46%	71%	68%
	% of total	41%	43%	42%	44%
British Columbia	Minimum high	41,363,789	36,806,653	36,806,653	36,806,653
	Actual high	43,560,729	42,200,000	43,136,524	40,875,687
	% difference	5%	15%	17%	11%
	% of total	59%	59%	59%	58%
Yukon	Minimum high	2,329,471	2,329,471	2,329,471	
	Actual high	2,714,533	2,616,325	2,732,453	
	% difference	17%	12%	17%	
	% of total	77%	75%	66%	
Northwest Territories	Minimum high	5,255,467	5,255,467	5,255,467	5,255,467
	Actual high	5,953,925	6,653,109	6,962,377	7,445,000*
	% difference	13%	27%	32%	42%
	% of total	74%	77%	77%	79%
Nunavut	Minimum high				
	Actual high				
	% difference				
	% of total				

Source: YJSFP financial documentation supplemented with information from annual reports. In cases where YJSFP financial documentation differed from annual reports, annual report data were used. Where annual reports are not available, the estimates for the fiscal year provided by the jurisdictions were used.

Note: Shading denotes no information available for this data source.

\* Based on estimate of actual expenditures.

**Table 12: Provincial/territorial funding for high priority programs and services compared to base year (1998–1999) by jurisdiction and fiscal year (% over/under base year)**

Jurisdiction	Base year \$	2000–2001	2001–2002	2002–2003	2003–2004	2004–2005	2005–2006	2006–2007	2007–2008	2008–2009
Newfoundland and Labrador	\$5,922,787	24%	35%	44%	49%		37%	27%	30%	26%*
Prince Edward Island	\$2,040,557	17%	26%	28%	2%		24%	26%	32%*	
Nova Scotia	\$7,232,990	n/a	n/a	n/a	n/a	n/a	n/a	11%	38%	37%
New Brunswick	\$6,033,581	n/a	n/a	n/a	n/a	n/a	n/a	-1%	-3%	11%
Ontario	\$88,639,447	-2%	<1%	5%			31%	37%	48%	58%
Manitoba	\$9,147,294	38%	46%	52%	57%		63%	91%	120%	157%*
Saskatchewan	\$13,784,487	16%	23%	23%	37%		48%	56%	83%	80%*
British Columbia	\$35,603,212	11%	19%	20%	20%		22%	19%	21%	15%
Yukon	\$2,146,816						26%	22%	27%	
Northwest Territories	\$4,597,069	13%	36%	104%	69%		30%	46%	51%	62%*
Nunavut	\$1,753,221	-15%	21%	17%						

Source: YJSFP financial documentation supplemented with information from provincial/territorial annual reports.

Where actual expenditures were not available, estimates for the fiscal year provided by the jurisdictions are used.

Information for 2004–2005 was not provided.

Notes: The Base Year for Nova Scotia and New Brunswick is 2005–2006.

Alberta is not included, as it uses the results-based model. Quebec is not included, as it also used the results-based model until 2005–2006 and does not have a current agreement in place.

Shading denotes no information available for this data source

\* Based on estimate of actual expenditures.

**Table 13: Youth incarceration rates per 10,000 population by province/territory for 2002-2003 to 2008-2009**

Jurisdiction	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009
Canada	13	9	8	8	8	8	7
Newfoundland and Labrador	24	13	13	11	12	9	7
Prince Edward Island	12	7	3	4	7	7	6
Nova Scotia	17	10	7	8	10	10	9
New Brunswick	18	13	13	11	11	10	10
Quebec	8	6	5	4	4	4	4
Ontario	---	10	10	8	8	8	7
Manitoba	26	20	19	21	21	25	26
Saskatchewan	34	28	26	23	24	26	26
Alberta	12	8	8	7	8	7	6
British Columbia	7	5	5	4	4	4	4
Yukon	21	14	14	11	4	15	16
Northwest Territories	110	59	56	51	45	36	35
Nunavut	38	29	34	32	--	---	--

*Note: The incarceration rate is the average daily count of remand, secure, and open custody per 10,000 youth 12–17 in the population.*

*Rates are rounded to the nearest whole number*

*Rates for 2006-2007 were calculated using percentage changes from 2007-2008 data*

*--- = not available for reference period*

*Sources: Milligan (2008, p. 18), Kong (2009, p. 24), Statistics Canada (2009, December 8)*

**Table 14: Total federal funding for IRCS Part A by fiscal year (\$)**

Jurisdiction	2005–2006	2006–2007	2007–2008	2008–2009
Newfoundland	100,000	100,000	85,626	
Prince Edward Island	100,000	100,000		
Nova Scotia	100,000	100,000	100,000	107,594
New Brunswick	100,000	100,000	100,000	200,000
Quebec	100,000	100,000	100,000	
Ontario	100,000	100,000	100,000	
Manitoba	100,000	100,000	100,000	
Saskatchewan	100,000	100,000	100,000	
Alberta	100,000	100,000	100,000	
British Columbia	100,000	100,000	100,000	
Yukon	150,000			
NWT	112,500	150,000	150,000	200,000
Nunavut				

Source: IRCS financial documentation

Notes: As of September 25, 2009, several provincial/territorial claims had yet to be submitted and/or finalized (denoted by shading).

**Table 15: IRCS cases with offences and sentence length in days by jurisdiction and fiscal year**

Jurisdiction	2005–2006	2006–2007	2007–2008	2008–2009	Total Cases
Newfoundland	--	--	MS – 1096	--	1
Prince Edward Island	--	--	--	--	--
Nova Scotia	3SVO – 730	--	3SVO – 731	AM – 1096	3
New Brunswick	Other – 240	--	--	Other – 546	2
Quebec	--	--	--	--	--
Ontario	M1 – 2374 MS – 1096 MS – 1096 AM – 1096 3SVO – 730	M2 – 2557 M2 – 2557 MS – 1096 ASA – 1035 3SVO – 1096	M2 – 2557 MS – 1004 MS – 1096	M2 – 2556 3SVO – 731	15
Manitoba	M1 – 3652	--	M2 – 2556	MS – 1095	3
Saskatchewan	--	M2 – 2192* MS – 823	--	M2 – 2191 MS – 389**	4
Alberta	M1 – 3652† MS – 1004	--	M1 – 3103 MS – 1096 AM – 1096	M1 – 2192 M2 – 2557 MS – 1096 AM – 1097 ASA – 1095	10
British Columbia	ASA – 1096	3SVO – 975‡	MS – 807	MS – 1095	4
Yukon	--	--	--	--	--
NWT	--	--	--	--	--
Nunavut	--	--	--	--	--
<b>Total cases</b>	<b>11</b>	<b>8</b>	<b>10</b>	<b>13</b>	<b>42</b>

Source: Department of Justice IRCS tracking documentation, supplemented with file review data

Note: Each offence represents one IRCS case

M1=First-degree murder; M2=Second-degree murder; MS=Manslaughter; AM=Attempted murder; ASA=Aggravated sexual assault; 3SVO=Third serious violent offence

Third serious violent offences included aggravated assault, assault with a weapon, sexual assault (2), break and enter, and arson. Other charges were both theft; these did not technically meet the IRCS criteria but the IRCS orders were made and not appealed.

Tracking documentation records sentence length for funding purposes, i.e., does not include credit for time served.

\* Seven-year sentence (2557 days) with credit for one year served.

\*\* IRCS sentence given on review. Sentence length does not reflect time served under non-IRCS sentence.

† Ten-year IRCS sentence does not include additional two years probation.

‡ Three-year sentence (1096 days) with credit for 121 days served.

**Table 16: Total federal funding for IRCS Part B by fiscal year (\$)**

Jurisdiction	2005–2006	2006–2007	2007–2008	2008–2009
Newfoundland	--	--	31,481	
Prince Edward Island	--	--	--	--
Nova Scotia	124,691	87,637	26,722	109,450
New Brunswick	66,275	--	--	--
Quebec	--	--	--	--
Ontario	737,005	953,436	1,065,982	
Manitoba	25,575	100,375	174,020	
Saskatchewan	--		201,300	
Alberta	129,659	147,042	410,477	
British Columbia	160,126		243,509	
Yukon	--	--	--	--
NWT	--	--	--	--
Nunavut	--	--	--	--

Source: IRCS financial documentation

**Table 17: Unused eligible amounts for IRCS Part B by fiscal year**

Jurisdiction	2005–2006	2006–2007	2007–2008	2008–2009
Newfoundland	--	--	15,819	
Prince Edward Island	--	--	--	--
Nova Scotia	35,909	80,113	37,078	--
New Brunswick	--	--	--	11,000
Quebec	--	--	--	--
Ontario	8,245	54,414	211,818	
Manitoba	--	--	8,030	
Saskatchewan	--	99,275	--	
Alberta	65,591	154,083	36,673	
British Columbia	57,399	273,350	101,341	
Yukon	--	--	--	--
NWT	--	--	--	--
Nunavut	--	--	--	--

Source: IRCS financial documentation

Shading denotes no information available (reports not yet submitted)

**Table 18: Selected characteristics of funded projects by fiscal year**

Characteristic	2005–2006 (n=49)	2006–2007 (n=67)	2007–2008 (n=34)	2008–2009 (n=29)	Total
	% (n)	% (n)	% (n)	% (n)	%(n)
<b>Funding stream</b>					
Core Fund	100.0 (49)	71.6 (48)	47.1 (16)	31.0 (9)	68.2 (122)
GGD	0.0 (0)	28.4 (19)	44.1 (15)	34.5 (10)	24.6 (44)
YJADS	0.0 (0)	0.0 (0)	8.8 (3)	34.5 (10)	7.3 (13)
<b>Fund component</b>					
CCP	28.6 (14)	77.6 (52)	61.8 (21)	69.0 (20)	59.8 (107)
PLEI	22.4 (11)	19.4 (13)	26.5 (9)	3.4 (1)	19.0 (34)
PTP	42.9 (21)	0.0 (0)	5.9 (2)	20.7 (6)	16.2 (29)
IP	6.1 (3)	3.0 (2)	5.9 (2)	6.9 (2)	5.0 (9)
<b>Grant or contribution</b>					
Grant	57.1 (28)	46.3 (31)	70.6 (24)	62.1 (18)	56.4 (101)
Contribution	42.9 (21)	53.7 (36)	29.4 (10)	37.9 (11)	43.6 (78)
<b>Project type</b>					
Information sharing	28.6 (14)	29.9 (20)	38.2 (13)	37.9 (11)	32.4 (58)
Pilot or model program	30.6 (15)	31.3 (21)	20.6 (7)	17.2 (5)	26.8 (48)
Aboriginal	12.2 (6)	19.4 (13)	11.8 (4)	13.8 (4)	15.1 (27)
Information gathering	10.2 (5)	3.0 (2)	14.7 (5)	6.9 (2)	7.8 (14)
Multi-faceted	4.1 (2)	9.0 (6)	0.0 (0)	6.9 (2)	5.6 (10)
Training	10.2 (5)	1.5 (1)	5.9 (2)	6.9 (2)	5.6 (10)
Evaluation	0.0 (0)	3.0 (2)	2.9 (1)	3.4 (1)	2.2 (4)
Other	4.1 (2)	3.0 (2)	5.9 (2)	6.9 (2)	4.5 (8)



Characteristic	2005–2006 (n=49)	2006–2007 (n=67)	2007–2008 (n=34)	2008–2009 (n=29)	Total
	% (n)	% (n)	% (n)	% (n)	%(n)
<b>Jurisdiction</b>					
ON	26.5 (13)	31.3 (21)	41.2 (14)	41.4 (12)	33.5 (60)
BC	20.4 (10)	13.4 (9)	0.0 (0)	6.9 (2)	11.7 (21)
MB	8.2 (4)	9.0 (6)	14.7 (5)	13.8 (4)	10.6 (19)
NS	8.2 (4)	9.0 (6)	8.8 (3)	13.8 (4)	9.5 (17)
PEI	10.2 (5)	7.5 (5)	0.0 (0)	6.9 (2)	6.7 (12)
SK	6.1 (3)	6.0 (4)	8.8 (3)	3.4 (1)	6.1 (11)
AB	6.1 (3)	6.0 (4)	5.9 (2)	3.4 (1)	5.6 (10)
NL	6.1 (3)	9.0 (6)	0.0 (0)	3.4 (1)	5.6 (10)
NB	4.1 (2)	7.5 (5)	2.9 (1)	3.4 (1)	5.0 (9)
QC	2.0 (1)	0.0 (0)	14.7 (5)	0.0 (0)	3.4 (6)
NT	2.0 (1)	1.5 (1)	2.9 (1)	0.0 (0)	1.7 (3)
YK	0.0 (0)	0.0 (0)	0.0 (0)	3.4 (1)	0.6 (1)
NU	--	--	--	--	--
<b>Amount of project funding</b>					
Less than \$15k	8.2 (4)	16.4 (11)	29.4 (10)	31.0 (9)	19.0 (34)
\$15k - \$29.9k	36.7 (18)	22.4 (15)	29.4 (10)	17.2 (5)	26.8 (48)
\$30k - \$49.9k	26.5 (13)	17.9 (12)	14.7 (5)	13.8 (4)	19.0 (34)
\$50k - \$99.9k	8.2 (4)	17.9 (12)	5.9 (2)	10.3 (3)	11.7 (21)
\$100k - \$199.9k	18.4 (9)	10.4 (7)	5.9 (2)	10.3 (3)	11.7 (21)
\$200k +	2.0 (1)	14.9 (10)	14.7 (5)	17.2 (5)	11.7 (21)

Source: GCIMS

Notes: Percentages may not sum to 100% due to rounding.

**Table 19: YJF recipient organization type (n=54)**

<b>Organization type</b>	<b>% (n)</b>
Non-profit community organization, society, or association	63% (34)
Provincial/territorial government, agency, or institution	20% (11)
Band, FN, Tribal Council, Aboriginal organization	6% (3)
Municipal/local government, agency, or institution	4% (2)
Board of education	2% (1)
Private sector organization performing work for no profit	2% (1)
Do not know/no response	4% (2)

**Table 20: YJF recipient main organizational focus (n=54)**

<b>Organizational focus</b>	<b>% (n)</b>
Justice/youth justice	33% (18)
Education	19% (10)
Social services	11% (6)
Mental health	7% (4)
Law enforcement	4% (2)
Public legal education and information	4% (2)
Family and youth services	4% (2)
Health	2% (1)
Employment services	2% (1)
Other	4% (2)
Do not know/no response	11% (6)

**Table 21: YJF recipients' project partners (n=54)**

<b>Project partner type</b>	<b>% (n)</b>
Non-profit community organization, society, or association	65% (35)
Provincial/territorial government, agency, or institution	57% (31)
Municipal/local government, agency, or institution	43% (23)
Band, FN, Tribal Council, Aboriginal organization	35% (19)
Board of education	32% (17)
Canadian institutions	24% (13)
Private sector organizations	15% (8)
Other	2% (1)
No partnerships	7% (4)
Do not know/no response	2% (1)

*Note: Respondents could provide more than one answer; totals may sum to more than 100%*

**Table 22: YJF recipients' additional project funding sources (n=54)**

<b>Project funding source</b>	<b>% (n)</b>
Provincial/territorial government	43% (23)
Non-profit community organization, society, or association	35% (19)
Municipal/local government, agency, or institution	17% (9)
Federal government - another department	13% (7)
Board of education/schools	11% (6)
Band, FN, Tribal Council, Aboriginal organization	9% (5)
Private sector organization	9% (5)
Canadian institution	6% (3)
Fundraising	2% (1)
Other	2% (1)
None	13% (7)
Do not know / no response	11% (6)

*Note: Respondents could provide more than one answer; totals may sum to more than 100%*

**Table 23: YJF projects' target groups (n=54)**

Target group	% (n)
Youth in conflict with the law	52% (28)
Youth at risk	43% (23)
Aboriginal, Inuit, or Métis youth	33% (18)
Justice-related professionals	30% (16)
Youth in the justice system involved/influenced in/by gangs	24% (13)
Other professional groups or individuals	24% (13)
Youth in the justice system in need of drug treatment programming	22% (12)
Youth in the justice system with cognitive incapacities	20% (11)
Youth in the justice system with mental health issues	19% (10)
Community at large	19% (10)
Youth (not otherwise specified)	17% (9)
Rural community	15% (8)
Homeless youth	13% (7)
Governments (any level)	13% (7)
Urban community	11% (6)
Ethnocultural or visible minority youth	7% (4)
Youth with disabilities	7% (4)
Northern community	7% (4)
Official language minority youth	6% (3)
Other	2% (1)
Do not know/no response	4% (2)

*Note: Respondents could provide more than one answer; totals may sum to more than 100%*

**Table 24: Key project activities (n=54)**

Activity	% (n)
Conference/workshop	50% (27)
Education	44% (24)
Information sharing	39% (21)
Program development/implementation	37% (20)
Training	17% (9)
Research	15% (8)
Program assessment/evaluation	6% (3)
Recreation	4% (2)
Other	4% (2)

*Note: Respondents could provide more than one answer; totals may sum to more than 100%*

**APPENDIX C:**  
**Profile of Intensive Rehabilitative Custody and Supervision Cases**

### **Profile of IRCS cases**

- Most IRCS youth were male (32), though there were also some female cases (9).<sup>53</sup>
- The average age of IRCS youth was 16.7 years old.
- Twenty cases involved Aboriginal youth; however, Aboriginal status was not recorded for 11 cases.
- In 22 cases, the youth had at least one prior conviction; however, not all files contained complete information on this item.
- Youth received IRCS orders for a wide range of mental diagnoses. These include conduct disorder (21), oppositional defiant disorder (6), and anti-social behaviour (5); substance abuse including poly-substance abuse disorder (5), cannabis abuse (8), alcohol abuse (2), and other substance abuse (6); attention-deficit (hyperactivity) disorder (10); anxiety (8) and depression (7); mental retardation and cognitive delays (7) or learning disorders (2); post-traumatic stress disorder; fetal alcohol spectrum disorder or alcohol-related neuro-developmental disorder (5); attachment disorder (2); and others (e.g., bipolar, adjustment disorder, obsessive compulsive disorder, pyromania, social phobia) (9).
- The length of IRCS sentences ranged from 240 to 3,652 days with an average sentence of 1,476 days.
- The average ratio of custody to community portions of sentences was approximately 60/40, and the comparable median ratio was 63/37.

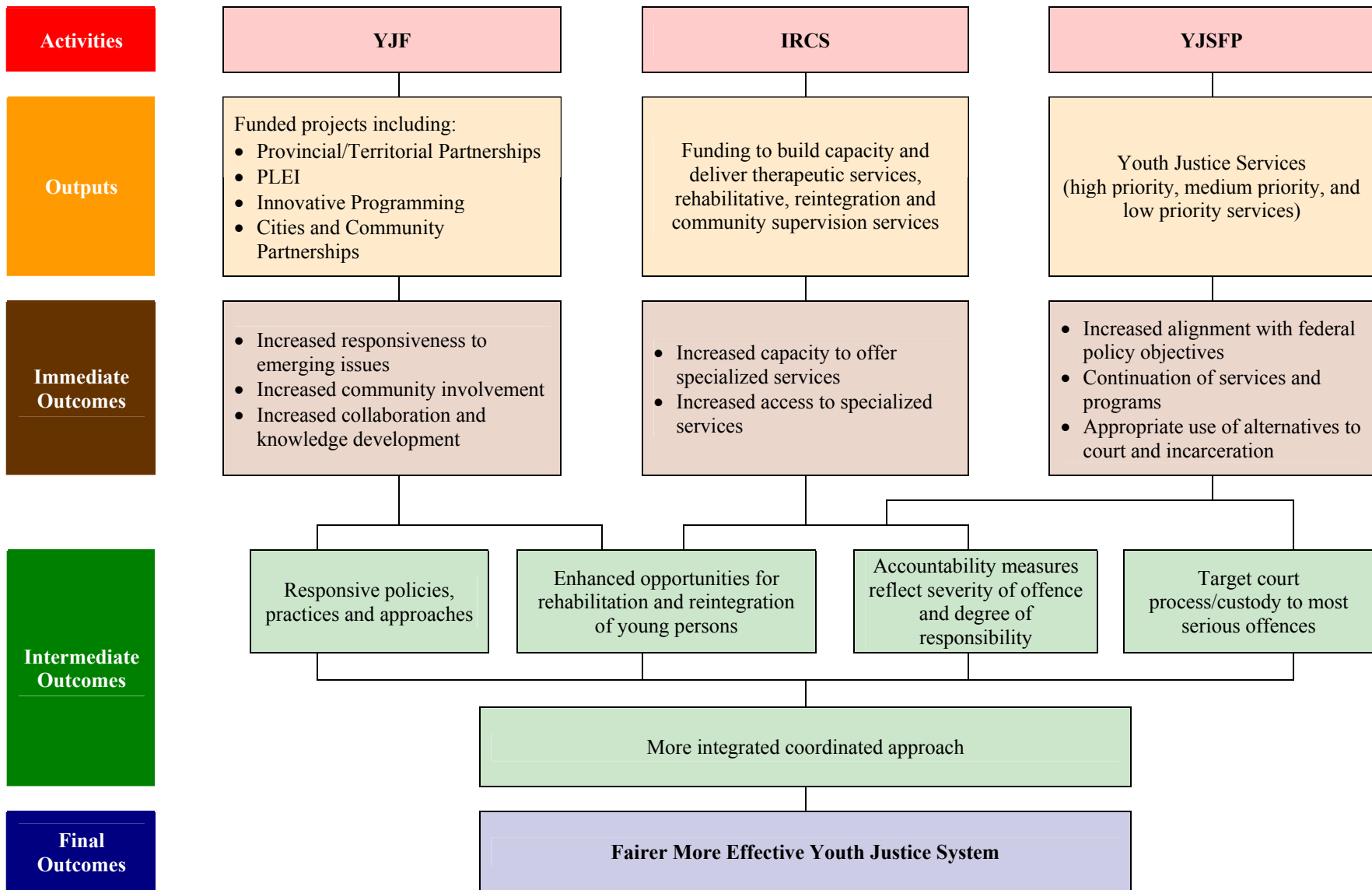
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<sup>53</sup> For one file, the gender could not be ascertained.



**APPENDIX D**  
**Logic Model**

### Program Logic Model for the YJI Funding Components



Source: Department of Justice Canada. (2008, September). Youth Justice Initiative Evaluation Framework. p. 26.

**APPENDIX E:**  
**Evaluation Framework**

## Evaluation Framework for the Youth Justice Initiative – Funding Components

Issues/questions	Indicators	Data sources
<b>Relevance</b>		
1. Are the objectives of the funding components of the YJI consistent with the strategic objectives of the Department of Justice and federal priorities?	<ul style="list-style-type: none"> <li>• Comparison of objectives with departmental strategic objectives and federal priorities</li> </ul>	Document review
2. Are the three funding components of the YJI still relevant/needed? What would be the impact on the youth justice system if they were not in place?	<ul style="list-style-type: none"> <li>• Identified need for programs</li> <li>• Impact of YJI funding components in youth justice system</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients): Case studies: Survey:
3. Does the program area or activity continue to serve the public interest?	<ul style="list-style-type: none"> <li>• Assessment of contribution to public interest</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients):
4. Is there a legitimate and necessary role for government in each program area or activity? Is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces?	<ul style="list-style-type: none"> <li>• Assessment of appropriateness of government role and level of government involvement</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients):
<b>Program Design and Implementation</b>		
<i>General</i>		
5. To what extent have the YJI funding components been implemented as planned? What has changed and why? Were there any impacts attributable to those changes?	<ul style="list-style-type: none"> <li>• Comparison of actual with intended design in terms of: <ul style="list-style-type: none"> <li>- organizational structure</li> <li>- funding programs</li> <li>- stakeholder relationships</li> <li>- performance measurement strategy</li> </ul> </li> <li>• Perception/evidence of impacts of changes</li> </ul>	Document review Key informant interviews (Department of Justice personnel)
6. To what extent is the design of the YJI funding components appropriate to support the objectives, intended outcomes, identified needs, and emerging issues?	<ul style="list-style-type: none"> <li>• Assessment of appropriateness of design</li> <li>• Assessment of proposal development / approval processes and recommendations for changes (YJF)</li> </ul>	File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients): Case studies Survey
7. To what extent have partnerships/relationships been working effectively to support the achievement of YJI funding objectives?	<ul style="list-style-type: none"> <li>• Assessment of effectiveness of project partnerships (YJF)</li> <li>• Assessment of effectiveness of federal-provincial/territorial working relationship (YJSFP and IRCS)</li> </ul>	Document and file review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients): Case studies

Issues/questions	Indicators	Data sources
	<ul style="list-style-type: none"> <li>Number and nature of joint initiatives and working groups with federal and provincial/territorial partners (YJSFP and IRCS)</li> </ul>	Survey
8. Have there been any changes in YJSFP service delivery over time? Were changes a result of federal funding? (YJSFP)	<ul style="list-style-type: none"> <li>Changes in high priority services and programs</li> <li>Assessment of reasons for changes in service delivery</li> </ul>	File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives)
9. How is the basic capacity and case funding used by jurisdictions? (IRCS)	<ul style="list-style-type: none"> <li>Description of use of IRCS funding, including incremental funding</li> </ul>	File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives)
10. What assistance do Department of Justice staff provide to YJF funding applicants and funded projects? To what extent does this assistance help projects to move forward? (YJF)	<ul style="list-style-type: none"> <li>Nature and extent of assistance provided/received</li> <li>Assessment of assistance provided/received</li> </ul>	File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, funding recipients) Case studies Survey
<b>Performance Measurement Strategy</b>		
11. To what extent has the Department of Justice implemented an effective performance measurement strategy to: <ul style="list-style-type: none"> <li>provide timely management/project management information</li> <li>assist the Department of Justice in ongoing performance monitoring and program adjustment</li> <li>capture adequate and useful information for assessing the impact of YJI funding?</li> </ul>	<ul style="list-style-type: none"> <li>Evidence that agreements/projects are being monitored</li> <li>Capability of GCIMS to generate relevant reports (YJF)</li> <li>Assessment of performance measurement strategy</li> <li>Assessment of data to support evaluation</li> <li>Assessment of reporting requirements for agreements/projects</li> </ul>	File review GCIMS Key informant interviews (Department of Justice personnel, provincial/territorial representatives, funding recipients) Case studies Survey
<b>Success</b>		
12. In what manner and to what extent have the activities and outputs contributed toward achieving the objectives and intended outcomes of the YJI funding components? (to be addressed for each funding component separately)	<b>YJSFP</b> <ul style="list-style-type: none"> <li>Number of agreements with provincial/territorial partners</li> <li>Number of cases involving youth by jurisdiction</li> <li>Youth incarceration rates by jurisdiction</li> <li>Ability to maintain/continue existing and high priority programs and services after funding cap</li> <li>Assessment of alignment of provincial/territorial youth justice programs with federal youth justice policy objectives</li> <li>Availability and use of alternatives to court and incarceration</li> </ul>	Document and file review Key informant interviews (Department of Justice personnel, provincial/territorial representatives)

Issues/questions	Indicators	Data sources
	<ul style="list-style-type: none"> <li>• Assessment of use of court process and custody by seriousness of offence</li> <li>• Assessment of proportionality of accountability measures to the severity of the offence and degree of responsibility of the offender</li> <li>• Changes in integration and/or coordination in approach to youth justice issues</li> </ul>	
	<p><b>IRCS</b></p> <ul style="list-style-type: none"> <li>• Number of agreements with provincial/territorial partners</li> <li>• Number of IRCS cases</li> <li>• Availability of specialized services required for the administration of an IRCS sentence</li> <li>• Assessment of changes in provincial/territorial capacity to provide specialized services, including rehabilitation and reintegration services, for serious violent young offenders suffering from a mental illness or disorder</li> <li>• Assessment of impact of incremental funding</li> <li>• Assessment of proportionality of accountability measures to the severity of the offence and degree of responsibility of the offender</li> <li>• Changes in integration and/or coordination in approach to youth justice issues</li> </ul>	<p>File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives)</p>
	<p><b>YJF</b></p> <ul style="list-style-type: none"> <li>• Number of applications received</li> <li>• Number and types of projects funded</li> <li>• Number of projects in each funding component (provincial/territorial partnerships, PLEI, innovative programming, cities and community partnerships) and priority area (GGD, YJADS).</li> <li>• Number of projects with new/non-traditional partners</li> <li>• Nature of non-traditional partnerships</li> <li>• Number of projects involving provincial/territorial</li> </ul>	<p>Document and file review: GCIMS data Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients) Case studies Survey</p>

Issues/questions	Indicators	Data sources
	<p>partners</p> <ul style="list-style-type: none"> <li>• Evidence that projects are reaching targeted groups through projects/number of youth reached</li> <li>• Assessment of changes in responsiveness to emerging youth justice issues and youth with unique needs including youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth</li> <li>• Level of community involvement in youth justice system, including collaboration between traditional and non-traditional youth justice partners</li> <li>• Evidence of knowledge development amongst youth justice system stakeholders, including sharing and application of best practices, skills development, and awareness of new or enhanced models</li> <li>• Development, availability, and use of enhanced rehabilitation and reintegration services, including community-based youth programs and initiatives</li> <li>• Changes in integration and/or coordination in approach to addressing emerging youth justice issues</li> </ul>	
<p>13. Are there more effective ways of achieving the objectives of YJI funding?</p>	<ul style="list-style-type: none"> <li>• Identified possible alternatives</li> </ul>	<p>Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients): Case studies</p>
<p>14. Are the YJI funding components supported by stakeholders?</p>	<ul style="list-style-type: none"> <li>• Number and nature of shared initiatives with stakeholders</li> <li>• Level of stakeholder support for funding approaches</li> </ul>	<p>File review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives) Case studies Survey</p>
<p>15. What unintended or unanticipated impacts were generated by the YJI funding components? How have they impacted achievement of the intended outcomes?</p>	<ul style="list-style-type: none"> <li>• Identified unintended impacts</li> </ul>	<p>Document and file review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, other federal representatives, funding recipients) Case studies Survey</p>
<p>16. What factors are contributing to or constraining the achievement of the objectives</p>	<ul style="list-style-type: none"> <li>• Identified challenges and best practices</li> <li>• Nature of factors contributing to or constraining</li> </ul>	<p>File review Key informant interviews (Department of Justice</p>

Issues/questions	Indicators	Data sources
and intended outcomes?	success	personnel, provincial/territorial representatives, other federal representatives, funding recipients): Case studies Survey
17. Is the Department of Justice facing any resource challenges in terms of available funding, organizational structure/staffing, or internal support that are affecting its ability to achieve its objectives?	<ul style="list-style-type: none"> <li>Description of allocation and resource demands</li> </ul>	Key informant interviews (Department of Justice personnel)
<b>Cost Effectiveness and Alternatives</b>		
18. Is the resultant package of programs and activities affordable? If not, what programs or activities would be abandoned?	<ul style="list-style-type: none"> <li>Assessment of affordability and potential impact of cuts</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives)
19. If the program or activity continues, how could its efficiency be improved?	<ul style="list-style-type: none"> <li>Documented evidence of inefficiencies</li> <li>Identified possible efficiencies</li> </ul>	Document and file review Key informant interviews (Department of Justice personnel, provincial/territorial representatives, funding recipients)
20. What activities or programs should or could be transferred in whole or in part to the private/voluntary sector?	<ul style="list-style-type: none"> <li>Assessment of transferable activities or programs</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives, funding recipients)
21. Is federal government funding keeping pace with provincial/territorial expenditures? (YJSFP)	<ul style="list-style-type: none"> <li>Level of federal, provincial, and territorial expenditures</li> <li>Assessment of balance of federal/provincial/territorial contributions</li> </ul>	Document review Key informant interviews (Department of Justice personnel, provincial/territorial representatives)
22. Are Canadians getting value for their tax dollars?	<ul style="list-style-type: none"> <li>Assessment of program value for money to Canadian taxpayers</li> </ul>	Key informant interviews (Department of Justice personnel, provincial/territorial representatives, funding recipients)



**APPENDIX F:**  
**Interview Guides**

## **Evaluation of the Youth Justice Initiative Funding Components Interview Guide for Departmental Personnel**

The Youth Justice Initiative (YJI) of the Department of Justice Canada is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- Appropriate use of courts by youth justice officials
- Appropriate use of custody by judges
- Responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender
- Enhanced rehabilitative and re-integrative opportunities

The Department of Justice hired PRA Inc. to conduct the Evaluation of the YJI Funding Components. The primary purpose of the evaluation is to assess the relevance, program design and implementation, success, and cost effectiveness and alternatives for each of the three funding components of the YJI for the fiscal years 2005–2006 to 2008–2009.

The three funding components are:

- Youth Justice Services Funding Program (YJSFP)
- Intensive Rehabilitative Custody and Supervision (IRCS)
- Youth Justice Fund (YJF)

Key informant interviews are a major data collection activity for this evaluation. The information we gather from this interview will be summarized in aggregate form; interview notes will not be shared outside of PRA and the Department of Justice's Evaluation Division. Not all questions may be relevant to you; please let me know if you are unable to speak to a particular question and we will move to the next one.

### **Background**

1. To begin, please describe your position and your role and responsibilities with respect to the YJI. Which funding component(s) are you involved in? How long have you been in your position?

*Please respond to the following questions for each of the funding components (YJSFP, IRCS, YJF) that you are involved in.*

### **Relevance**

2. In your view, are the YJI funding components still relevant/needed? What would be the impact on the youth justice system if they were not in place? Please consider each component you are involved in.
3. Is there a legitimate and necessary role for government in the area of each funding component? Is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces/territories? Please explain.
4. Do the YJI funding components continue to serve the public interest? Why or why not?

### **Design and implementation**

5. Is the design of the YJI funding components appropriate to support the objectives and intended outcomes of the YJI, as well as any identified needs and emerging issues? What is not appropriate about the design?
6. To what extent have the YJI funding components been implemented as planned? Please describe any changes to the funding components, the justification for the changes, and any impacts that occurred as a result. In your answer, please consider the organizational structure, funding programs, stakeholder relationships, and performance measurement strategy.
7. What types of partnerships have the YJI funding components successfully encouraged? Have partnerships been working effectively to support the achievement of the YJI objective to create a fairer, more effective youth justice system? Why or why not?
8. [YJSFP/IRCS] What efforts have been undertaken to work collaboratively with other federal departments and/or provincial/territorial jurisdictions on emerging youth justice issues? (e.g., Youth Justice Working Group, Coordinating Committee of Senior Officials Responsible for Youth Justice, Federal-Provincial-Territorial Working Group on Youth Justice Cost-Sharing). In your opinion, how effective are these groups at supporting the YJI objective to create a fairer, more effective youth justice system?

[YJF] What efforts have been undertaken to work collaboratively with other federal departments and/or provincial/territorial jurisdictions on projects to address emerging youth justice issues? In your opinion, how effective are these interactions with other federal and provincial contacts at supporting the YJI objective to create a fairer, more effective youth justice system?

9. [YJSFP] How would you describe the YJSFP federal-provincial/territorial relationship? Is this an effective model for supporting service delivery in provinces/territories? Are there any positive or negative aspects of this relationship? Please explain.
10. To what extent has the Department of Justice implemented an effective performance measurement strategy to:
  - provide timely management or project management information
  - assist the Department of Justice in ongoing performance monitoring and program adjustment
  - capture adequate and useful information for assessing the impact of YJI funding?
11. Are reporting requirements for agreements/projects under each YJI component appropriate? Why or why not? Please describe any challenges that have been encountered in reporting on activities and outcomes and any strategies used to address them.
12. [YJSFP] In your view, what challenges/opportunities have the provinces/territories experienced in implementing the high, medium, and low categories of the priority-based agreements? Are there any changes to the design of YJSFP that would improve or facilitate implementation?
13. [YJSFP] To your knowledge, have the YJSFP-funded programs and services provided by the provinces and territories changed since the Youth Justice Renewal Initiative was launched in 1999? What are the reasons for these changes and were any the result of receiving federal funding? What are the impacts of these changes?
14. [YJSFP] Federal funding for YJSFP was reduced and capped in fiscal year 2006–2007. To your knowledge, how were the jurisdictions' YJSFP-funded programs and services affected, particularly the high priority programs and services (e.g., operationally, ability to achieve expected outcomes)? What changes were necessary to accommodate the decrease in federal funding?

15. [IRCS] How is the IRCS basic capacity and case funding used by jurisdictions? To your knowledge, are provinces and territories able to provide the services and supports required for IRCS sentences? What are the challenges, if any? How have they used the Part A incremental funding provided in 2008-2009 (i.e., \$100K for provinces, \$50K for NT and YK, and \$25K for NU)? What has been the impact of this incremental funding?
16. [YJF] What assistance do Department of Justice staff provide to YJF funding applicants and funded projects? To what extent does this assistance help projects to move forward?
17. [YJF] Do the YJF proposal development and approval processes work effectively? Why or why not? Do you have any suggestions for improving these processes?

### **Success**

18. [YJSFP] What high priority programs and services do the jurisdictions currently deliver with YJSFP funding? To your knowledge, how accessible are these programs and services (e.g., geographical coverage, types of offender)?
  - Diversion and extrajudicial measures
  - Extrajudicial sanctions programs
  - Rehabilitative services
  - Reintegration services
  - Judicial interim release programs
  - Reports and assessments
  - Intensive support and supervision
  - Attendance programs
  - Other community-based sanctions
  - Conferencing
  - Other high priority services and programs
19. [YJSFP] I am going to list several intended outcomes of YJSFP. After I read each one, please explain whether, in your opinion, the outcome has been achieved. If you are aware of any

relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased alignment of provincial/territorial programming with federal policy objectives (i.e., by targeting provincial/territorial resources to programs and services deemed ‘high priority’ under YJSFP)
- Ability to maintain/continue existing and high priority programs and services after funding cap
- Appropriate use of alternatives to court and incarceration
- Court process and custody targeted to most serious offences
- Accountability measures reflect severity of offence and degree of responsibility of the offender
- More integrated, coordinated approach to youth justice
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJSFP funding? What other major factors affect or influence these outcomes?

20. [IRCS] I am going to list several intended outcomes of the IRCS program. After I read each one, please explain whether, in your opinion, the outcome has been achieved. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased capacity to offer specialized services for serious violent young offenders suffering from a mental illness or disorder
- Increased access to specialized services for serious violent young offenders suffering from a mental illness or disorder
- Enhanced opportunities for rehabilitation and reintegration of youth
- Accountability measures reflect severity of offence and degree of responsibility of the offender
- More integrated, coordinated approach to youth justice
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without IRCS funding? What other major factors affect or influence these outcomes?

21. [YJF] I am going to list several intended outcomes of projects funded under the YJF. After I read each one, please explain whether, in your opinion, the outcome has been achieved through the projects funded. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased responsiveness to emerging youth justice issues and youth with unique needs (e.g., youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth)
- Increased community involvement in the youth justice system, including collaboration between traditional and non-traditional youth justice partners
- Increased knowledge development and collaboration amongst youth justice system stakeholders (e.g., sharing and application of best practices, skills development, and awareness of new or enhanced models)
- Enhanced opportunities for rehabilitation and reintegration of youth, including community-based youth programs and initiatives
- Responsive policies, practices, and approaches to emerging youth justice issues
- More integrated, coordinated approach to emerging youth justice issues
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJF funding? What other major factors affect or influence these outcomes?

22. [YJF] To what extent is the YJF supported by stakeholders? What has affected the level of support?

23. [YJSFP and IRCS] To what extent do provinces and territories support the YJSFP and/or IRCS? What has affected the level of support?

24. What factors contribute to or constrain the achievement of the objectives and intended outcomes of YJI-funded programming? Please describe any particular challenges or best practices.

25. Is the Department of Justice facing any resource challenges in terms of available funding, organizational structure/staffing, and internal support that are affecting its ability to achieve the objectives of the YJI funding components? Please explain.
26. Are there any unintended or unanticipated impacts that have resulted from the YJI funding components? Have they affected the success of the YJI funding components? Please explain.
27. In your view, are there more effective ways of achieving the objectives of YJI funding?

### **Cost effectiveness and alternatives**

28. Given the activities and intended outcomes of the YJSFP, IRCS, and YJF, are each of the funding components affordable? If not, which aspects are least affordable?
29. [YJSFP] How significant is federal funding in enabling the jurisdictions to provide programs and services under YJSFP? Given the current fiscal climate and the possibility of reduced funding in many areas, could you give any examples of how programs or services might need to be modified in the event of a substantial (e.g., 10-25%) reduction in funding for YJSFP? What priority level/type of program would be most vulnerable? What would be the impact on the achievement of YJSFP objectives and the broader goals of the YJI? If it were possible to increase the funding available under this program by 10-25%, to what priorities or unmet needs would you like this additional money to be allocated? Please provide specific examples.
30. [IRCS] How significant is federal funding in enabling the jurisdictions to provide programs and services under IRCS? Given the current fiscal climate and the possibility of reduced funding in many areas, could you give any examples of how programs or services might need to be modified in the event of a substantial reduction in funding for IRCS, or the elimination of the IRCS program or any of its components? What type of programs would be most vulnerable? What would be the impact on the achievement of IRCS objectives and the broader goals of the YJI?
31. How could the efficiency of the YJI funding components be improved?
32. Are there any aspects of the YJSFP, IRCS, or YJF that should or could be transferred in whole or in part to the private/voluntary sector?



33. [YJSFP] In your view, is federal government funding for YJSFP keeping pace with provincial/territorial expenditures? Please explain.
34. In your view, are Canadians getting value for their tax dollars from the YJI funding components?
35. Do you have any other comments or suggestions for improving the YJI funding components?

**Thank you for your participation.**

## **Evaluation of the Youth Justice Initiative Funding Components Interview Guide for Provincial/Territorial Partners**

The Youth Justice Initiative (YJI) of the Department of Justice Canada is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- Appropriate use of courts by youth justice officials
- Appropriate use of custody by judges
- Responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender
- Enhanced rehabilitative and re-integrative opportunities.

The Department of Justice hired PRA Inc. to conduct the Evaluation of the Youth Justice Initiative (YJI) Funding Components. The primary purpose of the evaluation is to assess the relevance, program design and implementation, success, and cost effectiveness and alternatives for each of the three funding components of the YJI for the fiscal years 2005-2006 to 2008-2009.

The three funding components are:

- Youth Justice Services Funding Program (YJSFP)
- Intensive Rehabilitative Custody and Supervision (IRCS)
- Youth Justice Fund (YJF)

Key informant interviews are a major data collection activity for this evaluation. The information we gather from this interview will be summarized in aggregate form; interview notes will not be shared outside of PRA Inc. and the Department of Justice's Evaluation Division. Not all questions may be relevant to you; please let me know if you are unable to speak to a particular question and we will move to the next one.

### **Background**

1. How are you involved with the Youth Justice Initiative? Which funding component(s) are you involved in? (YJSFP, IRCS, YJF)

*Please respond to the following questions for each of the funding components (YJSFP, IRCS, YJF) that you are involved in. For YJF, please refer to the attached list of YJF-funded projects for your jurisdiction.*

### **Relevance**

2. In your view, are the YJI funding components still relevant/needed? What would be the impact on the youth justice system if they were not in place? Please consider each component that you are involved in (YJSFP, IRCS, YJF).
3. Is there a legitimate and necessary role for government in the areas of each funding component? Is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces/territories? Please explain.
4. Do the YJI funding components continue to serve the public interest? Why or why not?

### **Design and implementation**

5. Is the design of the YJI funding components appropriate to support the objectives and intended outcomes of the YJI, as well as any identified needs and emerging issues? What is not appropriate about the design?
6. [YJSFP/IRCS] What efforts have been undertaken to work collaboratively with the federal government and/or other provincial/territorial jurisdictions on emerging youth justice issues (e.g., Coordinating Committee of Senior Officials Responsible for Youth Justice, Federal-Provincial-Territorial Working Group on Youth Justice Cost-sharing)? In your opinion, how effective are these groups at supporting the YJI objective to create a fairer, more effective youth justice system?  
  
[YJF] What efforts have been undertaken to work collaboratively with other federal departments and/or provincial/territorial jurisdictions on projects to address emerging youth justice issues? In your opinion, how effective are these interactions with other federal and provincial contacts at supporting the YJI objective to create a fairer, more effective youth justice system?
7. [YJSFP] How would you describe the YJSFP federal-provincial/territorial relationship? Is this an effective model for supporting service delivery in provinces/territories? Are there any positive or negative aspects of this relationship? Please explain.

8. Are reporting requirements for agreements/projects under each YJI component appropriate? Why or why not? Please describe any challenges that have been encountered in reporting on activities and outcomes and any strategies used to address them.
9. [YJSFP] In your view, what challenges/opportunities have your province/territory experienced in implementing the high, medium, and low categories of the priority-based agreements? Are there any changes to the design of YJSFP that would improve or facilitate implementation?
10. [YJSFP] Have your YJSFP-funded programs and services changed since the Youth Justice Renewal Initiative was launched in 1999? What are the reasons for these changes and were any the result of receiving federal funding? What are the impacts of these changes?
11. [YJSFP] Federal funding for YJSFP was reduced and capped in fiscal year 2006-2007. How were your jurisdiction's YJSFP-funded programs and services affected, particularly the high priority programs and services (e.g., operationally, ability to achieve expected outcomes)? What changes were necessary to accommodate the decrease in federal funding?
12. [IRCS] Has your jurisdiction funded any IRCS cases? What types of programs and services has your jurisdiction funded through IRCS? (Probe: basic capacity and, if applicable, case funding) Is your jurisdiction able to provide the services and supports required for IRCS sentences? What are the challenges, if any? How has your jurisdiction used the Part A incremental funding provided in 2008-2009 (i.e., \$100K for provinces, \$50K for NT and YK, and \$25K for NU)? What has been the impact of this incremental funding?
13. [YJF] What assistance do Department of Justice staff provide to YJF funding applicants and funded projects? To what extent does this assistance help projects to move forward?
14. [YJF] Do the YJF proposal development and approval processes work effectively? Why or why not? Do you have any suggestions for improving these processes?

### **Success**

15. [YJSFP] What high priority programs and services does your jurisdiction currently deliver with YJSFP funding? In your opinion, how accessible are these programs and services (e.g., geographical coverage, types of offender)?
  - Diversion and extrajudicial measures

- Extrajudicial sanctions programs
- Rehabilitative services
- Reintegration services
- Judicial interim release programs
- Reports and assessments
- Intensive support and supervision
- Attendance programs
- Other community-based sanctions
- Conferencing
- Other high priority services and programs

16. [YJSFP] I am going to list several intended outcomes of YJSFP. After I read each one, please tell me whether, in your opinion, your jurisdiction has achieved the outcome. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased alignment of provincial/territorial programming with federal policy objectives (i.e., by targeting provincial/territorial resources to programs and services deemed 'high priority' under YJSFP)
- Ability to maintain/continue existing and high priority programs and services after funding cap
- Appropriate use of alternatives to court and incarceration
- Court process and custody targeted to most serious offences
- Accountability measures reflect severity of offence and degree of responsibility of the offender
- More integrated, coordinated approach to youth justice
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJSFP funding? What other major factors affect or influence these outcomes?

17. [IRCS] I am going to list several intended outcomes of the IRCS program. After I read each one, please tell me whether, in your opinion, your jurisdiction has achieved the outcome. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased capacity to offer specialized services for serious violent young offenders suffering from a mental illness or disorder
- Increased access to specialized services for serious violent young offenders suffering from a mental illness or disorder
- Enhanced opportunities for rehabilitation and reintegration of youth
- Accountability measures reflect severity of offence and degree of responsibility of the offender
- More integrated, coordinated approach to youth justice
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without IRCS funding? What other major factors affect or influence these outcomes?

18. [YJF] I am going to list several intended outcomes of projects funded under the YJF. After I read each one, please tell me whether, in your opinion, projects in your jurisdiction have achieved the outcome. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.

- Increased responsiveness to emerging youth justice issues and youth with unique needs (e.g., youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth)
- Increased community involvement in the youth justice system, including collaboration between traditional and non-traditional youth justice partners
- Increased knowledge development and collaboration amongst youth justice system stakeholders (e.g., sharing and application of best practices, skills development, and awareness of new or enhanced models)

- Enhanced opportunities for rehabilitation and reintegration of young persons, including community-based youth programs and initiatives
- Responsive policies, practices, and approaches to emerging youth justice issues
- More integrated, coordinated approach to emerging youth justice issues
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJF funding? What other major factors affect or influence these outcomes?

19. [YJF] To what extent is the YJF supported by stakeholders, including your organization and others? What has affected the level of support?
20. [YJSFP and IRCS] To what extent do provinces and territories support the YJSFP and/or IRCS? What has affected the level of support?
21. What factors contribute to or constrain the achievement of the objectives and intended outcomes of YJI-funded programming in your province/territory? Please describe any particular challenges or best practices.
22. Are there any unintended or unanticipated impacts that have resulted from the programs and services offered in your province/territory with Youth Justice Initiative funding? Have they affected the success of the programs and services? Please explain.
23. In your view, are there more effective ways of achieving the objectives of YJI funding?

### **Cost Effectiveness and Alternatives**

24. Given the activities and intended outcomes of the YJSFP, IRCS, and YJF, are each of the funding components affordable? If not, which aspects are least affordable?
25. [YJSFP] How significant is federal funding in enabling your jurisdiction to provide programs and services under YJSFP? Given the current fiscal climate and the possibility of reduced funding in many areas, could you give any examples of how programs or services might need to be modified in the event of a substantial (e.g., 10-25%) reduction in funding for YJSFP? What priority level/type of program would be most vulnerable? What would be the impact on the achievement of YJSFP objectives and the broader goals of the YJI? If it were possible to increase the funding available under this program by 10-25%, to what priorities or unmet

needs would you like this additional money to be allocated? Please provide specific examples.

26. [IRCS] How significant is federal funding in enabling your jurisdiction to provide programs and services under IRCS? Given the current fiscal climate and the possibility of reduced funding in many areas, could you give any examples of how programs or services might need to be modified in the event of a substantial reduction in funding for IRCS, or the elimination of the IRCS program or any of its components? What type of programs would be most vulnerable? What would be the impact on the achievement of IRCS objectives and the broader goals of the YJI?
27. How could the efficiency of the YJI funding components be improved?
28. Are there any aspects of the YJSFP, IRCS, or YJF that should or could be transferred in whole or in part to the private/voluntary sector?
29. [YJSFP] In your view, is federal government funding for YJSFP keeping pace with provincial/territorial expenditures? Please explain.
30. In your view, are Canadians getting value for their tax dollars from the YJI funding components?
31. Do you have any other comments or suggestions for improving the YJI funding components?

**Thank you for your participation.**



## **Evaluation of the Youth Justice Initiative Funding Components Interview Guide for External Federal Partners**

The Youth Justice Initiative (YJI) of the Department of Justice Canada is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- Appropriate use of courts by youth justice officials
- Appropriate use of custody by judges
- Responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender
- Enhanced rehabilitative and re-integrative opportunities

The Department of Justice hired PRA Inc. to conduct the Evaluation of the YJI Funding Components. The primary purpose of the evaluation is to assess the relevance, program design and implementation, success, and cost effectiveness and alternatives for each of the three funding components of the YJI for the fiscal years 2005-2006 to 2008-2009.

The Youth Justice Fund (YJF) is one of the three funding components of the YJI. The YJF provides grants and contributions to non-governmental organizations, community-based organizations, individuals, and provincial and territorial ministries responsible for youth justice in order to:

- help achieve a fairer and more effective youth justice system
- respond to emerging youth justice issues
- enable greater citizen/community participation in the youth justice system.

Key informant interviews are a major data collection activity for this evaluation. The information we gather from this interview will be summarized in aggregate form; interview notes will not be shared outside of PRA and the Department of Justice's Evaluation Division. Not all questions may be relevant to you; please let me know if you are unable to speak to a particular question and we will move to the next one.

## **Background**

1. How are you involved with the Youth Justice Initiative? How familiar are you with the Youth Justice Fund?

## **Relevance**

2. In your view, is the YJF still relevant/needed? What would be the impact on the youth justice system if it were not in place?
3. Is there a legitimate and necessary role for government in the areas of the YJF? Is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces/territories? Please explain.
4. Does the YJF continue to serve the public interest? Why or why not?

## **Design and implementation**

5. To your knowledge, is the design of the YJF appropriate to support the objectives and intended outcomes of the YJI, as well as any identified needs and emerging issues? What is not appropriate about the design?
6. What efforts have been undertaken to work collaboratively with other federal departments and/or provincial/territorial jurisdictions on projects to address emerging youth justice issues? In your opinion, how effective are these interactions with other federal and provincial contacts at supporting the YJI objective to create a fairer, more effective youth justice system?

## **Success**

7. I am going to list several intended outcomes of projects funded under the YJF. After I read each one, please explain whether, in your opinion, the outcome has been achieved through the projects funded. If you are aware of any relevant information or data on these outcomes, please let me know. Also, please note that it is not necessary to respond to every intended outcome.
  - Increased responsiveness to emerging youth justice issues and youth with unique needs (e.g., youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth)

- Increased community involvement in the youth justice system, including collaboration between traditional and non-traditional youth justice partners
- Increased knowledge development and collaboration amongst youth justice system stakeholders (e.g., sharing and application of best practices, skills development, and awareness of new or enhanced models)
- Enhanced opportunities for rehabilitation and reintegration of youth, including community-based youth programs and initiatives
- Responsive policies, practices, and approaches to emerging youth justice issues
- More integrated, coordinated approach to emerging youth justice issues
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJF funding? What other major factors affect or influence these outcomes?

8. To what extent is the YJF supported by stakeholders, including your organization and others? What has affected the level of support?
9. What factors contribute to or constrain the achievement of the objectives and intended outcomes of the YJF and/or YJF-funded projects? Please describe any particular challenges or best practices.
10. To your knowledge, are there any unintended or unanticipated impacts that have resulted from YJF-funded projects or from YJF funding generally? Have they affected the success of the YJF? Please explain.
11. In your view, are there more effective ways of achieving the objectives of YJF funding? What other methods or approaches would be more effective?
12. Do you have any other comments or suggestions for improving the YJF?

**Thank you for your participation.**

## **Evaluation of the Youth Justice Initiative Funding Components Key Informant Interview Guide for YJF Funding Recipients**

The Youth Justice Initiative (YJI) of the Department of Justice Canada is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- Appropriate use of courts by youth justice officials
- Appropriate use of custody by judges
- Responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender
- Enhanced rehabilitative and re-integrative opportunities

The Department of Justice hired PRA Inc. to conduct the Evaluation of the YJI Funding Components. The primary purpose of the evaluation is to assess the relevance, program design and implementation, success, and cost effectiveness and alternatives for each of the three funding components of the YJI for the fiscal years 2005-2006 to 2008-2009.

The Youth Justice Fund (YJF) is one of the three funding components of the YJI. The YJF provides grants and contributions to non-governmental organizations, community-based organizations, individuals, and provincial and territorial ministries responsible for youth justice in order to:

- help achieve a fairer and more effective youth justice system
- respond to emerging youth justice issues
- enable greater citizen/community participation in the youth justice system.

Key informant interviews are a major data collection activity for this evaluation. The information we gather from this interview will be summarized in aggregate form; interview notes will not be shared outside of PRA and the Department of Justice's Evaluation Division. Not all questions may be relevant to you; please let me know if you are unable to speak to a particular question and we will move to the next one.

## **Background**

1. To begin, please tell me a bit about your organization, your role and responsibilities, and how long you have been there.
2. Please briefly describe your funded project(s). What are your project(s)'s target groups?

## **Program delivery**

The next few questions ask about the delivery of the Youth Justice Fund program.

3. Are the eligibility criteria for the YJF clear and easy to understand? Are they appropriate? Why or why not?
4. Does the application/proposal development process for YJF funding work effectively? Why or why not?
5. Is it clear how decisions are made about which projects are funded and which are not? Do you have any suggestions for improving these processes?
6. What assistance have you received from YJF staff? Was this assistance helpful? What other kinds of assistance are needed, if any?
7. Are project reporting requirements for the YJF appropriate? Why or why not? Please describe any challenges that have been encountered in reporting on activities and outcomes and any strategies used to address them.

## **Project outcomes**

The next few questions ask about the outcomes of your project(s) funded through the Youth Justice Fund.

8. To what extent did your project(s) reach its/their target groups?
9. What partners are involved in your project(s)? Have these partnerships helped your project(s) achieve its/their objectives? Why or why not? What new partnerships were developed as a result of the project?

10. [YJF] I am going to list several intended outcomes of projects funded under the YJF. After I read each one, please explain whether, in your opinion, your project(s) has/have achieved the outcome. In your answer, please give specific examples of how that outcome has been achieved. If you are aware of any relevant information or data on these outcomes, please let me know. Please note that individual projects are not expected to respond to each intended outcome.

- Increased responsiveness to emerging youth justice issues and youth with unique needs (e.g., youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth)
- Increased community involvement in the youth justice system, including collaboration between traditional and non-traditional youth justice partners
- Increased knowledge development and collaboration amongst youth justice system stakeholders (e.g., sharing and application of best practices, skills development, and awareness of new or enhanced models)
- Enhanced opportunities for rehabilitation and reintegration of youth, including community-based youth programs and initiatives
- Responsive policies, practices, and approaches to emerging youth justice issues
- More integrated, coordinated approach to emerging youth justice issues
- Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJF funding? What other major factors affect or influence these outcomes?

11. In your view, what were the reasons the expected outcomes were achieved/not achieved? Have you encountered any challenges in achieving the expected outcomes for your project(s)? If so, what types of challenges? To what extent have you been able to overcome these challenges?

12. To what extent will the impacts of your project(s) continue on and/or increase over time?

13. To your knowledge, are there any unintended or unanticipated impacts that have resulted from your project(s) or from YJF funding generally? Please explain.

14. What best practices or lessons learned do you have to share from your YJF-funded project(s)?

15. How cost effective was/were your project(s)? How many participants took part, and what was the cost per participant? How might this compare to other possible scenarios (e.g., if a participant took part in a different project, or did not take part in any project)?

**Relevance, design, and cost effectiveness of the YJF**

This last set of questions asks about the relevance, design, and cost effectiveness of the Youth Justice Fund.

16. In your view, is the YJF still relevant/needed? What would be the impact on the youth justice system if it were not in place?
17. Is there a legitimate and necessary role for government in the areas of the YJF? Is the current role of the federal government appropriate, or is the program a candidate for realignment with the provinces/territories? Please explain.
18. Does the YJF continue to serve the public interest? Why or why not?
19. Is the design of the YJF appropriate to support the objectives and intended outcomes of the YJI, as well as any identified needs and emerging issues? What is not appropriate about the design?
20. In your view, are there sufficient opportunities for collaboration and sharing of best practices on YJF programs with federal/provincial/territorial partners and external stakeholders?
21. In your view, are there more effective ways of achieving the objectives of YJF funding? What other methods or approaches would be more effective?
22. How could the efficiency of the YJF be improved?
23. Are there any aspects of the YJF that should or could be transferred in whole or in part to the private/voluntary sector?
24. In your view, are Canadians getting value for their tax dollars from the YJF?
25. Do you have any other comments or suggestions for improving the YJF?

**Thank you for your participation.**

## **Evaluation of the Youth Justice Initiative Funding Components Case Study Interview Guide for YJF Funding Recipients**

The Youth Justice Initiative (YJI) of the Department of Justice Canada is a multi-faceted approach to youth justice designed to create a fairer, more effective youth justice system, defined as:

- Appropriate use of courts by youth justice officials
- Appropriate use of custody by judges
- Responses by youth justice officials that are proportionate to the severity of the offence and the degree of responsibility of the offender
- Enhanced rehabilitative and re-integrative opportunities

The Department of Justice hired PRA Inc. to conduct the Evaluation of the Youth Justice Initiative (YJI) Funding Components. The primary purpose of the evaluation is to assess the relevance, program design and implementation, success, and cost effectiveness and alternatives for each of the three funding components of the YJI for the fiscal years 2005–2006 to 2008–2009.

The three funding components are:

- Youth Justice Services Funding Program (YJSFP)
- Intensive Rehabilitative Custody and Supervision (IRCS)
- Youth Justice Fund (YJF)

Case study interviews are an important data collection activity for this evaluation. The information we gather from these interviews will be combined with file review data and summarized into a brief case study report about the program. Interview notes will not be shared outside of PRA and the Department of Justice's Evaluation Division.

### **Background**

1. To begin, please tell me a bit about your organization, your role and responsibilities, and how long you have been there.
2. Please briefly describe your funded project. What are your project's target groups?



## **Design and implementation**

3. How did you first learn of YJF funding?
4. When did your project receive funding under the YJF? Was your project developed and implemented with YJF funding, or did it exist prior to YJF funding? Would your project have been possible without YJF funding?
5. In addition to the funding you received from the YJF, did your project have any other sources that provided monetary or in-kind support? What were the other sources? To what extent did YJF funds assist in leveraging funding from other sources?
6. Are the eligibility criteria for the YJF clear and easy to understand? Are they appropriate? Why or why not?
7. Does the application/proposal development process for YJF funding work effectively? Why or why not?
8. Is it clear how decisions are made about which projects are funded and which are not? Do you have any suggestions for improving these processes?
9. What assistance have you received from YJF staff? Was this assistance helpful? What other kinds of assistance are needed, if any?
10. Are project reporting requirements for the YJF appropriate? Why or why not? Please describe any challenges that have been encountered in reporting on activities and outcomes and any strategies used to address them.
11. What partners are involved in your project? How many of these are justice-related organizations and how many are non-justice-related organizations? Have these partnerships helped your project achieve its objectives? Why or why not? What new partnerships were developed as a result of the project?
12. Has YJF funding encouraged your project to develop new partnerships and/or strengthen existing ones? In what ways?

## **Success**

13. When you planned your project, what outcomes did you expect to achieve?

14. To what extent has your project achieved these outcomes? What evidence do you have that these outcomes have been achieved? To what extent did your project reach its target groups?
15. In your view, what were the reasons the expected outcomes were achieved/not achieved? Have you encountered any challenges in achieving the expected outcomes for your projects? If so, what types of challenges? To what extent have you been able to overcome these challenges?
16. [YJF] I am going to list several intended outcomes of projects funded under the YJF. After I read each one, please explain whether, in your opinion, your project has achieved the outcome. In your answer, please give specific examples of how that outcome has been achieved. If you are aware of any relevant information or data on these outcomes, please let me know. Please note that individual projects are not expected to respond to each intended outcome.
- Increased responsiveness to emerging youth justice issues and youth with unique needs (e.g., youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth)
  - Increased community involvement in the youth justice system, including collaboration between traditional and non-traditional youth justice partners
  - Increased knowledge development and collaboration amongst youth justice system stakeholders (e.g., sharing and application of best practices, skills development, and awareness of new or enhanced models)
  - Enhanced opportunities for rehabilitation and reintegration of youth, including community-based youth programs and initiatives
  - Responsive policies, practices, and approaches to emerging youth justice issues
  - More integrated, coordinated approach to emerging youth justice issues
  - Fairer, more effective youth justice system

To what extent do you think these outcomes would have been achieved without YJF funding? What other major factors affect or influence these outcomes?

17. To what extent will the impacts of your project continue on and/or increase over time?

18. In your view, are there sufficient opportunities for collaboration and sharing of best practices on YJF programs with federal/provincial/territorial partners and external stakeholders? What best practices or lessons learned do you have to share from your YJF-funded project?
19. To your knowledge, are there any unintended or unanticipated impacts that have resulted from your project or from YJF funding generally? Please explain.
20. What are the next steps for your YJF-funded project? What happened/will happen when federal funding terminates?
21. In your view, are there more effective ways of achieving the objectives of the YJF funding component? What other methods or approaches would be more effective?
22. Do you have any other comments or suggestions for improving the YJF?

**Thank you for your participation.**

**APPENDIX G:**  
**Survey questionnaire**

## Survey of Youth Justice Fund Recipients

### Evaluation of the Youth Justice Initiative Funding Components: Youth Justice Fund

*(français au verso)*

The Department of Justice Canada has contracted XXX., an independent research firm, to evaluate the Youth Justice Initiative funding components, including the Youth Justice Fund.

The purpose of the evaluation is to examine the relevance, program design and implementation, success, and cost effectiveness of the Youth Justice Initiative and Youth Justice Fund.

The views of stakeholders in the youth justice system are very important to the evaluation.

We would greatly appreciate it if a member of your organization, who was or is involved with the project identified in the cover letter that received funding from the Youth Justice Fund, would take the time to complete this survey.

All of your responses will remain confidential to XXX and the Department of Justice Evaluation Division, and will be reported only in aggregate. The administrative number appearing on the last page of this survey is to enable XXX to manage the survey process.

If you have any questions about the survey, please telephone XXX toll-free at XXX.

**Please return the survey in the envelope provided  
or by toll-free fax at  
XXX**

**Your early attention to this survey is appreciated.  
Please return the survey by  
December 14, 2009**

**Part A: Project information**

*This first section of the questionnaire gathers background information about your project that was funded through the Youth Justice Fund.*

1. Is your organization a... *(Check one response only)*
  - ±<sub>01</sub> Non-profit community organization, society, or association
  - ±<sub>02</sub> Canadian institution
  - ±<sub>03</sub> Board of education
  - ±<sub>04</sub> Band, First Nation, Tribal Council, local, regional, or national Aboriginal organization
  - ±<sub>05</sub> Provincial/territorial government, agency, or institution
  - ±<sub>06</sub> Municipal/local government, agency, or institution
  - ±<sub>07</sub> Private sector organization performing work for no profit
  - For-profit enterprise, research/evaluation organization, or individual conducting research or evaluation
  - ±<sub>09</sub> Individual
  - ±<sub>66</sub> Other *(please specify)* \_\_\_\_\_
  
2. What is the **main** focus of your organization? *(Check one response only)*
  - ±<sub>01</sub> Justice / youth justice
  - ±<sub>02</sub> Law enforcement
  - ±<sub>03</sub> Crime prevention
  - ±<sub>04</sub> Health
  - ±<sub>05</sub> Education
  - ±<sub>06</sub> Employment services
  - ±<sub>07</sub> Mental health
  - ±<sub>08</sub> Recreation
  - ±<sub>09</sub> Social services
  - ±<sub>66</sub> Other *(please specify)* \_\_\_\_\_
  
3. What was the scope of your project that was funded by the Youth Justice Fund? *(Check one response only)*
  - ±<sub>1</sub> International
  - ±<sub>2</sub> National
  - ±<sub>3</sub> Interprovincial/interterritorial
  - ±<sub>4</sub> Provincial/territorial
  - ±<sub>5</sub> Regional
  - ±<sub>6</sub> Municipal/local
  
4. Which of the following groups did your project **target**? *(Check the most appropriate responses only)*
  - ±<sub>01</sub> Aboriginal, Inuit, or Métis youth
  - ±<sub>02</sub> Ethnocultural or visible minority youth
  - ±<sub>03</sub> Official language minority youth
  - ±<sub>04</sub> Gay/lesbian/transgendered youth
  - ±<sub>05</sub> Youth with disabilities
  - ±<sub>06</sub> Homeless youth
  - ±<sub>07</sub> Youth at risk
  - ±<sub>08</sub> Youth in conflict with the law
  - ±<sub>09</sub> Youth in the justice system with mental health issues
  - ±<sub>10</sub> Youth in the justice system with cognitive incapacities like Fetal Alcohol Spectrum Disorders (FASD)
  - ±<sub>11</sub> Youth in the justice system in need of drug treatment programming
  - ±<sub>12</sub> Youth in the justice system involved in gangs or vulnerable to gang influence
  - ±<sub>13</sub> Youth (not otherwise specified)
  - ±<sub>14</sub> Justice-related professionals
  - ±<sub>15</sub> Other professional groups or individuals
  - ±<sub>16</sub> Governments (any level)
  - ±<sub>17</sub> Community at large
  - ±<sub>18</sub> Urban community
  - ±<sub>19</sub> Rural community
  - ±<sub>20</sub> Northern community
  - ±<sub>66</sub> Other *(please specify)* \_\_\_\_\_

5. Was the project gender specific? (*Check one response only*)
- ±<sub>01</sub> Yes – project targeted males
  - ±<sub>02</sub> Yes – project targeted females
  - ±<sub>00</sub> No
  - ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_
6. Which **key** activities did your project include? (*Check the **most appropriate** responses only*)
- ±<sub>01</sub> Conference/workshop
  - ±<sub>02</sub> Information sharing
  - ±<sub>03</sub> Education
  - ±<sub>04</sub> Research
  - ±<sub>05</sub> Program development/implementation
  - ±<sub>06</sub> Training
  - ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_
7. Did the project exist prior to receiving Youth Justice Fund funding?
- ±<sub>1</sub> Yes
  - ±<sub>0</sub> No

### **Part B: Project funding information**

*This section of the questionnaire gathers information about the funding you received from the Youth Justice Fund.*

8. How did you find out about the availability of funding from the Youth Justice Fund? (*Check all that apply*)
- ±<sub>01</sub> Word of mouth
  - ±<sub>02</sub> Department of Justice Website
  - ±<sub>03</sub> Announcement at conference
  - ±<sub>04</sub> Organization has received prior funding through the Youth Justice Fund
  - ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_
9. Approximately what percentage of **total** project funding was provided by the Youth Justice Fund? (*Check one response only*)
- ±<sub>1</sub> Less than 10%
  - ±<sub>2</sub> 10% to 24%
  - ±<sub>3</sub> 25% to 49%
  - ±<sub>4</sub> 50% to 74%
  - ±<sub>5</sub> 75% to 89%
  - ±<sub>6</sub> 90% to 99%
  - ±<sub>7</sub> 100%
10. What other sources of funding and in-kind support did you have for your project? (*Check all that apply*)
- ±<sub>01</sub> Federal government – another department
  - ±<sub>02</sub> Provincial/territorial government, agency, or institution
  - ±<sub>03</sub> Municipal/local government, agency, or institution
  - ±<sub>04</sub> Non-profit community organization, society, or association
  - ±<sub>05</sub> Canadian institution
  - ±<sub>06</sub> Board of education
  - ±<sub>07</sub> Band, First Nation, Tribal Council, local, regional, or national Aboriginal organization
  - ±<sub>08</sub> Private sector organization
  - ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_
  - ±<sub>00</sub> None

11. Did your project receive the full amount of funding *requested* from the Youth Justice Fund, or a partial amount? (*Check one response only*)
- ±<sub>1</sub> Full amount – Please go to Question 13
  - ±<sub>2</sub> Partial amount

**Please answer Question 12 if your project received only part of the amount *requested* from the Youth Justice Fund. Otherwise, please go directly to Question 13.**

12. a) Was the amount of funding received sufficient to undertake the project that you had planned?
- ±<sub>1</sub> Yes – *Please go to Question 13*
  - ±<sub>0</sub> No
- ↓
- b) What occurred as a result of having insufficient funding for the project? (*Check all that apply*)
- ±<sub>1</sub> Project had to secure more/different sources of funding than originally planned
  - ±<sub>2</sub> Project was postponed until further funding was available
  - ±<sub>3</sub> Project did not reach as many participants as intended
  - ±<sub>4</sub> Certain project components were not implemented (*please specify*) \_\_\_\_\_
  - ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_

**All respondents please answer Question 13.**

13. Would the project have been possible without funding from the Youth Justice Fund? (*Check one response only*)
- ±<sub>1</sub> Yes, in the same or similar format
  - ±<sub>2</sub> Yes, but with substantial modifications
  - ±<sub>0</sub> No



**Part C: Program design and implementation of the Youth Justice Fund**

*This section of the survey asks you to consider the way the program is designed and delivered.*

14. What kinds of assistance did Youth Justice Fund staff provide to your organization? For each type of assistance received, please indicate whether the assistance was very useful, useful, or not useful.

*(Check one response for each item)*

	<b>Very useful</b>	<b>Useful</b>	<b>Not useful</b>	<b>Not applicable/ did not receive assistance</b>	<b>Don't know</b>
a) Information about the Youth Justice Fund.....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
b) Assistance developing a proposal .....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
c) Feedback on a proposal.....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
d) Technical support.....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
e) Assistance with project management, including program delivery or administration.....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
f) Assistance with evaluation or performance measurement .....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
g) Assistance with reporting.....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>
h) Other .....	± <sub>3</sub>	± <sub>2</sub>	± <sub>1</sub>	± <sub>7</sub>	± <sub>8</sub>

15. To your knowledge, has your organization ever requested but not received assistance from Youth Justice Fund staff?

±<sub>1</sub> Yes (please specify the type of assistance requested) \_\_\_\_\_

±<sub>0</sub> No

±<sub>8</sub> Don't know

16. What other kinds of assistance from Youth Justice Fund staff would be useful? Please explain.

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±<sub>00</sub> No suggestions

17. The next series of questions is about the proposal development/approval process for the Youth Justice Fund. Please read each statement below and check the response that best represents your opinion.

*(Check one response for each item)*

	<b>Strongly agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Don't know</b>
a) The eligibility criteria for funding were clear .....	±4	±3	±2	±1	±8
b) The proposal development process helped our organization to clarify the objectives of our project.....	±4	±3	±2	±1	±8
c) The proposal development process helped our organization to identify appropriate strategies for our project .....	±4	±3	±2	±1	±8
d) Proposal requirements were clear .....	±4	±3	±2	±1	±8
e) The process for evaluating proposals was clear .....	±4	±3	±2	±1	±8

18. Do you have any suggestions for improving the proposal development/approval process? Please explain.

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±<sub>00</sub> No suggestions

19. The next series of questions is about reporting requirements for projects funded by the Youth Justice Fund. Please read each statement below and check the response that best represents your opinion.

*(Check one response for each item)*

	<b>Strongly agree</b>	<b>Agree</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Don't know</b>
a) Reporting requirements were clear .....	±4	±3	±2	±1	±8
b) Reporting requirements were reasonable .....	±4	±3	±2	±1	±8
c) Youth Justice Fund staff clearly communicated expectations about reporting requirements .....	±4	±3	±2	±1	±8
d) Meeting reporting requirements was difficult .....	±4	±3	±2	±1	±8

20. Do you have any suggestions for improving reporting requirements or processes? Please explain.

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±<sub>00</sub> No suggestions

**Part D: Success of the Youth Justice Fund**

*This section of the survey asks you to consider the success or impact of the Youth Justice Fund.*

21. Approximately how many individuals received services/support from your project? (*Check one response only*)
- ±<sub>1</sub> 1-24      ±<sub>2</sub> 25-49      ±<sub>3</sub> 50-99      ±<sub>4</sub> 100-249      ±<sub>5</sub> 250-499      ±<sub>6</sub> 500 or more  
±<sub>7</sub> Not applicable
22. Did your project involve any partnerships with the following groups? (*Check all that apply*)
- ±<sub>01</sub> Non-profit community organizations, societies, or associations  
±<sub>02</sub> Canadian institutions  
±<sub>03</sub> Board of education  
±<sub>04</sub> Bands, First Nations, Tribal Councils, local, regional, or national Aboriginal organizations  
±<sub>05</sub> Provincial/territorial government, agencies, or institutions  
±<sub>06</sub> Municipal/local government, agencies, or institutions  
±<sub>07</sub> Private sector organizations  
±<sub>66</sub> Other (*please specify*) \_\_\_\_\_  
±<sub>00</sub> No partnerships – *Please go to Question 26*

**Please answer Questions 23 to 25 if your project involved partnerships.  
Otherwise, please go directly to Question 26.**

23. Did your project involve partnerships with... (*Check all that apply*)
- ±<sub>01</sub> Justice-related partners (e.g., organizations working in justice-related areas)  
±<sub>02</sub> Non-justice-related partners (e.g., organizations working in health, education, recreation, etc.)
24. Did your project involve **new** partnerships developed through Youth Justice Fund funding with... (*Check all that apply*)
- ±<sub>01</sub> Justice-related partners (e.g., organizations working in justice-related areas)  
±<sub>02</sub> Non-justice-related partners (e.g., organizations working in health, education, recreation, etc.)
25. a) How effectively did partnerships work to assist your project in achieving its objectives? (*Check one response*)
- ±<sub>4</sub> Very effectively      ±<sub>3</sub> Effectively      ±<sub>2</sub> Ineffectively      ±<sub>1</sub> Very ineffectively
- b) Please explain your response, including examples.

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**All respondents please answer Questions 26 to 32.**

26. Do you have any suggestions for how the Youth Justice Fund could help to develop more partnerships or improve the effectiveness of partnerships?

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±00 No suggestions

27. Thinking about what your organization accomplished with funding from the Youth Justice Fund, what changed as a result of your project? Please provide specific examples if possible.

**Please do *not* describe your organization's activities.  
Instead, describe the *outcomes* of those activities, or what has changed because of them.**

Example of an activity: Offering a mentoring program for gang-involved youth  
Example of an outcome: More youth exiting gangs

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28. In your opinion, how might the outcomes have differed for *individual target group members* if your project were not in place?

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29. Which of the following intended outcomes of the Youth Justice Fund did your project **expect** to achieve? For each of the responses selected, please indicate the extent to which you believe your project **achieved** the intended outcome. *(If your project funding period is still ongoing, please indicate the extent to which you believe your project has achieved the intended outcomes to date.)*

Youth Justice Fund Outcomes	To what extent did your project achieve its intended outcomes in these areas?			
	Fully achieved	Somewhat achieved	Minimally achieved	N/A Not intended outcome for project
a) Delivered programming/services to target groups .....	±3	±2	±1	±7
b) Increased responsiveness to emerging youth justice issues .....	±3	±2	±1	±7
c) Greater citizen/community participation in the youth justice system.....	±3	±2	±1	±7
d) Increased collaboration between traditional and non-traditional youth justice partners related to emerging youth justice issues .....	±3	±2	±1	±7
e) Increased awareness and knowledge related to emerging youth justice issues and possible new or enhanced models .....	±3	±2	±1	±7
f) Opportunities to share knowledge and best practices amongst justice system stakeholders .....	±3	±2	±1	±7
g) Increased skills and knowledge related to emerging youth justice issues among service providers/professionals.....	±3	±2	±1	±7
h) Application of lessons learned and knowledge gained regarding emerging issues, including adoption of successful approaches and best practices.....	±3	±2	±1	±7
i) Improved responsiveness to youth with unique needs including youth in care, youth with mental health issues, youth with FASD, Aboriginal youth, gang-involved youth and violent offenders, and drug-addicted youth ....	±3	±2	±1	±7
j) Stronger links to community-based youth programs and initiatives that help reintegrate youth after involvement in the youth justice system.....	±3	±2	±1	±7
k) Opportunities for effective rehabilitation and reintegration of young persons into their communities ...	±3	±2	±1	±7
l) More integrated coordinated approach to emerging youth justice issues .....	±3	±2	±1	±7

30. Did the project face any challenges that affected its ability to achieve its objectives? Please explain.

---

---

±<sub>00</sub> No/None      ±<sub>88</sub> Don't know

31. Did the project identify any best practices that contributed to achieving its objectives? Please explain.

---

---

±<sub>00</sub> No/None      ±<sub>88</sub> Don't know

32. Did your project have any unintended consequences, either positive or negative?  
(Check one response only)

- ±<sub>1</sub> Yes, positive unintended consequences
- ±<sub>2</sub> Yes, negative unintended consequences
- ±<sub>0</sub> No unintended consequences – *Please go to Question 34*
- ±<sub>8</sub> Don't know – *Please go to Question 34*

**Please answer Question 33 if your project had unintended consequences.  
Otherwise, please go directly to Question 34.**

33. Please describe any positive or negative unintended consequences of your project.

Positive

Negative

<hr/>	<hr/>
<hr/>	<hr/>
<hr/>	<hr/>

**All respondents please answer Question 34.**

34. Has your project funding period ended?

- ±<sub>1</sub> Yes
- ±<sub>0</sub> No – *Please go to Question 37*

**Please answer Questions 35 and 36 if your project funding period has ended.  
Otherwise, please go directly to Question 37.**



**APPENDIX H:**  
**File Review Templates**



Reviewer initials: \_\_\_\_\_  
 Date of review: \_\_\_\_\_

**Youth Justice Services Funding Program  
 File Review Template**

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**Jurisdiction:** \_\_\_\_\_

Documents reviewed
± <sub>1</sub> YJSFP Annual Plans    ± <sub>2</sub> YJSFP Annual Reports
± <sub>6</sub> Other:
<i>Please cite source document(s) used to answer each question.</i>

Amount of funding / Agreement type	Fiscal year			
	2005/06	2006/07	2007/08	2008/09
<b>Type of agreement</b>	± <sub>1</sub> Standard ± <sub>2</sub> Alternative	± <sub>1</sub> Standard ± <sub>2</sub> Alternative	± <sub>1</sub> Standard ± <sub>2</sub> Alternative	± <sub>1</sub> Standard ± <sub>2</sub> Alternative
Minimum provincial expenditure on high priority programming (\$)				
High priority (\$)				
Medium priority (\$)				
Low priority (\$)				
Annual budget (\$)				
Federal contribution				

<b>1. Have there been any changes in YJSFP service delivery over time? Were changes a result of federal funding?</b>
Notes on changes in high priority programs and services: <div style="text-align: center;"><i>* Please note if reports indicate "No significant changes"</i></div>
Assessment of reasons for changes in service delivery:
Other notes on high priority programs and services:

**Youth Justice Services Funding Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<p><b>2. To what extent has the Department of Justice implemented an effective performance measurement strategy to:</b></p> <ul style="list-style-type: none"> <li>- provide timely management information</li> <li>- assist the Department of Justice in ongoing performance monitoring and program adjustment</li> <li>- capture adequate and useful information for assessing the impact of YJI funding?</li> </ul>			
Is there evidence in the file that the agreement is being monitored?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Describe:			
Is there any performance measurement data in the file?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Describe:			
Does the file indicate any difficulties in reporting?			
± <sub>00</sub> No difficulties	± <sub>01</sub> Late reports	± <sub>02</sub> Inconsistent information	± <sub>03</sub> Missing reports
± <sub>04</sub> Failure to fulfil reporting requirements (substantively lacking)			
Describe:			
± <sub>66</sub> Other (describe):			
± <sub>88</sub> Can't determine			
<p><b>3. In what manner and to what extent have the activities and outputs contributed toward achieving the objectives and intended outcomes of the YJI funding components?</b></p> <ul style="list-style-type: none"> <li>- Increased alignment of provincial/territorial programming with federal policy objectives (i.e., by targeting provincial/territorial resources to programs and services deemed 'high priority' under YJSFP)</li> <li>- Ability to maintain/continue existing and high priority programs and services after funding cap</li> <li>- Appropriate use of alternatives to court and incarceration</li> <li>- Court process and custody targeted to most serious offences</li> <li>- Accountability measures reflect severity of offence and degree of responsibility of the offender</li> <li>- More integrated, coordinated approach to youth justice</li> <li>- Fairer, more effective youth justice system</li> </ul>			
Notes on achievement of outcomes: (Use examples if possible)			

**Youth Justice Services Funding Program  
File Review Template**

31

**Jurisdiction:**

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**Youth Justice Services Funding Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<b>4. What unintended or unanticipated impacts were generated by the YJI funding components? How have they impacted achievement of the intended outcomes?</b>			
Does the file contain evidence of unintended impacts of YJSFP?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Describe unintended impacts, and indicate if each impact is positive, negative, or neutral:			
<b>5. What factors are contributing to or constraining the achievement of the objectives and intended outcomes?</b>			
Describe any challenges:			
How are these challenges constraining success?			
Describe any best practices / factors contributing to success:			
How are these best practices contributing to success?			
<b>6. If the program or activity continues, how could its efficiency be improved?</b>			
Does the file indicate any inefficiencies?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Describe:			
Have any possible efficiencies been identified in the file?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Describe:			
If yes, were suggested efficiencies put into practice?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Explain, using examples if possible:			

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

**SECTION 1.0**

*To be completed off-site*

Off-site documents reviewed:

- ±<sub>1</sub> IRCS Agreements
- ±<sub>2</sub> Annual Reports
- ±<sub>3</sub> Summary Tables of Jurisdictional Expenditures
- ±<sub>4</sub> Provincial IRCS program manual (if applicable)

Reviewer initials: \_\_\_\_\_  
Date of review: \_\_\_\_\_

*Please cite source document(s) used to answer each question.*

<b>1.1 How is the basic capacity funding (Part A) used by jurisdictions?</b>	
<b>Part A: Basic capacity (see Summary Table of Jurisdictional Expenditures for Fiscal Year)</b>	
<b>Program or Service</b>	<b>Actual Expenditures</b>
<b>FY 2005-2006</b>	
Development of capacity to provide pre-sentence assessments	
Maintenance of capacity to provide pre-sentence assessments	
Development of capacity to prepare treatment plans	
Enhancement of ongoing assessment capacity and the provision of rehabilitative services for similar non-IRCS cases	
<b>FY 2006-2007</b>	
Development of capacity to provide pre-sentence assessments	
Maintenance of capacity to provide pre-sentence assessments	
Development of capacity to prepare treatment plans	
Enhancement of ongoing assessment capacity and the provision of rehabilitative services for similar non-IRCS cases	
<b>FY 2007-2008</b>	
Development of capacity to provide pre-sentence assessments	
Maintenance of capacity to provide pre-sentence assessments	
Development of capacity to prepare treatment plans	
Enhancement of ongoing assessment capacity and the provision of rehabilitative services for similar non-IRCS cases	
<b>FY 2008-2009</b>	
Capacity for assessments, treatment plan development, and specialized rehabilitative services for seriously violent youth with mental health issues as per the previous agreements (\$100K)	
Capacity enhancements beyond that of fiscal year 2007-2008 (incremental \$100K)	
<b>Please describe use of Part A incremental funding (2008-2009) (\$100K in provinces, \$50K in YT and NT, \$25K in NU):</b>	

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<b>Other notes on Part A: Basic capacity programs and services:</b>			
<b>1.2 How is the case funding (Part B) used by jurisdictions?</b>			
<b>Part B: Case funding (see Summary Table of Jurisdictional Expenditures for Fiscal Year)</b>			
<b>Custody</b>	<b>Actual Expenditures</b>	<b>Community</b>	<b>Actual Expenditures</b>
<b>FY 2005-2006</b>			
Reports and assessments		Reports and assessments	
Rehabilitative services		Rehabilitative services	
Basic custodial programming		Reintegration services	
Reintegration services		Independent residential and living allowance	
Conferences		Travel and living expenses	
Other: _____		Escort staff	
		Community support and supervision	
		Attendance programs	
		Conferences	
		Other: _____	
Subtotal in custody (a)		Subtotal in community (a1)	
Total in custody and community (a+a1):		Total number eligible days in: Custody: _____ Community: _____ Total: _____	
<b>FY 2006-2007</b>			
Reports and assessments		Reports and assessments	
Rehabilitative services		Rehabilitative services	
Basic custodial programming		Reintegration services	
Reintegration services		Independent residential and living allowance	
Conferences		Travel and living expenses	
Other: _____		Escort staff	
		Community support and supervision	
		Attendance programs	
		Conferences	
		Other: _____	
Subtotal in custody (a)		Subtotal in community (a1)	
Total in custody and community (a+a1):		Total number eligible days in: Custody: _____ Community: _____ Total: _____	

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<b>Custody</b>	<b>Actual Expenditures</b>	<b>Community</b>	<b>Actual Expenditures</b>
<b>FY 2007-2008</b>			
Reports and assessments		Reports and assessments	
Rehabilitative services		Rehabilitative services	
Basic custodial programming		Reintegration services	
Reintegration services		Independent residential and living allowance	
Conferences		Travel and living expenses	
Other: _____		Escort staff	
		Community support and supervision	
		Attendance programs	
		Conferences	
		Other: _____	
Subtotal in custody (a)		Subtotal in community (a1)	
Total in custody and community (a+a1):		Total number eligible days in: Custody: _____ Community: _____ Total: _____	
<b>FY 2008-2009</b>			
Reports and assessments		Reports and assessments	
Rehabilitative services		Rehabilitative services	
Basic custodial programming		Reintegration services	
Reintegration services		Independent residential and living allowance	
Conferences		Travel and living expenses	
Other: _____		Escort staff	
		Community support and supervision	
		Attendance programs	
		Conferences	
		Other: _____	
Subtotal in custody (a)		Subtotal in community (a1)	
Total in custody and community (a+a1):		Total number eligible days in: Custody: _____ Community: _____ Total: _____	







**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

**SECTION 2.0**

*To be completed on-site for each IRCS case*

Reviewer initials: \_\_\_\_\_  
Date of review: \_\_\_\_\_

On-site documents reviewed:

±<sub>1</sub> Notification of IRCS Order and/or Modification Thereof Face Sheet –  
for IRCS sentences imposed during FY 2005-2006 to 2008-2009

Date of Submission: \_\_\_\_\_ Federal Identifier: \_\_\_\_\_

Current Charge: \_\_\_\_\_

Nature of Offence:      ±<sub>1</sub> Presumptive      ±<sub>2</sub> 3<sup>rd</sup> Serious Violent Offence (SVO)

In the case of a presumptive offence, did the Crown waive the presumption?

±<sub>1</sub> Yes      ±<sub>0</sub> No      ±<sub>8</sub> Not applicable (3<sup>rd</sup> Serious Violent Offence)

In the case of a third Serious Violent Offence, did the Crown seek an adult penalty?

±<sub>1</sub> Yes      ±<sub>0</sub> No      ±<sub>8</sub> Not applicable (presumptive offence)

Prior Convictions:      ±<sub>1</sub> Yes      ±<sub>0</sub> No

E.g., \_\_\_\_\_

Reasons for Sentence: \_\_\_\_\_

Start Date of IRCS Sentence: \_\_\_\_\_ Total Length of Sentence: \_\_\_\_\_

Custody Portion: \_\_\_\_\_ Community Portion: \_\_\_\_\_

Gender of Young Person: ±<sub>1</sub> Male      ±<sub>2</sub> Female      Age of Young Person: \_\_\_\_\_ years

Aboriginal Status:      ±<sub>1</sub> Aboriginal      ±<sub>0</sub> Not Aboriginal      ±<sub>8</sub> Can't determine

Young person's diagnosis: \_\_\_\_\_

Transfer of young person?      ±<sub>1</sub> Yes – To which jurisdiction? \_\_\_\_\_      ±<sub>0</sub> No

Is the transfer for the purposes of accessing treatment?      ±<sub>1</sub> Yes      ±<sub>0</sub> No

Other Information/Additional Comments: \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

**SECTION 3.0**

*To be completed on- and off-site*

Reviewer initials: _____ Date of review: _____
---

Off-site documents reviewed:

- ±<sub>1</sub> IRCS Agreements
- ±<sub>2</sub> Annual Reports
- ±<sub>3</sub> Summary Tables of Jurisdictional Expenditures

On-site documents reviewed:

- ±<sub>4</sub> Notification of IRCS Order and/or Modification Thereof Face Sheet – for IRCS sentences imposed during FY 2005-2006 to 2008-2009 – Dates of submission only
- ±<sub>5</sub> Correspondence
- ±<sub>6</sub> Any additional documentation not identified in Section 1.0 or Section 2.0

*Please cite source document(s) used to answer each question.*

<b>To what extent has the Department of Justice implemented an effective performance measurement strategy to:</b>			
- provide timely management information - assist the Department of Justice in ongoing performance monitoring and program adjustment - capture adequate and useful information for assessing the impact of YJI funding?			
Is there evidence in the file that the agreement is being monitored?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Please describe:			
Is there any performance measurement data in the file?	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Please describe:			
Does the file indicate any difficulties in reporting?			
± <sub>00</sub> No difficulties	± <sub>01</sub> Late reports	± <sub>02</sub> Inconsistent information	± <sub>03</sub> Missing reports
± <sub>04</sub> Failure to fulfil reporting requirements (substantively lacking)			
Please describe:			
± <sub>66</sub> Other (describe): _____			
± <sub>88</sub> Can't determine			
Were Court Orders and Face Sheets submitted within 30 days of IRCS sentence for each IRCS case?			
± <sub>4</sub> Always	± <sub>3</sub> Usually	± <sub>2</sub> Sometimes	± <sub>1</sub> Rarely
± <sub>0</sub> Never	± <sub>8</sub> Can't determine		
Notes: (e.g., missing reports, extent of delay in reporting)			

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

--

**SECTION 4.0**

*To be completed on- and off-site*

<i>Reviewer initials:</i> _____
<i>Date of review:</i> _____

Off-site documents reviewed:

- ±<sub>1</sub> IRCS Agreements
- ±<sub>2</sub> Annual Reports
- ±<sub>3</sub> Summary Tables of Jurisdictional Expenditures

On-site documents reviewed:

- ±<sub>4</sub> Correspondence
- ±<sub>5</sub> Any additional documentation not covered in previous sections

*Please cite source document(s) used to answer each question.*

<b>4.1 What unintended or unanticipated impacts were generated by the YJI funding components? How have they impacted achievement of the intended outcomes?</b>
Does the file contain evidence of unintended impacts of IRCS?    ± <sub>1</sub> Yes    ± <sub>0</sub> No    ± <sub>8</sub> Can't determine
Describe unintended impacts, and indicate if each impact is positive, negative, or neutral:
<b>4.2 What factors are contributing to or constraining the achievement of the objectives and intended outcomes?</b>
Describe any challenges:
How are these challenges constraining success?
Describe any best practices/factors contributing to success:
How are these best practices contributing to success?

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<b>4.3 If the program or activity continues, how could its efficiency be improved?</b>			
Does the file indicate any inefficiencies? Describe:	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
Have any possible efficiencies been identified in the file? Describe:	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine
If yes, were suggested efficiencies put into practice? Describe:	± <sub>1</sub> Yes	± <sub>0</sub> No	± <sub>8</sub> Can't determine

**Youth Justice Services Funding Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

<i>Reviewer initials:</i> _____ <i>Date of review:</i> _____
---

**Evaluation of the  
Youth Justice Initiative Funding Components  
Youth Justice Fund  
File Review Template**

**Overview**

1. File number: \_\_\_\_\_
2. Project title: \_\_\_\_\_
3. Organization name: \_\_\_\_\_
4. Organization type: (see Application letter, Section 2)
 

± <sub>1</sub> Non-profit community organization	± <sub>2</sub> Canadian institution/board of education	± <sub>3</sub> Band, First Nation, Tribal Council, Aboriginal organization	± <sub>4</sub> Provincial/territorial government, agency or institution
± <sub>5</sub> Municipal government, agency or institution	± <sub>6</sub> Private sector organization	± <sub>7</sub> For-profit enterprise	± <sub>8</sub> Individual
5. Main focus of applicant organization:
 

± <sub>01</sub> Justice/youth justice	± <sub>02</sub> Law enforcement	± <sub>03</sub> Crime prevention
± <sub>04</sub> Health	± <sub>05</sub> Education	± <sub>06</sub> Employment services
± <sub>07</sub> Mental health	± <sub>08</sub> Recreation	± <sub>09</sub> Social services
± <sub>06</sub> Other ( <i>please specify</i> ) _____		
6. Is the applicant organization a traditional (justice-related organization) or non-traditional youth justice stakeholder (non-justice-related organization in area of health, education, employment, recreation, social services, etc.)?
 

± <sub>1</sub> Traditional	± <sub>2</sub> Non-traditional	± <sub>8</sub> Can't determine
----------------------------	--------------------------------	--------------------------------
7. Location of project: \_\_\_\_\_ (City) \_\_\_\_\_ (Province – use postal abbr.)
8. Start date: \_\_\_\_\_ (mm/dd/yy)
9. End date (projected date for ongoing projects or actual completion date for completed projects): \_\_\_\_\_ (mm/dd/yy)
10. Amount of funding requested: \$ \_\_\_\_\_
11. Amount of funding approved: \$ \_\_\_\_\_
12. Amount of funding claimed: \$ \_\_\_\_\_
13. Funding stream/commitment item:
 

± <sub>1</sub> Core Fund	± <sub>2</sub> Guns, Gangs, & Drugs	± <sub>3</sub> National Anti-Drug Strategy
--------------------------	-------------------------------------	--
14. Funding component:
 

± <sub>1</sub> Provincial and Territorial Partnerships	± <sub>2</sub> Public Legal Education and Information	± <sub>3</sub> Innovative Programming	± <sub>4</sub> Cities and Communities Partnerships
--	---	---------------------------------------	--
15. Type of project:

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

±<sub>01</sub> Aboriginal                      ±<sub>02</sub> Pilots/Models                      ±<sub>03</sub> Training                      ±<sub>04</sub> Information sharing

±<sub>05</sub> Information gathering    ±<sub>06</sub> Multi-faceted                      ±<sub>07</sub> Evaluation                      ±<sub>66</sub> Other \_\_\_\_\_

16. Identified need for project documented in file:                      ±<sub>1</sub> Yes                      ±<sub>0</sub> No

E.g., \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

17. Relationship to objectives of the Youth Justice Fund: (see Department of Justice YJF Project Summary)

- ±<sub>1</sub> Increase the use of measures, outside the formal court process, that are often more effective in addressing some types of youth crime
- ±<sub>2</sub> Establish a more targeted approach to the use of custody for young people
- ±<sub>3</sub> Improve the system’s ability to rehabilitate and reintegrate young offenders
- ±<sub>4</sub> Increase the use of community-based sentences for non-violent youth crime
- ±<sub>5</sub> Establish special measures for violent offenders that focus on intensive supervision and treatment

18. Sources of revenue (in addition to YJF):

Funding source	Cash amount	In-kind amount
_____	_____	_____
_____	_____	_____
_____	_____	_____

19. Target groups (please check all that apply):

- ±<sub>01</sub> Ethnocultural or visible minority youth
- ±<sub>02</sub> Aboriginal, Inuit, or Métis youth
- ±<sub>03</sub> Official language minority youth
- ±<sub>04</sub> Gay/lesbian/transgendered youth
- ±<sub>05</sub> Youth with disabilities
- ±<sub>06</sub> Homeless youth
- ±<sub>07</sub> Youth at risk
- ±<sub>08</sub> Youth in conflict with the law
- ±<sub>09</sub> Youth in the justice system with mental health issues
- ±<sub>10</sub> Youth in the justice system with cognitive incapacities like Fetal Alcohol Spectrum Disorders (FASD)
- ±<sub>11</sub> Youth in the justice system in need of drug treatment programming
- ±<sub>12</sub> Youth in the justice system involved in gangs or vulnerable to gang influence
- ±<sub>13</sub> Youth (12-17 years old)
- ±<sub>66</sub> Other (*please specify*) \_\_\_\_\_
- ±<sub>88</sub> Can’t determine
- ±<sub>14</sub> Justice-related professionals
- ±<sub>15</sub> Other professional groups or individuals
- ±<sub>16</sub> Governments (any level)
- ±<sub>17</sub> Community at large
- ±<sub>18</sub> Urban community
- ±<sub>19</sub> Rural community
- ±<sub>20</sub> Northern community

20. Is the project gender-specific?    ±<sub>1</sub> Yes                      ±<sub>0</sub> No                      ±<sub>88</sub> Can’t determine

21. **If yes**, does it target:                      ±<sub>1</sub> Males                      ±<sub>2</sub> Females

**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

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**Jurisdiction:** \_\_\_\_\_

22. Key activities of project (please check all that apply):

- |                                |                      |   |                                |
|--------------------------------|----------------------|---|--------------------------------|
| $\pm_{01}$ Conference/workshop | $\pm_{02}$ Education | $\pm_{03}$ Program development/<br>implementation | $\pm_{04}$ Information sharing |
| $\pm_{05}$ Research            | $\pm_{06}$ Training  |   | $\pm_{88}$ Can't determine     |
| $\pm_{66}$ Other _____         |                      |   |                                |

23. Brief project description: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

24. Describe any modifications to the project design that occurred during the course of the project and reasons for changes:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

$\pm_0$  No changes

25. Number of partners in project (total): \_\_\_\_\_  $\pm_{88}$  Can't determine

26. Number of partnerships developed during/as a result of the project: \_\_\_\_\_  $\pm_{88}$  Can't determine

27. Number of non-traditional partners in project, not including applicant organization: \_\_\_\_\_  $\pm_{88}$  Can't determine  
\* i.e., non-justice-related organizations in the areas of health, education, employment, recreation, social services, etc.

28. Number of new non-traditional partnerships developed during/as a result of the project: \_\_\_\_\_  $\pm_{88}$  Can't determine

29. Types of partners:

$\pm_{01}$ Non-profit community organizations, societies, or associations	$\pm_{02}$ Canadian institutions/ boards of education	$\pm_{03}$ Bands; First Nations; Tribal Councils; local, regional, or national Aboriginal organizations
$\pm_{04}$ Provincial/territorial government, agencies, or institutions	$\pm_{05}$ Municipal/local government, agencies, or institutions	$\pm_{06}$ Private sector organizations
$\pm_{88}$ Can't determine		
$\pm_{66}$ Other (list names of organizations) _____		

**Department of Justice Assistance**

30. Does the file indicate assistance from Department of Justice staff with the proposal development/application process?  $\pm_1$  Yes  $\pm_0$  No  $\pm_8$  Can't determine

31. **If yes**, what type of assistance? \_\_\_\_\_  
\_\_\_\_\_

32. Does the file indicate project-related assistance from Department of Justice staff for any of the following (Project Progress Report)?

- |                                   |                              |                                    |                               |
|-----------------------------------|------------------------------|------------------------------------|-------------------------------|
| $\pm_{01}$ Information/ knowledge | $\pm_{02}$ Technical support | $\pm_{03}$ Delivery/administrative | $\pm_{04}$ Evaluation support |
|-----------------------------------|------------------------------|------------------------------------|-------------------------------|



**Intensive Rehabilitative Custody and Supervision (IRCS) Program  
File Review Template**

**Jurisdiction:** \_\_\_\_\_

±<sub>05</sub> Reporting assistance      ±<sub>66</sub> Other: \_\_\_\_\_      ±<sub>77</sub> Did not need/request support      ±<sub>88</sub> Can't determine

33. Describe any comments regarding Department of Justice assistance: \_\_\_\_\_

34. Does the file indicate that the project *requested but did not receive* assistance from Department of Justice staff?      ±<sub>1</sub> Yes (specify) \_\_\_\_\_      ±<sub>0</sub> No indication

**Performance measurement and results**

35. Objectives of project (see Section 4 of Project Funding Agreement)

<b>List objectives</b>	<b>Evidence of achievement</b>			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			

36. Expected results of project (see Section 4 of Project Funding Agreement; also YJF Youth Referral Summary)

<b>List results</b>	<b>Evidence of achievement</b>			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			

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_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			
_____	± <sub>2</sub> Yes, fully	± <sub>1</sub> Yes, partially	± <sub>0</sub> No	± <sub>8</sub> Can't determine
_____	Example: _____			

37. Did the project report any difficulties in achieving its objectives or results? If yes, please describe.

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38. Did the project report any best practices? If yes, please describe.

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39. Were there any unintended or unanticipated impacts? If yes, please describe.

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40. Does the file contain evidence that target groups were reached? Please indicate those that were reached.

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- |  |  |
|--|--|
| ± <sub>01</sub> Ethnocultural or visible minority youth  | ± <sub>14</sub> Justice-related professionals            |
| ± <sub>02</sub> Aboriginal, Inuit, or Métis youth  | ± <sub>15</sub> Other professional groups or individuals |
| ± <sub>03</sub> Official language minority youth   | ± <sub>16</sub> Governments (any level)                  |
| ± <sub>04</sub> Gay/lesbian/transgendered youth  | ± <sub>17</sub> Community at large                       |
| ± <sub>05</sub> Youth with disabilities  | ± <sub>18</sub> Urban community                          |
| ± <sub>06</sub> Homeless youth   | ± <sub>19</sub> Rural community                          |
| ± <sub>07</sub> Youth at risk  | ± <sub>20</sub> Northern community                       |
| ± <sub>08</sub> Youth in conflict with the law   |  |
| ± <sub>09</sub> Youth in the justice system with mental health issues  |  |
| ± <sub>10</sub> Youth in the justice system with cognitive incapacities like Fetal Alcohol Spectrum Disorders (FASD) |  |
| ± <sub>11</sub> Youth in the justice system in need of drug treatment programming                                    |  |
| ± <sub>12</sub> Youth in the justice system involved in gangs or vulnerable to gang influence                        |  |
| ± <sub>13</sub> Youth (12-17 years old)  |  |
| ± <sub>66</sub> Other ( <i>please specify</i> ) _____  |  |
| ± <sub>88</sub> Can't determine  |  |

41. Number of project participants (total): \_\_\_\_\_ ±<sub>888</sub> Can't determine
42. How many **youth** were reached: \_\_\_\_\_ (see Youth Referral Summary)
- ±<sub>777</sub> N/A - Youth not target group of project      ±<sub>888</sub> Can't determine
43. Number of different referral sources for youth participants: \_\_\_\_\_
- ±<sub>777</sub> N/A - Youth not target      ±<sub>888</sub> Can't determine
44. How many youth reached were male/female/other:    Male: \_\_\_\_\_    Female: \_\_\_\_\_    Other: \_\_\_\_\_
- ±<sub>77</sub> N/A – Youth not target      ±<sub>88</sub> Can't determine
45. Age of youth reached: Range: \_\_\_\_\_ years to \_\_\_\_\_ years    ±<sub>77</sub> N/A – Youth not target    ±<sub>88</sub> Can't determine
- Average: \_\_\_\_\_ years      ±<sub>77</sub> N/A – Youth not target    ±<sub>88</sub> Can't determine
46. Number of youth with prior charges: \_\_\_\_\_      77 N/A – Youth not target      88 Can't determine
- E.g., \_\_\_\_\_
- \_\_\_\_\_

47. Nature of gang affiliation (if applicable):
- \_\_\_\_\_
- \_\_\_\_\_
- \_\_\_\_\_

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48. Number of youth with identified risk factors: \_\_\_\_\_  $\pm_{77}$  N/A – Youth not target  $\pm_{88}$  Can't determine  
E.g., \_\_\_\_\_  
\_\_\_\_\_

49. Number of youth with high/medium/low family and community supports:  
High: \_\_\_\_\_ Medium: \_\_\_\_\_ Low: \_\_\_\_\_  $\pm_{77}$  N/A – Youth not target  $\pm_{88}$  Can't determine

50. Number of youth in school/working or not:  
School/work: \_\_\_\_\_ Not in school or working: \_\_\_\_\_  $\pm_{77}$  N/A – Youth not target  $\pm_{88}$  Can't determine

51. Length of time in program (include units):  
Range: \_\_\_\_\_ to \_\_\_\_\_ Average: \_\_\_\_\_  $\pm_{88}$  Can't determine

52. Degree of participation in program:  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

53. Does the file contain any suggested improvements for better efficiencies or effectiveness of the project? Were these put into practice?  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

54. Does the file indicate plans to continue activities in the funded area?  $\pm_1$  Yes  $\pm_0$  No  $\pm_8$  Can't determine

55. Does the file indicate plans to modify the project design in the future?  $\pm_1$  Yes  $\pm_0$  No  $\pm_7$  Project not continuing  $\pm_8$  Can't determine  
Describe intended modifications:  
\_\_\_\_\_  
\_\_\_\_\_

56. Does the file indicate monitoring by Department of Justice staff?  
 $\pm_2$  Yes  $\pm_1$  Somewhat  $\pm_0$  No  $\pm_8$  Can't determine

E.g., \_\_\_\_\_

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57. Reporting requirements (see Project Funding Agreement):

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58. Does the file indicate any difficulties in reporting?

- <sub>00</sub> No difficulties       <sub>01</sub> Late reports       <sub>02</sub> Inconsistent information       <sub>03</sub> Missing reports  
 <sub>04</sub> Failure to fulfil reporting requirements (substantively lacking)

Describe.

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<sub>66</sub> Other. Describe:

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<sub>88</sub> Can't determine

59. Other notes:

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**Jurisdiction:** \_\_\_\_\_

**Documents reviewed:**

- Youth Justice Fund Letter of Intent
- Project proposal
- Youth Justice Fund Application Letter
- Face sheet/Grants and Contributions Approval Document
- Project Funding Agreement
- Project budget and financial documents
- Youth Justice Fund Project Activity Report
- Youth Justice Fund Project Progress Report
- Youth Justice Fund Interim Report
- Youth Justice Fund Youth Referral Summary
- Youth Justice Fund Final Report
- Youth Justice Fund Final Project Summary Report
- Deliverables (reports, manuals, communication materials, community activities)
- Evaluation report (if applicable)
- Other: \_\_\_\_\_