

Process and Impact Evaluation
Community Action on Youth and
Drugs (CAYAD)

Ministry of Health
Manatū Hauora

1 October 2009

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Acknowledgements:

Litmus wishes to acknowledge and thank individuals and organisations who contributed to this evaluation. We would especially like to thank the eight CAYAD case study sites for their contribution.

1. Executive Summary

1.1 Community Action on Youth and Drugs (CAYAD)

Community Action on Youth and Drugs (CAYAD) is a community action programme aligned with the New Zealand National Drug Policy (NDP). The NDP 2007–2012 sets out the Government's policy for tobacco, alcohol and other drugs. The NDP aims to minimise the harms from these substances and improve the health and well-being of New Zealanders. The NDP identifies young people as a population group at greater risk of drug-related harms than other New Zealanders, requiring targeted approaches and a strong focus on the prevention of drug-related harm. The CAYAD programme aims to limit the use of drugs and reduce harm from drug use (in line with the NDP's harm minimisation approach).

The overall aim of the programme is to improve health outcomes through:

- increased community ownership and capability to address drug-related issues
- reduced drug-related harm
- improved health and well-being of New Zealanders. (Ministry of Health, 2008)

CAYAD has four outcomes to address the overall aim of the programme:

1. increased informed community discussion and debate about issues related to illicit drugs
2. effective policies and practices to reduce harm adopted
3. increased local capacity to support young people in education, employment and recreation
4. reduced supply of drugs to young people.

The CAYAD programme is focused on 30 communities across New Zealand identified as high-needs. The programme was first piloted in 1997.

Over the last few years, many CAYAD sites, in response to community need, have expanded their focus to also include reducing demand and controlling supply of alcohol to young people in their communities.

1.2 Evaluation of CAYAD

The Ministry of Health (the Ministry) commissioned Litmus Limited to undertake a process and impact evaluation of CAYAD in 2009. The objectives of the evaluation were:

1. to describe how CAYAD was implemented between January 2007 and February 2009 to determine whether implementation is proceeding as intended and to identify successes and challenges
2. to identify intended outcomes arising from the implementation of CAYAD, and the underlying factors contributing to or inhibiting their achievement
3. to identify unintended outcomes arising from the implementation of CAYAD

4. to identify potential improvements to the ongoing implementation of CAYAD that would help bring about the desired outcomes.

The evaluation did not consider the costs and benefits of CAYAD.

The evaluation findings drew on literature and documentation relating to the CAYAD programme, interviews with key national-level stakeholders, case studies of eight CAYAD sites, and an online survey of the remaining 17 CAYAD providers.

1.3 Implementation of the CAYAD programme

The CAYAD programme has a national-level governance and capability building structure of the Ministry of Health, the National Co-ordinator and the National CAYAD Advisory Group (NCAG). The benefits of this structure are clear strategic direction, targeted and effective workforce development, and a mechanism for disseminating knowledge from the 30 CAYAD sites across New Zealand into national-level policy. Overall, the relationship between the Ministry and the National Co-ordinator is working well. NCAG is in its formative stage, and to be effective further clarification of its role and composition is needed.

At a local level, each CAYAD site is led by kaimahi supported by their manager. In June 2009, most providers (18 out of 25) have a CAYAD Reference Group made up of community and sector leaders and alcohol and other drug professionals. The kaimahi is pivotal to the success of the CAYAD site. An effective kaimahi:

- has a community and key stakeholder network
- understands their community's unique challenges and contexts
- is knowledgeable about the evidence-base of effective practice in demand reduction and supply control for alcohol and illicit drugs
- is able to create support and provide leadership for the CAYAD programme locally
- is culturally competent.

The evaluation highlighted that the majority of kaimahi are credible and seen to have the right skills to make an effective difference in their respective communities.

At a local level, CAYAD sites move through a number of overlapping cyclical development stages:

- The establishment phase is for fostering and developing networks and relationships with key stakeholders in a range of community and professional settings. The kaimahi seek to create support for CAYAD's aim and outcomes across a range of stakeholders. It is critical to gain stakeholders' active involvement to establish a common voice on drug and alcohol issues, collaborate on specific initiatives and, if appropriate, offer additional resources.

This stage takes time to build understanding, relationships and trust. Once created, a local foundation is established on which the CAYAD site can develop strategies to address the community's issues relating to alcohol and illicit drugs.

- The strategic planning phase is when CAYAD sites, in conjunction with wider stakeholders, identify evidence-based and community-relevant initiatives and activities that align with the aim and desired outcomes of the CAYAD programme. The current CAYAD outcomes are broad and aligned with the NDP. Consequently, kaimahi can

address unique community needs within this framework. Effective CAYAD sites seek to develop a range of initiatives that address each CAYAD outcome from a number of perspectives – thus maximising the extent of the change in the community.

- The implementation phase occurs when the kaimahi works intersectorally to deliver initiatives that align with the four CAYAD outcomes. The box below contains examples of initiatives that have been implemented by CAYAD sites.

During the implementation phase, sites reflect on progress by identifying emerging outcomes and using this information to refine networks and action plans. Thus, the cycle commences again.

Outcome 1: increased informed community discussion and debate about issues related to illicit drugs

- Attendance at forums, groups and committees, e.g. Liaison on Alcohol and Other Drug meetings
- Wider community and stakeholder networking, e.g. drug and alcohol abuse wananga
- Drug education and resource development and distribution
- Events and activities, e.g. Youth Expo delivering health messages and services
- Media, e.g. promotion of CAYAD kaupapa to the community through media and mass events, newsletters, radio shows

Outcome 2: effective policies and practices to reduce harm adopted

- Informing drug and alcohol policies in local community settings, e.g. schools, marae, sports clubs
- Written submissions and running submission writing seminars, e.g. developing joint submissions on the National Alcohol Action Plan

Outcome 3: increased local capacity to support young people in education, employment and recreation

- Undertaking or supporting other organisations in developing youth leadership and mentoring young people, e.g. setting up a Youth Advisory Group or Youth Council
- Working with schools and education providers to encourage young people to remain in education and/or enter training courses, e.g. working with local training provider to set up a carpentry course
- Identifying employment opportunities for young people, e.g. working with local employers
- Identifying or working with sporting organisations to offer a range of sporting opportunities, e.g. gym, youth basketball

Outcome 4: reduced supply of drugs to young people

- Working with gangs to reduce or stop supply of methamphetamine to young people; supporting communities to report illicit drug sellers
- Youth hikoi to reduce number of liquor outlets; young people reporting licensees supplying to underage youth or intoxicated young people

In summary, CAYAD is a community action approach which addresses two pillars of the NDP: demand reduction and supply control. CAYAD is an iterative process of strategically planned, evidence-based, multi-component initiatives developed and delivered via an intersectoral approach to address community issues about youth's alcohol and illicit drug use across the four CAYAD outcomes.

Over the last two years, the CAYAD programme has gone through a period of strengthening. The purpose was to achieve greater consistency in practice across sites in relation to the

CAYAD programme's aim and outcomes, while retaining the ability to respond locally within this overarching framework. The implementation of a National Service Schedule and ongoing capability building has achieved the following results:

- Development of national and site level programme logic models and action plans (19 out of 25 CAYAD providers have a programme logic model). Although the process was time consuming and challenging, CAYAD providers and key stakeholders found it beneficial. The development of the logic models resulted in a shared and evidence-based direction at site level and a greater consistency of approach across CAYAD sites.
- The rejuvenation or establishment of Reference Groups. While most Reference Groups are at formative stage, their presence has increased CAYAD's visibility locally. Further, there is evidence that the presence of a Reference Group is resulting in a more collaborative implementation and sharing of local resources (i.e. the adoption of an intersectoral approach).
- An in-depth understanding of the community action approach. For most CAYAD sites, the implementation of the requirements of the National Service Schedule consolidated and reaffirmed their direction. However, at least two CAYAD sites realised that, while they were active in their community around drug education initiatives, their actions were inconsistent with a community action approach. As a result, the outcomes achieved were limited. Programme logic development therefore enabled these CAYADs to realign their activities and interventions with CAYAD's kaupapa. At the time of this evaluation, it was too early to determine whether the action plans developed will be implemented as intended. These sites will therefore require careful monitoring and constructive feedback over the next year.
- Increased awareness from CAYAD providers and stakeholders that CAYAD is a national programme. CAYAD sites are increasingly thinking about how to transfer their learnings across sites and how to collaborate regionally. Awareness and presence of the CAYAD brand is high amongst Reference Group members. However, across wider stakeholders CAYAD is less well known. These stakeholders commend the work of the CAYAD provider but do not associate their activities with the CAYAD programme. This lack of awareness has the potential to limit future alliances that may enhance CAYAD's reach and effectiveness.

The National Service Schedule introduced two new reporting templates. Across the CAYAD sites, there is confusion about and inconsistent use of these templates. Many CAYAD sites find reporting challenging, particularly in demonstrating the achievements of their CAYAD against outcomes. The development of the programme logic offers an outcome framework against which to report. However, there continues to be a lack of understanding on how to do this. Capability building on outcomes reporting is therefore required. Linked to this reporting, CAYAD sites are seeking more detailed feedback from the Ministry on their progress.

CAYAD sites are expected to contribute to the evidence-base of effective demand reduction and supply control initiatives. Consequently, being able to report in a way that is meaningful will contribute to this wider evidence-base is important.

Currently, there is no national level reporting on the CAYAD programme, and no national level indicators to demonstrate how CAYAD contributes to national policy. It is acknowledged the latter may be difficult to achieve, given the geographical spread of the CAYAD sites and may be potentially cost prohibitive. However, national reporting is an area, which requires further consideration.

1.4 The impact of the CAYAD programme

CAYAD is perceived by providers and local and national stakeholders as an effective programme that helps reduce youth demand for alcohol and illicit drugs. This is reflected in the CAYAD programme delivering positive results against three of the four CAYAD outcomes.

- Increased informed community discussion and debate about issues related to illicit drugs is an outcome clearly being achieved across most CAYAD sites. This increase in discussion has resulted in:
 - wider awareness and knowledge across key alcohol and drug stakeholders and community leaders about the issues relating to illicit drugs and alcohol in the CAYAD communities
 - agreement about how to address these issues and therefore common and consistent messages across the communities
 - agreement across the stakeholders to work together on agreed initiatives
 - collaborative initiatives being actioned.
- The CAYAD programme has influenced policy about alcohol and drugs both locally and nationally, thus creating systemic and environmental change:
 - Working with schools, marae and sports clubs to introduce or change their drug and alcohol policies has changed alcohol- and drug-related behaviour at that setting level.
 - Collaborative submissions have been made on local council and national policy, including the National Action Alcohol Plan.
- The CAYAD programme has been very successful in building local capacity to keep young people engaged in education, recreation and employment to reduce the opportunities for drug and alcohol use. This has had further benefits of improved health and well-being through sport, remaining in or returning to education, and/or training or entering the workforce. The CAYAD programme has therefore set many young people onto prosocial life pathways.

As a direct result of the CAYAD programme, two unintended outcomes are emerging:

- CAYAD is having a wider whānau/community effect. Young people's engagement in CAYAD initiatives offers, in some cases, the opportunity to access parents and wider whānau. Some CAYAD sites have reported that wider whānau engagement in CAYAD initiatives is influencing their attitudes and behaviour to drugs and alcohol.
- Youth crime has reduced significantly in at least four communities due to the work of CAYAD sites.

Across the CAYAD sites, only limited activities have been undertaken to reduce the supply of illicit drugs. Many kaimahi acknowledge that supply control initiatives are appropriate for alcohol. However, they struggle to identify initiatives around the supply of illicit drugs, given this tends to be the role of enforcement agencies. One CAYAD site has had positive success in changing some gangs' attitudes and behaviour to supplying methamphetamine, although the overall impact on supply is unknown. Others have reported supply activity within the community to the Police – which for a visible CAYAD worker has its risks.

All CAYAD sites are contributing to the success of the CAYAD programme. However, the extent to which outcomes are emerging varies across the CAYAD sites. Those sites closely

aligned with a broad intersectoral community action approach are more effective at achieving results across the CAYAD outcomes. The few CAYAD sites focusing predominantly on one or two CAYAD outcomes and not embedding an active intersectoral approach were achieving a more limited range of results. This finding therefore supports the use of community action and validates the investment over the last two years of building CAYAD sites' understanding of its application.

1.5 Effecting national policy

From this evaluation, there is evidence that the CAYAD programme is making a significant difference at a number of national policy levels:

- Harm minimisation – the initiatives of CAYAD sites and their stakeholders have positively changed the lives of numerous young people and their whānau and offered benefits to the wider communities.
- Evidence-based policy – initiatives undertaken by CAYAD sites are based on both research evidence of what works and the local knowledge of communities.
- Partnership – this is integral to the CAYAD programme. Sustainable initiatives are underpinned by a number of strategic relationships.
- Reducing inequalities – many CAYAD sites are located in areas with high Māori and Pacific populations. Iwi-affiliated providers are making a significant difference in their communities and are ensuring access to opportunities and supporting positive outcomes both for young people and for whānau and the wider communities.

1.6 Conclusions

- Over the last two years, the introduction of a number of national-level initiatives has strengthened CAYAD at both a national and a local level. The CAYAD programme is now becoming more established as a national programme, with greater consistency across sites to CAYAD's aim and outcomes and the use of a community action approach.
- The CAYAD programme is successfully achieving three of its desired outcomes. The CAYAD programme is not able to demonstrate the same level of success in the reduction of the supply of illicit drugs, although more success is achieved in reducing the supply of alcohol.
- Two significant unintended outcomes have emerged as a direct result of CAYAD: changes in attitudes and behaviour of the wider whānau to alcohol and drug use and the reduction of youth crime.

1.7 Ongoing improvements

Suggestions for improvements focus on ensuring consistency across the CAYAD sites, ongoing strengthening of CAYAD as a national programme, and demonstrating its effect on national policy. The suggested improvements below are organised by key partner groups within the CAYAD programme. More specificity on improvements can be found in sections 3, 4 and 6.

Ministry of Health

- Identifying the appropriateness of the supply reduction outcome for CAYAD sites, and if appropriate defining and communicating the expected activities.
- Including in CAYAD's aim and outcomes reference to demand reduction and supply control for alcohol.
- Clarifying the reporting requirements for the CAYAD sites as detailed in the National Service Schedule.
- Providing regular feedback to CAYAD sites on their reported progress, particularly for those sites who have realigned with a community action approach.
- Developing a national reporting framework to quantify and clearly demonstrate how the CAYAD programme is contributing to national policy goals.

National Co-ordinator

- Ensuring all CAYAD sites have a programme logic model and a functioning Reference Group. A particular focus needs to be placed on the extent to which CAYAD sites' programme logic models have intersectoral initiatives that span across all CAYAD's agreed outcomes.
- Continuing to develop CAYAD sites' capability, relative to their development stage, e.g. development of quantitative measures, reporting and policy analysis skills.

NCAG

- Clarifying NCAG's role and composition to be an effective conduit between the CAYAD sites and national-level policy. Particular consideration needs to be given to the role of the Ministry and the need for academic rigour within this body in the long-term.

CAYAD sites

- Having a widely agreed programme logic and action plan that is focused across all of the CAYAD outcomes and being able to report meaningfully against it.
- Having an effective Reference Group that meets regularly.
- Identifying with partners effective mechanisms on how to transfer community knowledge about effective initiatives to the wider evidence-base.
- Promoting the CAYAD brand so the kaimahi's work is strongly linked to the national programme.

2. Introduction

2.1 The CAYAD programme

“Drug-related problems can have a significant impact on individuals, families and whānau, communities and society as a whole. The costs including treatment, education, service provision, enforcement and custodial care can be measured in financial terms, but the personal and emotional costs on the lives of individuals and the people around them are immeasurable.” (Ministerial Committee on Drug Policy, 2007:25)

The Ministry of Health uses the strategic framework of the National Drug Policy (NDP) 1998–2003 and 2007–2012 to try to minimise the harms caused by drug use through an intersectoral approach (Ministry of Health, 1998, and Ministerial Committee on Drug Policy, 2007). In 2004, the Ministry of Health took over the management of the Community Action on Youth and Drugs (CAYAD) programme. Between 2003 and 2006, the Ministry has increased the coverage of CAYAD sites from five pilot sites to 30 sites located throughout New Zealand.

The overall aim of the CAYAD programme is to improve health outcomes through:

- increased community ownership and capability to address drug-related issues
- reduced drug-related harm
- improved health and well-being of New Zealanders. (Ministry of Health, 2008)

The CAYAD programme has four outcomes:

1. increased informed community discussion and debate about issues related to illicit drugs
2. effective policies and practices to reduce harm adopted
3. increased local capacity to support young people in education, employment and recreation
4. reduced supply of drugs to young people.

Before the CAYAD programme, there was little evidence-based research about what worked in minimising drug-related harm in communities. The design of the CAYAD programme therefore drew on strategies that had been proven to minimise alcohol-related harm generally. In this context, community action was adopted as a mechanism that offered a sustainable and outcomes-focused approach.

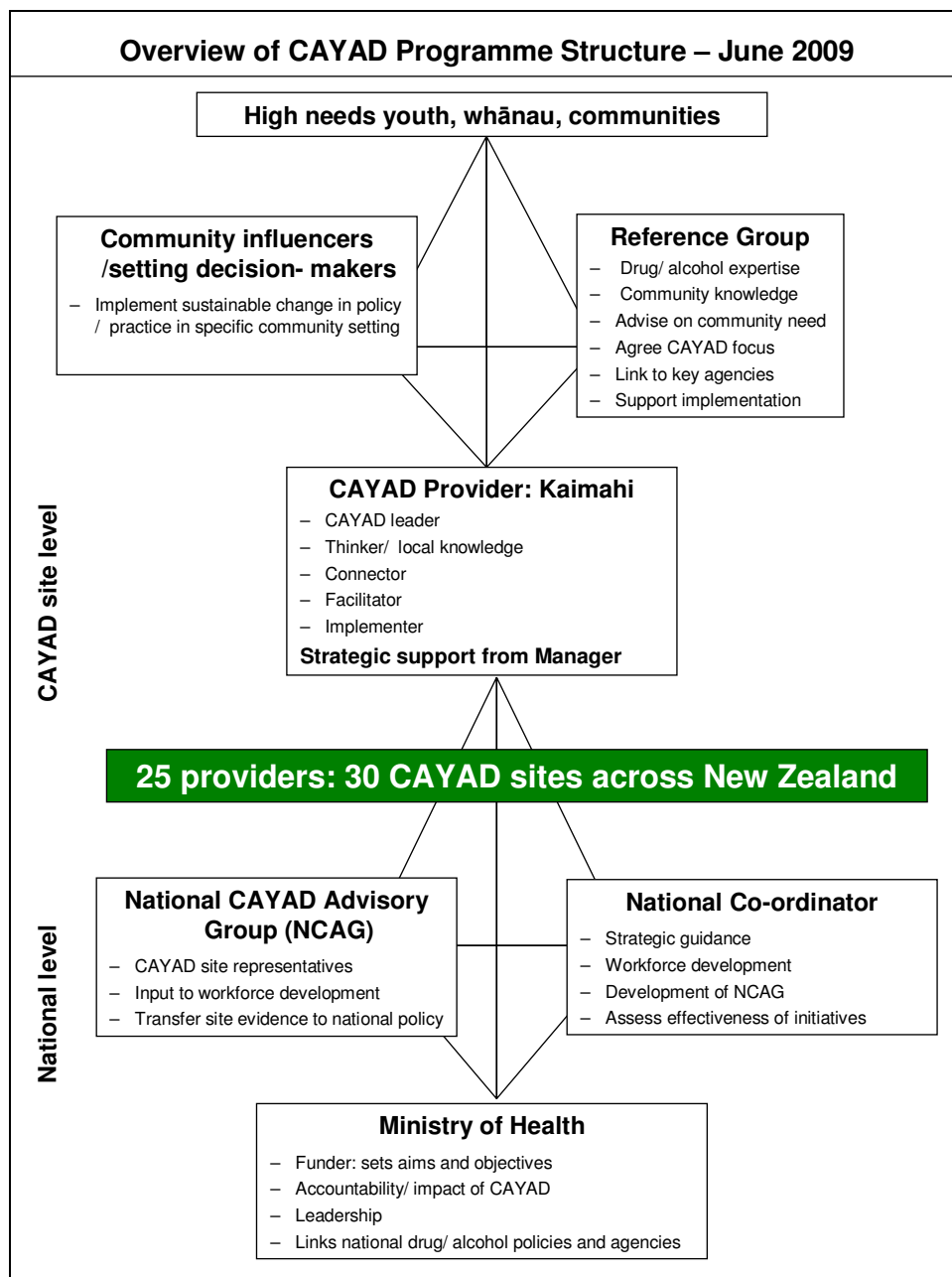
Community action intends to sustainably change underlying social norms and formal and informal policies and practices. A wide range of stakeholders agree on the issue/s facing a particular community, and then together use a range of participatory and educational processes to address them. Actions undertaken are evidence-based and draw on both research and local community knowledge (refer to Appendix one for CAYAD’s draft programme logic).

Over the last 12 years, the CAYAD programme has evolved from a small pilot to a national programme of 30 CAYAD sites managed by 25 providers (refer to Appendix two). CAYAD’s evolution has been shaped by the NDP’s principle of harm minimisation, and the findings

from formative and impact evaluations (SHORE/Whariki, 2004, 2006a and b). The CAYAD programme has been acknowledged, both nationally and internationally, as an innovative and ground-breaking demand reduction initiative.

Over the last few years, many CAYAD sites, in response to community need, have expanded their focus to include reducing demand and controlling supply of alcohol to young people in their communities. This development reflects high levels of concern about alcohol-related harm for youth in their communities. A detailed description of the evolution of CAYAD over the last 12 years is contained in Appendix three.

The diagram below depicts the CAYAD programme's structure in 2009. It demonstrates key stakeholders and their roles and responsibilities and intersectoral relationships at a national and community level.



2.2 Evaluating the CAYAD programme

To further inform the evidence-base on effective demand reduction and supply control strategies, the Ministry commissioned Litmus to evaluate the implementation of the CAYAD programme over the last two years. An outcome evaluation was also required to determine whether CAYAD is achieving progress against the programme outcomes.

There were four evaluation objectives:

1. to describe how CAYAD is being implemented between January 2007 and February 2009, to determine whether implementation is proceeding as intended (i.e. using a community action model and aligned with He Korowai Oranga and the NDP 2007–2012), and to identify successes and challenges
2. to identify intended outcomes arising from the implementation of CAYAD, and what underlying factors are contributing to or inhibiting their achievement
3. to identify unintended outcomes arising from the implementation of CAYAD for the Ministry, CAYAD sites and other stakeholders
4. to identify potential improvements to the ongoing implementation of CAYAD that would help bring about the desired outcomes.

The evaluation did not consider the costs and benefits of CAYAD. Appendix four contains the detailed evaluation questions.

A diverse range of data sources were drawn on to inform the evaluation objectives:

- literature relating to community action, including published literature and previous formative and impact evaluations of CAYAD
- national-level documentation about CAYAD, including the National Service Schedule, performance monitoring reports to the Ministry, and relevant strategies and policy documents
- national-level interviews with the Ministry of Health, Shore/Whariki and members of the National CAYAD Advisory Group (NCAG)
- case studies of eight CAYAD sites, which drew on interviews with a range of stakeholders involved in CAYAD and relevant site documentation
- an online survey of 17 providers of CAYAD sites to measure implementation issues and outcomes emerging.

Appendix five details the evaluation methods used. Appendix six contains the evaluation tools. Appendix seven lists the evaluation participants, who agreed to be named in the report.

2.3 Evaluation limitations

Positively, all 25 providers of the 30 CAYAD sites took part in this evaluation – eight sites participated in case studies and 17 providers participated to some extent in the online survey.

In considering the findings of this evaluation, a number of limitations are acknowledged:

- Stakeholders who contributed to the CAYAD case studies were identified by the CAYAD provider. It is possible therefore that some wider community stakeholder issues may not have been identified due to selection bias.
- The online survey was sent out to the 17 CAYAD providers not included in the case studies. The total number of respondents was 76: nine managers, 25 kaimahi and 42 stakeholders. Positively, the findings of the online survey were consistent with themes emerging from the CAYAD case studies conducted. Response from kaimahi across the CAYAD sites was high. Managers and wider stakeholders had a lower response rate. This is a reflection of the survey and sampling method used and the limited timeframe. Litmus undertook numerous follow-ups to encourage participation.
- The information and data available to address the outcome questions were primarily qualitative in nature. Extensive efforts were made to ensure a range of key stakeholders participated in the evaluation. Analysis of secondary documents and data was used to triangulate and validate participants' input about emerging impacts.
- Changes in CAYAD sites and Ministry of Health personnel, participant recall and the inability to include all stakeholders limited the information available to address the evaluation objectives.

The Evaluation Team is confident that the report accurately represents the views and perceptions of participants who contributed to the evaluation and that it is supported by the wider literature and data. The consistency of themes across participants and their support through the wider survey and documentation strengthens and validates the findings presented.

2.4 Report terminology

The following terms are used throughout the report:

- The CAYAD programme refers to the programme in its entirety.
- CAYAD site refers to one of the 30 CAYAD sites around New Zealand.
- CAYAD case/s refers to one or more of the eight CAYAD case studies.
- CAYAD initiatives refers to an activity undertaken at a CAYAD site level or across CAYAD sites which aligns with the four CAYAD outcomes.

3. CAYAD Implementation at a National Level

This section presents evaluation findings relating to the implementation of CAYAD between January 2007 and February 2009. It focuses on:

- the CAYAD programme's alignment with key national strategies
- the national co-ordination of the CAYAD programme.

Between January 2007 and February 2009, the Ministry initiated a number of activities to strengthen the CAYAD programme. These activities focused on developing CAYAD as a national programme with the ability to transfer learnings across sites and to effect national policy. Emphasis was also placed on creating greater consistency across CAYAD sites to achieve the programme's aim and outcomes, and effective understanding and use of a community action approach. The activities reflected the recommendations of the 2006 impact evaluation of the CAYAD programme (SHORE/Whariki, 2006). The activities included:

- a nationally consistent Service Schedule for all CAYAD sites (implemented in July 2008)
- the development of NCAG in late 2008, with a draft Terms of Reference developed in May 2009
- the establishment in March 2009 of the National Co-ordination function.

3.1 Alignment of CAYAD with key national strategies

3.1.1 *The National Drug Policy 2007–2012*

The evaluation considered how the CAYAD programme aligns with the intent of National Drug Policy (NDP) 2007–2012. The NDP sets out the Government's policy for tobacco, alcohol and other drugs. The NDP aims to minimise the harms from these substances and improve the health and well-being of New Zealanders. The policy identifies young people as a population group at greater risk of drug-related harms than other New Zealanders, requiring targeted approaches and a strong focus on the prevention of drug-related harm (Ministerial Committee on Drug Policy, 2007).

Many stakeholders agreed that the CAYAD programme is closely aligned with the NDP at both a policy level and in initiatives implemented. This reflects that the National Service Schedule and CAYAD outcomes explicitly focus CAYAD sites on intersectoral approaches, demand-reduction policies and practices, and youth.

The following analysis assesses the CAYAD programme against the principles of the NDP.

Harm minimisation

- All CAYAD sites focus on two of the three pillars of harm minimisation. As noted in section 5, the CAYAD programme reduces demand for alcohol and illicit drugs and, to a lesser extent, focuses on supply control. The CAYAD programme does not focus on problem limitation, which deals more with treatment services for problematic drug use.

Evidence-informed policy

- Through workforce development at regional and national hui, kaimahi are exposed to research evidence about effective demand reduction strategies. In seven of the eight CAYAD cases, kaimahi are applying this learning to their practice, as evident in initiatives being implemented. Evidence-based research through the Ministry and the National Co-ordinator is supporting and informing initiatives at the CAYAD sites.
- CAYAD sites are also expected, through the evaluation of their activities, to develop evidence of what works in reducing illicit drug and alcohol use in their communities and in supply control. There is some informal sharing of this community knowledge at regional hui. However, only occasionally are the CAYAD sites, via NCAG, requested to contribute at a national level. The upward flow of evidence of effective demand reduction and supply control initiatives at the community level is therefore currently limited.

Partnerships

- A strong philosophy of working in partnership is embedded in the CAYAD programme. Most CAYAD sites have invested significant time and effort to identify and connect with a wide range of alcohol and drug stakeholders and community leaders. As highlighted in sections 4.1.2, 4.1.3 and 5.1, most CAYAD cases are delivering effectively on this outcome.

Reducing inequalities

- As noted in the NDP (Ministerial Committee on Drug Policy, 2007:7), it is “a priority to reduce inequalities by improving the availability of, and access to, drug prevention and treatment services for Māori and Pacific peoples and young people because these groups experience the highest levels of drug-related harm”. All CAYADs target young people. Fifteen CAYAD sites significantly focus on Māori youth and nine focus on Pacific youth. The CAYAD programme is therefore making a significant contribution to reducing inequalities for young people and especially Māori and Pacific youth. As detailed in section 5, positive outcomes in demand reduction for alcohol and illicit drugs are emerging for youth and Māori and Pacific youth through CAYAD initiatives.

3.1.2 Alignment with He Korowai Oranga

He Korowai Oranga: Māori Health Strategy (2002) seeks to affirm Māori approaches and improve Māori outcomes through four pathways for action (Ministry of Health, 2002). The CAYAD programme is a mainstream service. The CAYAD contract currently does not require providers to align with He Korowai Oranga. Given its importance, the evaluation considered CAYAD sites' alignment with He Korowai Oranga's kaupapa.

Overall, CAYAD sites vary in the extent to which they align with He Korowai Oranga. As would be expected, iwi and iwi-affiliated trust providers are more likely to have philosophies and practices that closely align with the Strategy.

- Six of the eight CAYAD case studies are aligned with He Korowai Oranga to some extent:
 - Three of the four iwi providers' philosophies strongly reflect the principles underpinning He Korowai Oranga. These providers ensure that Māori leaders are involved in determining the strategic direction of their CAYAD and are active in implementation activities. Whānau are actively supported to achieve their maximum health and well-being¹.
 - Two trusts and a council are implementing CAYAD with Māori communities within a whānau ora approach.
- The online survey also reflected that most iwi-affiliated providers align with He Korowai Oranga.

Other CAYAD providers have more limited alignment with the principles of He Korowai Oranga, specifically:

- One trust indicated a lack of connections with their local Māori community as engagement is challenging because there are 11 iwi in their rohe. In the last 12 months, the trust has sought to address this through:
 - employing a Māori kaimahi with connections to a local iwi (although this does not address how to engage across 11 iwi)
 - initiating a project focusing on a community with a higher Māori population.
- In the survey, CAYAD providers located in larger organisations and non-iwi-affiliated trusts had higher levels of disagreement with the statement "*Māori have control over the direction of CAYAD sites to reduce drug-related harm*". In contrast, there is greater agreement that Māori are participating in decision-making, planning, development and delivery of CAYAD. This finding is not surprising, as larger organisations and non-iwi-affiliated trusts are more likely to encourage participation by Māori, but are less likely to hand over control due to their existing governance structures.

Across the CAYAD programme, iwi providers indicated that they are receiving differing messages from the Ministry about the extent to which their CAYAD site should focus on Māori communities.

- Two iwi providers indicated that questions had been raised about their predominant focus on their Māori community and more limited focus on the mainstream community.
- In contrast, two other iwi providers indicated they had been supported to focus on their Māori community.

Iwi providers require therefore greater clarity and assurance from the Ministry about the communities of focus for their CAYAD site.

In summary, the CAYAD programme is strongly aligned with the NDP's principles of harm minimisation, evidence-informed policy, partnership and reducing inequalities. Alignment with He Korowai Oranga varies across the CAYAD sites. Not surprisingly, iwi providers' philosophies and practice are the most consistent with He Korowai Oranga's kaupapa. There is a need for more clarity and consistency about the extent to which iwi providers focus on their Māori communities, given CAYAD is a mainstream programme.

¹ Due to insufficient evidence, the evaluation is unable to comment on one iwi provider.

3.2 National co-ordination of the CAYAD programme

National co-ordination of the CAYAD programme has evolved considerably since its inception. In part, this change is due to the growth of CAYAD from a small pilot to a national programme. But more importantly, the current structure of the national co-ordination reflects the Ministry's commitment to effectively and efficiently developing the CAYAD programme so that it builds on its earlier successes (SHORE/Whariki, 2006a and b).

In 2009, the CAYAD programme is co-ordinated nationally by a tripartite partnership between:

- the Ministry, who funds the programme, manages the contracts with 25 CAYAD providers and offers strategic leadership
- the National Co-ordinator, who offers strategic guidance and workforce development
- NCAG, which offers advice and learnings from a CAYAD site perspective.

The evaluation findings below consider how each partner is contributing to the development of CAYAD as a national programme and increasing the consistency of practice across CAYAD sites. It also assesses the role of the national and regional hui.

3.2.1 *The Ministry of Health*

The Ministry's administration of the CAYAD programme is seen by local- and national-level participants as effective, evidence-based and supportive of CAYAD sites addressing the needs of their communities. The Ministry's introduction and the requirements of the National Service Schedule have significantly and positively affected the CAYAD programme. In moving to the National Service Schedule, CAYAD sites have had to reflect on and demonstrate their alignment with a community action approach, the evidence underpinning their actions and the outcomes achieved or likely to be achieved.

The change process has been challenging for some CAYAD sites, but it has re-energised and refocused the CAYAD programme. The Ministry and the CAYAD sites have significantly invested in developing logic models and action plans consistent with CAYAD's national programme logic model. This development process is fostering a strategic and consistent approach to the CAYAD programme (refer to section 4). Other positive feedback on the Ministry's co-ordination of the CAYAD programme included:

- The Ministry has invested sufficient resources in the CAYAD programme which allows CAYAD providers to employ kaimahi with the right mix of skills and experience (see section 4.1.1). CAYAD providers can also undertake appropriate training and implement local projects to address specific community needs.
- The Ministry has offered ongoing capability building and shared best practice via access to the National Co-ordinator and the regional and national hui.

Areas for future consideration

The implementation of the National Service Schedule was challenging for CAYAD sites. The challenges highlight areas where the Ministry could strengthen their interactions with CAYAD sites to the benefit of the programme²:

- The Ministry could ensure Portfolio Managers offer clear feedback to providers on the progress of their CAYAD sites. It is acknowledged that in many cases Portfolio Managers have been offering this advice and support. However, over the next 12 months, CAYAD sites will be implementing their newly developed action plans. Constructive feedback on CAYAD site reporting will therefore be critical to reassure when on-track, and give critical guidance when heading off-track. Strengthening this feedback loop to CAYAD sites will help make CAYAD a consistent national programme.
- The Ministry could deepen its understanding of the community context, particularly for isolated rural CAYAD sites. This knowledge will enable greater appreciation about the strategies being adopted and the approaches used.
 - Two isolated rural CAYAD sites noted the significant challenges they face due to poverty, the entrenched culture of cannabis cultivation to provide income, and the lack of alternative economic opportunities in their area. These CAYAD sites feel the Ministry does not understand the magnitude of their challenges and their resourcefulness to overcome them.
- The Ministry could ensure greater consistency of messages across CAYAD sites about the target audience for CAYAD and between the Ministry and the National Co-ordinator.
 - As discussed, the Ministry needs to clarify the target audience for iwi providers. One urban trust also questioned their requirement to focus on all youth in the urban area, when their strength lies in creating positive change for hard-to-reach youth in gangs.
 - CAYAD sites need consistent feedback from both the Ministry and the National Co-ordinator. One provider together with the National Co-ordinator identified and commenced work on a school-based initiative. However, the project was stopped following the Ministry's concern that this was a repeat of earlier drug education projects.
- The Ministry could communicate clearly and avoid confusing terminology, e.g.:
 - Define what constitutes evidence, particularly in a community context where quantitative indicators are not being collected.
 - Specify what is meant by a focus on changing policy. Some CAYAD sites need reassurance that their focus on changing informal policies within gangs, on marae and in sports clubs is as valid as seeking to influence policy at a local and central government level.
 - Demonstrate what is expected from CAYAD sites in reducing the supply of illicit drugs in their community.
- The Ministry could consider whether increased funding is needed for geographically dispersed or isolated communities.

² These themes were identified from the CAYAD cases and online survey.

- Two CAYAD sites covering large geographical areas mentioned increasing costs associated with meeting the needs of widely dispersed communities.
- 15 out of 25 kaimahi who completed the survey disagreed that CAYAD receives enough funding to achieve its outcomes.

3.2.2 The National Co-ordinator

The 2006 impact evaluation identified the need for a National Co-ordination function to ensure the long-term success of the national CAYAD programme (SHORE/Whariki, 2006b). In March 2009, SHORE/Whariki's existing contract was expanded to undertake formative evaluation and manage the national and regional hui.

Overall, the CAYAD cases and the kaimahi who completed the online survey are very positive about having a National Co-ordinator for the CAYAD programme. The role is perceived, together with the Ministry's guidance, as critical in supporting CAYAD to achieve success at CAYAD site and national level. Twenty-four of the 25 kaimahi who completed the survey said it was important for the success of CAYAD to have access to the knowledge and support provided by the National Co-ordinator.

The current National Co-ordinator is described as operating effectively with CAYAD providers, and having strong cultural competency. The 2006 impact evaluation identified a need to strengthen CAYAD sites' understanding of the community action approach that underpins the CAYAD programme. As shown in section 4.4, the National Co-ordinator, in managing the hui, was effective in increasing understanding and the application of a community action approach across CAYAD sites.

"[The National Co-ordinator] are the backbone of CAYAD and key to it becoming a national programme; they have a wealth of knowledge." (NCAG member/kaimahi)

Over the last year, the National Co-ordinator has been instrumental in supporting CAYAD sites to operationalise the National Service Schedule, specifically:

- providing training on developing a logic model and action plan, aligned to the national programme logic to create greater consistency across CAYAD sites – many CAYADs would have struggled to develop the appropriate tools without this assistance
- offering guidance on best practice as defined in academic research and sharing insights from other CAYAD sites with a similar profile about what has worked for them
- facilitating the sharing of information and best practice at national and regional hui
- informing CAYAD sites on the Ministry's policy focus on illicit drugs.

Areas for future consideration

The National Co-ordinator's focus on capability building has been instrumental in progressing CAYAD from a number of more discrete site-based initiatives to a national programme. However, there is further room to enhance this role, specifically:

- A few CAYAD cases noted that the National Co-ordinator needs to communicate clearly in the language of the community. This especially reflects that the concepts of programme logic are quite foreign. Note: this was not evident from the online survey, where feedback about the National Co-ordinator was predominantly positive.

“The training around planning and reporting are a learning curve for me, the language is new to me, my manager understands it and she translates it to me in a way that I can understand it.” (Kaimahi)

- CAYAD sites need timely and targeted access to the National Co-ordinator to help them develop their programme logic and associated action plan. Given there are 30 CAYAD sites, it would take a significant amount of time for the National Co-ordinator to assist each individual CAYAD site. Recognising this barrier, training on programme logic development was conducted at regional hui. Consequently, CAYAD providers did have other avenues in which to access this professional development. Further, not all sites require assistance. Consequently, the National Co-ordinator needs to identify which CAYAD sites are most in need of their direct assistance.
 - One CAYAD had sent their kaimahi on a university course to increase their knowledge and expertise in community action and programme logic development. Unfortunately, the information received at this course appears to differ from that received from the National Co-ordinator.
 - One CAYAD case had at the time of the evaluation not received any direct input from the National Co-ordinator, and had not started developing their programme logic. Another had just received the programme logic training and one was in the process of receiving this training.
 - One CAYAD case employed a local external consultant to assist them to develop their site's programme logic and action plan. This reflected the CAYAD provider's desire to be proactive in meeting the National Service Schedule's requirements as well as wanting someone who understood the community to assist in the development. The National Co-ordinator has reviewed and offered suggestions to revise the logic model and action plan.

Over the next 12 months, the CAYAD sites will be implementing the action plans that align with their CAYAD's programme logic. Ongoing for a minimum of 12 months, the role of the National Co-ordinator will be critical to:

- ensure the adoption of the National Service Schedule across all CAYAD sites (i.e. all CAYAD sites have a programme logic and action plan that is consistent with the national one)
- ensure CAYAD sites have the capability and focus to implement their action plans (refer to section 4.2.1)
- build kaimahi capability to report meaningfully on outcomes emerging using the programme logic framework (refer to section 4.2.2)
- continue to extend progressive CAYAD sites to seek innovative intersectoral initiatives to further reduce demand for and supply of illicit drugs and alcohol to young people in their community.

3.2.3 The National CAYAD Advisory Group (NCAG)

NCAG was initially established to help design, co-ordinate and run regional and national hui. NCAG is made up of representatives from across the CAYAD regions. Representatives are elected annually by CAYAD kaimahi at the various regional hui and take up their role directly after the national hui in the same year. If an NCAG representative leaves the group, the National Co-ordinator is responsible for ensuring a fair process of re-electing a new representative (Draft NCAG Terms of Reference, 2009).

Early in 2008, the role of NCAG was expanded to enable evidence from CAYAD sites to be collated and used to inform policy at a national level. NCAG's new role is at a formative stage, as reflected in the Terms of Reference still being in draft form in May 2009³. The Terms of Reference identify NCAG as *"a representative and strategic forum designed to contribute to the development of the national project"* (Draft NCAG Terms of Reference, 2009). NCAG's purpose is now defined as:

- being a conduit of views and issues at a regional level
- acting collaboratively to provide leadership that supports the development and co-ordination of the national CAYAD programme and local CAYAD sites
- being visionary and gaining and passing on knowledge that will safeguard the future of the CAYAD programme.

Long-term, it is envisioned that NCAG will become a conduit between the CAYAD sites and the Ministry. NCAG will also collate and provide feedback from a site level to the Ministry to inform policy.

"We're evolving to bring about a national co-ordinated voice and keep everyone in the information loop." (NCAG member)

"NCAG is the only body where there is regional representation at a national level and has the ability to be a conduit in the dissemination of information between the two." (NCAG member)

Given its formative stage, it is too early to assess the effectiveness of this body. However, NCAG members interviewed are confident that the group will:

- be able to facilitate projects across CAYAD sites (e.g. High on Life)
- co-ordinate information and evidence of success from the sites and feedback to the Ministry and the National Co-ordinator.

Areas for future consideration

The pathways of how these actions will occur are currently unclear. Consequently, there is a risk of sporadic responses and ideas being put forward that lack academic rigour. The National Co-ordinator role is therefore pivotal in the short-term to assist NCAG to build its internal processes and capability to be effective in this strategic role. Over time, NCAG may be able to assume the role of the National Co-ordinator. However, the structure of NCAG would need to be reviewed to include some theoretical/academic input to ensure the CAYAD programme continues to draw on and contribute to the evidence-base of effective demand reduction and supply control strategies for illicit drugs and alcohol. Further, the representation of the Ministry on this body requires further clarification.

"There needs to be more emphasis put on how we can focus on collective ideas to be taken through to NCAG and voiced in a national context." (Kaimahi)

3.2.4 Regional and national hui

The regional and national hui are key mechanisms for increasing communication between CAYAD's partners and in delivering workforce development and training. The hui also

³ The National Co-ordinator drafted the Terms of Reference based on Terms of Reference originally developed by Nelson CAYAD.

facilitate greater consistency of practice across the CAYAD sites through developing a shared vision and ongoing dialogue.

The hui were initially established with two differing purposes:

- The national hui provide a forum for strategic links with alcohol and other drug providers, the Ministry and other relevant national and international stakeholders.
- The regional hui focus more on building capacity and capability of CAYAD staff, sharing community learnings and regional networking.

Historically, the regional and national hui were seen as a forum for raising issues. Feedback from some participants indicated that over time the hui had been losing their value as they were being used as “a gripe session”. Management of the hui by the National Co-ordinator has addressed to some extent this concern.

Overall, CAYAD stakeholders are generally positive about the current implementation of regional hui, particularly the training offered. National hui are also valued, but some concerns are noted.

Regional hui

The CAYAD cases showed that kaimahi preferred attending regional hui as opposed to national hui. Regional hui were seen as more relevant to the needs of the kaimahi. Across the eight CAYAD cases, the following were mentioned as being particularly valued:

- providing opportunities to transfer knowledge between CAYAD sites (i.e. sharing ideas, challenges and solutions)
- building capacity and capability by training and developing kaimahi, e.g. facilitation and presentation training
- whanaungatanga – sharing of successes and feeling inspired
- decreasing a sense of isolation, particularly for rurally isolated CAYAD sites
- networking opportunities.

“Midlands Regional Hui are very interactive and informative, and we have awesome relationships with [the National Co-ordinator] and the Midlands CAYAD kaimahi and managers that attend.” (Kaimahi)

“The regional hui is meeting all my current needs. Great training and development opportunities.” (Kaimahi)

Areas for future consideration

Overall, the regional hui were perceived very positively by kaimahi in the CAYAD cases and respondents to the online survey. A few comments were identified in the CAYAD cases that may help strengthen the value of the regional hui to kaimahi and managers, specifically:

- Sharing the lessons of failure – kaimahi commented on the need for greater honesty in sharing the challenges faced by CAYAD sites in seeking to reduce demand and control supply of drugs and alcohol in their community. A few felt it would be valuable to be able to share activities that were trialled and failed. It is perceived that only success cases are being put forward, and as a result wider (and at times harder) lessons are being lost.

- More time for networking – the greatest benefits of the regional hui are capability building and regional networking. However, many felt that most emphasis is placed on professional development. The request was made therefore for more time to be allocated to networking with colleagues from other CAYAD sites.

“Hui are the singular vehicle for CAYAD kaimahi to meet. Increase emphasis on networking and sharing information between sites.” (Kaimahi)

National hui

The findings from the online survey indicate that there are no significant issues with the national hui. As indicated, the national hui appear to be less preferred than the regional hui. This most likely reflects the closeness of the regional hui to individual CAYAD sites. However, this detachment to the national hui is of concern, given one of the functions of this hui is to support the development of CAYAD as a national programme.

Currently, the national hui is valued for:

- transferring knowledge from national-level research and policy development to CAYAD sites
- policy personnel being present (including key personnel from the Ministry), which provides an opportunity to share knowledge
- sharing evidence-based research.

Areas for future consideration

In the main, the online survey ratings of the national hui are positive. It is in this context that the following improvements about the national hui need to be considered:

- Inclusion of managers – a few CAYAD managers in the CAYAD cases were critical that the current design of the hui excluded them from participating and diminished their voice. The latter reflects that managers are not invited for the duration of the hui and only to manager-specific sessions. The exclusion of managers from sessions attended by kaimahi is perceived as inconsistent with the collaborative nature in which kaimahi and managers are working at a site level⁴.

“Managers attending has broadly been a waste of time and is based on the assumption that they are not connected and do not understand the issues. The hui need to focus more on creating a collective vision and sharing of learnings.” (Manager)

- There is a lack of clarity around its purpose.
- Not enough time is allocated to networking, and sharing local challenges and resolutions.
- There is a need for more celebration and sharing of what is going on at a site level.

“Improvements to the national hui would be a rotation of sites to showcase the diversity of CAYAD sites throughout New Zealand and research development at local, regional and national level and its relevance and the impact on CAYAD mahi.” (Kaimahi)

⁴ Noted in both the cases and the online survey.

In summary, the national co-ordination of the CAYAD programme is in the main working as intended. The roles of the Ministry and National Co-ordinator are complementary and their leadership and operationalisation are strengthening CAYAD to become a more embedded national programme. Following a significant reviewing and planning phase, many CAYAD sites are now moving into implementing their action plans. Focus is needed therefore on clear, plain English and consistent messages to CAYAD sites, as well as national-level feedback loops to encourage and shape the direction of CAYAD sites to align with CAYAD's kaupapa. The role of the National Co-ordinator continues therefore to be very relevant, especially as NCAG continues to clarify its role.

4. Implementation at CAYAD site level

This section of the evaluation focuses on four key implementation areas of the CAYAD programme at a site level between January 2007 and February 2009:

- relationship between CAYAD providers, the CAYAD Reference Group and wider stakeholders in the local co-ordination of the CAYAD site
- implementation of the National Service Schedule at a CAYAD site level
- implementation activities undertaken over the last two years to identify consistency with the aim and outcomes of the CAYAD programme
- alignment of the CAYAD sites with the community action approach.

Drawing on the findings of sections 3 and 4, an assessment is made on whether CAYAD is progressing as a national programme.

The last two years have seen a substantial amount of work being undertaken nationally to strengthen the CAYAD programme. Not surprisingly, these national initiatives have affected, to varying extents, the 30 CAYAD sites. During this period, the CAYAD sites have been reviewing their direction and past successes, defining future pathways and strengthening local and regional relationships, as well as continuing with specific CAYAD initiatives.

4.1 Local co-ordination and management of CAYAD

CAYAD's community action approach requires CAYAD providers, through their kaimahi, to build active collaborative relationships with key stakeholders in their community. Through these networks and relationships, community needs can be agreed and, together, evidence-based and community-relevant initiatives can be implemented to create sustainable change. While the CAYAD contract sits with the CAYAD provider, ideally the local co-ordination and management of the CAYAD programme lies across the collaborative relationship of the kaimahi, the CAYAD Reference Groups and setting decision-makers⁵.

4.1.1 *The role of the CAYAD provider*

Each CAYAD provider has two contracted roles: the kaimahi and their manager. The kaimahi has overall responsibility for co-ordinating the CAYAD locally. The manager offers support and strategic advice to the kaimahi.

Kaimahi

The role of the kaimahi is a challenging one that requires a range of skills to effectively develop the CAYAD programme to reduce demand for and supply of illicit drugs and alcohol

⁵ Setting decision-makers refers to leaders/influencers in a particular setting, e.g. rugby club captain/president, who can be instrumental in changing the club's policy and practices about alcohol and drug use.

to young people. Evidence from the CAYAD cases and feedback from national-level stakeholders indicated that an effective kaimahi needs the following core competencies:

- Effective kaimahi must be able to build community and professional networks. To achieve this, the kaimahi must be trusted and respected at both a community level and a professional level or have the ability to foster legitimacy. Further, the kaimahi must be able to negotiate tensions that can arise in community and professional networks.
- The kaimahi must be knowledgeable about the CAYAD programme, the desired outcomes and the use of a community action approach to achieve sustainable change. They need to be able to communicate clearly the aims, desired outcomes and approach of the CAYAD programme to their stakeholders. Ideally, they will be committed to keeping up-to-date with the latest research evidence and in developing evidence from their CAYAD site.
- The kaimahi needs to provide leadership to create support and commitment to the CAYAD programme. A particular challenge for the kaimahi is getting other organisations to actively commit to implementing initiatives to reduce demand for or control supply of drugs and alcohol. Integral to engendering this support is the kaimahi's passion, commitment and perseverance to create positive change in their community.
- The kaimahi must be culturally competent to ensure actions are appropriate and meaningful for the community and specific audiences within the community.

The four CAYAD cases that are making significant progress against CAYAD's outcomes have kaimahi who strongly align with these core competencies. Conversely, evidence from other CAYAD cases shows that challenges can arise when one or more of these core competencies is not apparent, specifically:

- A lack of credibility within particular professional and/or community sectors resulted in one CAYAD case struggling to establish a wide network or foster a collaborative approach with key stakeholders. The influence and effect of this CAYAD site was therefore reduced.
- Kaimahi who are implementers and not leaders can result in the CAYAD site being captured by other providers who "push" their agenda and preferred initiatives with little regard to the wider evidence-base. Alternatively, the CAYAD site becomes very responsive to sporadic requests to implement community-identified initiatives. As a result, little strategic thinking is applied to whether initiatives align with the community action approach or are the most effective demand reduction or supply control initiatives to be implementing.
 - It is acknowledged that, within the CAYAD programme, there is a tension between leading and implementing. Kaimahi do help to implement projects. However, their role is not about sustaining initiatives long-term, but about supporting others to create self-sustaining projects and positive change.
- Kaimahi may lack knowledge about programme logic models and associated action plans and the reporting of outcomes against this framework. The introduction of the National Service Schedule has led to significant capability building for kaimahi to develop their CAYAD site logic model and action plan. However, this lack of expertise, at the outset, has slowed the development of a programme logic at some CAYAD sites.
- Kaimahi may have difficulties explaining the CAYAD programme and community action approach or may explain it incorrectly. Before the introduction of the National Service Schedule, a few kaimahi perceived and positioned CAYAD as a youth or community development project. As a result, a narrow focus was placed on discrete youth or

community development projects with a particular focus on drug education. Stakeholders were consequently unsure of CAYAD's aim or desired outcomes and their role in its implementation.

- Since the 2006 evaluation, significant work has been undertaken to ensure the CAYAD programme is well understood by kaimahi and managers. This work was needed because many kaimahi came from a community development background. At the time, their selection was appropriate, given the diversity of skills needed to co-ordinate a successful CAYAD. However, they needed to be upskilled on using a community action approach. Investment in this capability building has paid off. The CAYAD cases and the online survey confirmed kaimahi and managers have a good understanding about the programme's aim, outcomes and community action approach.

As identified in the 2006 impact evaluation and confirmed in the 2009 evaluation, the kaimahi are pivotal to the effectiveness of the CAYAD programme (SHORE/Whariki 2006b:7). Findings from the CAYAD cases and the online survey indicate that most kaimahi are perceived as credible and are acknowledged as having the right skills and expertise to reduce demand of illicit drugs and alcohol amongst young people in their communities.

Managers

Managers are mainly involved in their CAYAD site at a strategic level and as a mentor to the kaimahi. Managers:

- manage the CAYAD contract with the Ministry, and are the key contact for the Ministry's Portfolio Managers
- provide mentoring and workforce development for kaimahi, including help to develop the programme logic and action plan, reporting to contract requirements and advising on research and evaluation
- build and maintain relationships with community and key stakeholders
- provide leadership from a provider organisation perspective.

Across the CAYAD cases, the role and support of the manager becomes critical when:

- the kaimahi lacks a particular competency, especially in the area of programme logic and action plan development and reporting against outcomes
- the CAYAD site needs to review and refocus their activities to align more strongly with the CAYAD programme's outcomes and preferred approach. Through the development of their programme logic and action plan, one CAYAD case completely refocused their CAYAD site to use a community action approach to undertake initiatives aligned with CAYAD's four outcomes. For this CAYAD site, the manager was instrumental in leading and supporting kaimahi and wider stakeholders through this change process.

Positively, across the CAYAD cases, management and kaimahi were, in the main, identified as working collaboratively.

"The support I received from my manager is good. We work together as a team on CAYAD." (Kaimahi)

"We walk alongside our staff and support them to carry out the CAYAD work." (Management team)

Areas for future consideration

The roles of kaimahi and managers are in the main working well and each has gained new skills to meet the requirements of the National Service Schedule. Most CAYAD providers appear to have the “right” people on board to continue the ongoing journey of CAYAD in their community. Kaimahi and their managers face a number of challenges, including:

- meeting the requirements of the national service specifications, particularly
 - ongoing training on programme logic development (refer to section 4.2.1)
 - how to report meaningfully against the outcomes of the programme logic (refer to section 4.2.2)
- feeding into the national-level programme, specifically
 - how to develop research evidence from CAYAD sites to feed into national policy
 - how to contribute through NCAG to national policy
- delivering to all CAYAD outcomes, specifically
 - training to develop policy analysis skills (refer to section 4.3)
 - greater clarity on how to deliver against the supply reduction outcome for illicit drugs (refer to section 4.3)
 - developing a greater understanding of effective public health and health promotion approaches.

4.1.2 The role of the Reference Group

The introduction of the National Service Schedule in 2008 formalised the requirement for each CAYAD site to establish and maintain a Reference Group. The schedule specifies that the purpose of the Reference Group is to support and guide kaimahi and their managers in leading CAYAD in their communities. There is no defined composition of the Reference Group, although reference is made to representatives of police, council staff and a range of other stakeholders from cross-sector organisations. The Reference Group is expected to hold quarterly meetings (National Service Schedule, 2008:4.2).

Before 2008, a few CAYAD cases had established informal Reference Groups. Kaimahi noted they were challenging to sustain. In 2008, CAYAD sites sought to establish or re-establish Reference Groups. In June 2009, 18 out of 25 CAYAD providers had established a Reference Group, and two providers were currently active in identifying members (the delay in establishing these two Reference Groups was due to internal staff changes).

Reference Group membership

As noted by SHORE/Whariki (2008:25), Reference Group members should be selected on their ability to influence or contribute to:

- increasing the credibility and visibility of CAYAD efforts
- implementing projects that are central to the CAYAD outcomes
- advocating for systemic/policy changes
- funding or expanding CAYAD initiatives.

The CAYAD cases and the online survey highlighted that membership of the Reference Groups reflects the community in which the CAYAD is located. CAYAD sites are also being strategic in who they invite onto the CAYAD Reference Groups. There is evidence that members of the Reference Group are contributing as intended:

- New Zealand Police – as a result of being involved in one CAYAD case, the New Zealand Police, at a very senior level, supported a successful proposal to a council for gang-related youth to be awarded a contract to clean graffiti. Involvement of the New Zealand Police has also ensured the CAYAD sites are aware of their drug and alcohol initiatives to avoid duplication and as appropriate to identify opportunities to work collaboratively together.
- Council/local government – one CAYAD case has two Mayors on their Reference Group, which has enabled them to create awareness and support for CAYAD at a senior level. Mayoral-level involvement has also provided access to wider resources to support this CAYAD's media profile.
- Runanga representatives/kaumātua – involvement of runanga representatives, kaumātua and kuia is critical as they have the networks, credibility and knowledge from their communities to boost others and to move everyone forward in line with CAYAD's desired outcomes.
- Alcohol and drug treatment providers – some kaimahi do not have specialist alcohol and drug expertise so access to this professional knowledge is particularly useful for their CAYAD sites. However, other CAYAD sites have noted tensions where some professionals feel resources should only go to frontline treatment services.
- Gang members – involvement of gang members on the CAYAD Reference Groups is particularly beneficial where CAYAD is seeking to work with this community. Gang membership has helped CAYAD sites to become aware of emerging issues, and to gain leadership support to change informal policies relating to methamphetamine. Conversely, other kaimahi are wary of engaging with gang members. These kaimahi tend not to have established links to these networks.

The following organisations on CAYAD Reference Groups help create awareness about community issues relating to drugs and alcohol. They build a unified voice on these issues and support the implementation of CAYAD initiatives:

- representatives from District Health Boards, Primary Health Organisations
- recreational representatives
- education representatives, including schools, the Ministry of Education and alternative education providers
- employers/employer representatives, Career Services and the Ministry of Social Development.

Reference Group models

From the CAYAD cases, three Reference Group models are emerging:

- Formal Reference Groups meet at least four times a year, have an agreed Terms of Reference and distribute formal minutes. Nelson CAYAD has a formal Reference Group. Members have a clear understanding about CAYAD and their role as they helped develop the Terms of Reference and CAYAD programme logic. Through regular dialogue, a common voice is developing on responses to alcohol and drug issues arising in the community.

- Informal Reference Groups tend to be a collective of strong strategic stakeholders who are called on regularly for advice and guidance and to assist with CAYAD work. This model appears to work well in isolated and small rural communities where networks are smaller and more tightly held and where “paths cross” frequently. These more informal meetings may be supplemented with an annual strategic planning gathering for the CAYAD site. There is some suggestion from the CAYAD cases that formal Reference Groups may not sit comfortably in some communities as they are inconsistent with the cultural context or preferred way of working. This consideration requires further investigation.

“This CAYAD does not have one reference group only. We have a number of groups that are particular to each project. The majority of them meet on a monthly basis or as needed. We do not see the need to have an overall reference group. It is not an effective way to work in our community and so we choose to work in this way.” (Kaimahi)

Informal Reference Groups can also emerge where all stakeholders may not sit comfortably around a table. Consultancy Advocacy and Research Trust’s (CART) Reference Group is made up of leaders from different gangs, reflecting the range of communities they are targeting⁶. This CAYAD uses regular one-to-one contact to keep the different gang members informed and involved in CAYAD.

“All CAYAD sites are actively involved and well networked in their communities. We have to engage relevant stakeholders in every project we do. Formal committees [Reference Groups] with people of influence and representation are useful on an annual basis so that they are informed about CAYAD’s plans for the year and what they could be involved in, but it would be embarrassing for CAYAD sites to call these kinds of meetings more frequently as the people who attend are often very busy and there is very little to discuss.” (Kaimahi)

- Virtual Reference Groups – Mokai Whanau Ora is a CAYAD focused on engaging the leadership of Mongrel Mob and Black Power in the self-prohibition of the manufacture, distribution and use of methamphetamine. This CAYAD has a national presence. The Reference Group therefore draws on gang leaders and national-level organisations at senior levels across New Zealand. Logistically, it is not feasible for the members to meet quarterly face-to-face. The kaimahi therefore contacts members regularly in person and updates on progress via his blog. This approach is a pragmatic one that ensures awareness and involvement across a broad network, ongoing dialogue and thus wider potential influence.

Compared to the formal Reference Group, members of informal and virtual Reference Groups appear to be less aware of the CAYAD programme’s aim and outcomes. There is, however, strong awareness of the provider and their demand reduction and supply control initiatives.

Areas for future consideration

Reference Groups clearly benefit CAYAD sites. Specifically, a Reference Group creates a hub in the wider network where CAYAD sites can seek to build partnerships and work intersectorally to reduce demand and control supply of alcohol and drugs to young people within their community. Following their revival with the introduction of the National Service

⁶ CART’s Reference Group also includes alcohol and drug representatives and the New Zealand Police.

Schedule, Reference Groups in the CAYAD cases appear to be at a formative stage. Relationships are being built that will foster the ongoing development of the CAYAD programme in their local community.

There are several challenges for establishing and maintaining the Reference Groups, specifically:

- Supporting all 30 CAYAD sites to have a Reference Group – one of the CAYAD programme's key strengths is its flexibility to be able to work within a diverse range of communities. In this context, there is no one "right" Reference Group model. It is more important that some type of Reference Group exists and that the members understand CAYAD's aim and their role in helping achieve CAYAD's long-term outcomes.
- Ensuring regular meetings – eight out of the 18 CAYAD providers who said they have a Reference Group have met two or more times, and five have met once. Three CAYAD Reference Groups have not yet met, and two are virtual Reference Groups. From the CAYAD cases, kaimahi noted that getting senior members together was challenging, given the time pressures of their work. Kaimahi noted they are keen to learn from other sites how to maintain the group and maximise its effectiveness.
- Avoiding group capture – kaimahi and managers need to take a leadership role within the Reference Group to ensure it stays focused on CAYAD's kaupapa. One suggestion was made of not inviting those people known to push an agenda inconsistent with CAYAD.
- Developing operating structures – the online survey indicated a divided opinion on the effectiveness of the Reference Group (8 out of 16 kaimahi rated the overall effectiveness of their Reference Group as poor or neither good nor poor). The online survey indicates this may be due to a lack of effective operating structures.

4.1.3 Wider stakeholders

All the CAYAD cases provided evidence of the breadth of connections kaimahi have with wider stakeholders, including (but not limited to) alcohol and drug, youth services, community, youth groups, marae, sporting clubs, church, local council, regionally based central government agencies, employment, health, schools, council, media, hapū and iwi networks. These connections are made and maintained through:

- formal mechanisms, such as email newsletters, professional and network meetings, and working together on specific projects related to CAYAD's aim and outcomes
- informal discussions and catch-ups, and opportunistic meetings.

These networks and relationships are important as they enable CAYAD as a national programme to continue to grow its effect in line with the National Drug Policy.

Areas for future consideration

The wider stakeholders appear to be less aware of CAYAD's aim and outcomes than Reference Group members. Discussions with these stakeholders in the CAYAD cases highlighted that they are aware of the provider and their work in the areas of demand reduction and supply control, but do not attribute their work to the CAYAD programme. The only exception is when the stakeholder is a setting decision-maker and the kaimahi are working collaboratively to change formal and informal policies and practices in their setting.

“They hit all the targets related to community action, family engagement, agency collaboration, ongoing community support and ownership beyond the end of the project.” (Stakeholder)

At a national level, there was evidence that some stakeholders found the CAYAD programme challenging to understand – what it is, how it works, what it wants to achieve, and how it fits with wider work on illicit drugs.

“What are they trying to do? Trying to get broad community engagement around drugs, coordinate and collaboration across a range of agencies, police treatment providers... For a long time I did not know what they were doing – needed to clarify, seemed to be a handful of projects. It can be difficult to get your head around it.” (Stakeholder)

Emphasis needs to be placed on building the profile and understanding of the CAYAD programme with wider stakeholders. Linking the work being done by CAYAD providers and stakeholders more strongly to the CAYAD brand is likely to strengthen the effect of the CAYAD programme. A shared understanding and awareness of the programme will enable the ongoing identification of potential and effective stakeholder and community collaborations to achieve desired outcomes. Strengthening brand awareness will also solidify CAYAD's presence as a national programme. This suggestion is not advocating that resources are directly allocated to advertising and promoting the brand. But more that kaimahi are made aware of the need to actively attribute their work to the CAYAD programme. To do this, kaimahi and managers need to be able to succinctly describe the aim and desired outcomes of CAYAD, and how it works to achieve sustainable change.

In summary, there is evidence that in many CAYAD sites the ideal collaborative relationship of kaimahi, their managers, Reference Group and wider stakeholders is occurring. The kaimahi, drawing on their networks, community and research knowledge, leadership and cultural competency, are instrumental in developing and maintaining these relationships. Where functioning, the role of the Reference Group has been clearly identified as important for increasing the credibility of CAYAD, encouraging other stakeholders to implement projects and to fund CAYAD initiatives. There is, however, further work to ensure all CAYAD sites have some form of functioning Reference Group that meets regularly. Connections with wider stakeholders are also evident. Kaimahi need to be aware of the importance and benefits of promoting their work under the CAYAD brand. Wider recognition will continue to build CAYAD's presence as a national programme and facilitate ongoing connection with stakeholders who can contribute to CAYAD's long-term outcomes.

4.2 Implementation of the National Service Schedule

This section details the implementation of the key outputs of the National Service Schedule, which was rolled out in July 2008. The section looks specifically at the two key outputs of the development of the programme logic models and action plans and the use of the new reporting templates.

The National Service Schedule outputs require CAYAD sites to develop a two to three-year strategic outcomes plan (the CAYAD site programme logic model), a six-month action plan and a workforce development plan. CAYAD providers are required to report using the service schedule template in January each year, and to complete the outcomes reporting template in July each year.

4.2.1 Logic model and action plan development

A draft national logic model for the CAYAD programme has been developed by the National Co-ordinator (included in Appendix one). Providers were required to use this as a template for developing their site logic models. In addition, each site was required to provide evidence that their model is informed by evidence-based research, appropriate cultural models and local knowledge and experience. The six-month action plan was to specify the actions intended to be undertaken for each activity/project identified in the programme logic.

In June 2009, 19 out of the 25 CAYAD providers had developed their programme logic and associated action plans for their sites. Review of six CAYAD cases' programme logics showed they were, in the main, aligned with the structure of the national programme logic. Most CAYAD providers utilised Do View software to develop their models. However, a few CAYAD providers did not have access to this software so used an alternative package, e.g. Visio.

Six CAYAD sites were still developing their programme logic at the time of the evaluation. The key reasons mentioned for these delays were changes of staff at the kaimahi and/or manager level, and/or not having received training at an earlier stage from the National Co-ordinator (refer to section 3.2.2).

Most CAYAD sites indicated that they found the development of their logic models challenging, given the unfamiliar language⁷ and the significant investment of their time to develop the models. Some CAYAD cases noted a tension between the strategic planning associated with programme logic development and focusing on their existing CAYAD projects.

Overall, CAYAD cases indicated that the development of the logic model and action plan was extremely useful in:

- developing a more strategic and evidence-based direction for the site through the review of research evidence, community needs and current CAYAD activities
- strengthening relationships with Reference Group members and wider stakeholders and increasing their understanding of CAYAD through their involvement in the development process
- offering a clear, agreed and shared direction for CAYAD, which is perceived to help achieve CAYAD's desired outcomes
- ensuring the CAYAD sites are implementing activities to achieve all four of the CAYAD outcomes (refer to section 4.3).

The development process affirmed the direction of most of the CAYAD cases, and enabled them to focus on the next steps of reducing harm in their communities. However, two CAYAD cases found that the development process demonstrated to them they needed to undertake a major review of how they were delivering the CAYAD contract.

Areas for future consideration

A key area of focus is ensuring all CAYAD sites complete their programme logic and action plan. Once achieved, the models need to be actively used and as appropriate reviewed. Programme logics are dynamic and therefore will evolve with the national CAYAD

⁷ 12 out of 21 kaimahi in the online survey agreed that the programme logic and action plan uses unfamiliar language.

programme and community need. Consequently, CAYAD sites' programme logic models will require reviewing every two to three years.

Some kaimahi have requested further training on the development and use of programme logics. An ongoing focus on capability building in this area is likely to ensure CAYADs get the most out of their logic model.

4.2.2 Annual and six-monthly reporting

All CAYAD sites provide the Ministry with performance monitoring reports as contractually required. In 2008, the National Service Schedule introduced two new reporting templates: performance monitoring and outcomes reports. From the CAYAD cases, there is evidence that CAYAD sites are not consistently using these templates.

- Five CAYAD cases were using the older six-monthly performance monitoring templates. This is not of significant concern as the reports offer an overview of progress against key measures.
- One CAYAD case used the annual report template for six-monthly performance reporting. Regardless, the CAYAD found the template easy to use, although the development of the rubrics was challenging.
- One CAYAD case was, as appropriate, using an integrated reporting template in line with their contract. As a result, it was challenging to identify achievements for the CAYAD as they were merged with other whānau ora outcomes. In reviewing and realigning their current strategic direction, this site intends to make reporting on CAYAD more explicit.
- One CAYAD case used their Board reporting template. This provider perceived that they had been informed by the Ministry they could use an alternative reporting template, if it was more relevant and useful to their organisation.

There is obviously some confusion across the sites regarding the use of the reporting templates. Some CAYAD providers had simply not realised there were new templates or were unsure when they should be used. CAYAD providers are only now shifting their focus towards how to correctly report using their logic model framework.

Areas for future consideration

Reporting is challenging. The CAYAD providers have different levels of capacity and capability to produce reports for the Ministry. Two CAYAD cases have dedicated reporting resources, which eases this burden. Other kaimahi have to undertake this role or ask for assistance from their manager. Some kaimahi acknowledge that reporting on CAYAD is one of their areas for ongoing improvement.

Reporting against the logic models will be critical to demonstrate how the CAYAD programme is contributing to national policy goals. Feedback from the CAYAD cases, supported by findings from kaimahi who completed the online survey, identified the following needs:

- Provide training on reporting, particularly for annual outcomes reports, so templates are intuitive and easy to use.
- Ensure the annual outcomes report template enables providers to capture the essence of what their CAYAD is achieving. Some stakeholders, particularly those in insular and

rurally isolated communities, noted they see much positive change in their community that they find challenging to articulate. The extent of this issue will become more apparent as CAYAD providers commence using the annual outcomes reporting template.

“Some things can’t be quantified; sometimes you can only witness the change if you live here in the community.” (Stakeholder)

- Clarify the amount of information required by the Ministry. A few CAYAD providers are providing succinct six-monthly reports based on the old template, whereas others include supplementary reports and folders of evidence.

To demonstrate how CAYAD is contributing to national policy goals, reporting is required on CAYAD as a national programme. At present, it is unclear where this responsibility lies. One option is that the National Co-ordinator could build the capability and capacity of NCAG to take on this national reporting role. Alternatively, the role could sit within the Ministry.

In summary, the process of developing the logic models created greater consistency across CAYAD sites to achieve the four CAYAD outcomes. Operationally, the next stage in this development process is to implement the action plans and report progress against outcomes. Kaimahi require training to report meaningfully against their logic model outcomes and to demonstrate how their CAYADs are contributing to effecting national level policy on demand reduction and supply control. Responsibility for national-level reporting of the CAYAD programme also needs to be clarified.

4.3 Implementation activities between 2007 and 2008

While developing their logic models and action plans, CAYAD sites have been actively delivering initiatives in their community that align with the CAYAD outcomes. Most CAYAD cases are aligning their initiatives with their communities’ need, and are working in partnership with wider stakeholders to deliver them. Detailed below are frequently mentioned types of initiatives undertaken by the CAYAD cases over the last two years across the four CAYAD outcomes.⁸

Outcome 1: increased informed community discussion and debate about issues related to illicit drugs

- Attendance at forums, groups and committees
 - THINK TANK with Cannabis and Other Drugs Action Network (CODAN) on effective drug messages; drug education forums at schools; Youth Council and Youth Voices summit; Far North Safer Community Council (collaboration with Police, Work and Income, CYF, District Health Board, Department of Internal Affairs), Liaison on Alcohol and Other Drug meetings
- Wider community and stakeholder networking
 - Drug and alcohol abuse wananga; Te Whanga a Toi Committee; community hui; engaging with hard-to-reach and at-risk communities to include their voice in the discussions about illicit drugs
- Drug education and resource development

⁸ Refer to the CAYAD cases for specific details on the initiatives listed.

- Resources distributed from Alcohol Advisory Council of New Zealand (ALAC) and DARE; leaflets on mental health, alcohol and other drugs; and Legal High Flyer resource
- Facilitating relationships between schools and other agencies to provide resources to support at-risk students
- Events and activities
 - Youth Expo delivering health messages and services
 - Ngati Awa Hapū Challenge, a drug- and alcohol-free event with a focus on whakawhanaungatanga, increasing positive activity and strengthening relationships between hapū
 - CHOICES (targeted workshops on safer partying)
 - Methamphetamine hui
- Media
 - Promotion of CAYAD to the community through media and mass events, newsletters, radio shows

Outcome 2: effective policies and practices to reduce harm adopted

- Informing drug and alcohol policies in local community settings
 - Draft drug and alcohol policy for Te Tohu o Te Ora Ngati Awa; development of a marae toolkit; policies with gangs to request ID so illicit drugs are not sold to young people; working with universities and sports clubs to develop policies on alcohol and drugs; meeting with local drinking establishments to develop strategies to address drink spiking
- Writing submissions and running submission writing seminars
 - Developing joint submissions to government on National Alcohol Action Plan; working with councils to develop a strategy for reducing alcohol-related activity in public places

Outcome 3: increased local capacity to support young people in education, employment and recreation

- Undertaking or supporting other organisations in developing youth leadership and mentoring young people
 - Setting up Youth Advisory Group or Youth Council to promote leadership and identify future opportunities for CAYAD
 - Youth Ambassadors – a project involving the election and support of young people to act as role models and mentors for local youth
 - Collaboration with Health Promoting Schools to develop and implement student health team training, including role modelling, mentoring and preventative drug promotion
 - Te Teko Taiohi Programme to promote prosocial behaviour (set up by kaimahi and now being run independently by parents)
- Encouraging young people to remain in education and/or enter training courses
 - Working with local training providers to deliver training courses (e.g. gardening, trade apprenticeships, carpentry course, cultural development, hapū development and Māori administration degree)

- Working with local schools to encourage at-risk youth to remain in education or to find alternative education providers
- Working with hard-to-reach youth to develop whānau plans or goal setting about their aspirations in life, which tends to focus on health, employment and housing
- Identifying employment opportunities for young people
 - Better Futures – designing and running a 14-week programme in collaboration with other providers targeting groups of at-risk youth to holistically consider their lifestyles and options and prepare them for employment or further education
 - Streetmaytz – a group of previously unemployed people trained to provide support to young people in the community about drug and alcohol issues
 - Identifying local employers who can offer young people work experience (e.g. Prolong Roofing)
 - Working together with the Police to support a proposal from youth gang members to be awarded a local government contract to remove graffiti
 - Being involved in Connections meetings (Mayoral Taskforce for Jobs) to identify potential opportunities to work together
- Recreation opportunities
 - Setting up and running a local gym
 - Sponsoring Touch Rugby to provide at-risk youth with instruction over a 15-week programme
 - Working with sporting organisations to offer a range of sporting opportunities, including Te Teko Taiohi Programme, interschool waka ama challenge, youth hip hop, kickboxing, gym, youth basketball

Outcome 4: reduced supply of drugs to young people

- Reducing illicit drug supply
 - Working with gangs to reduce or stop supply of methamphetamine to young people; intervening in supply of illicit drugs via informing Police; supporting communities to report or by the kaimahi directly approaching the sellers
 - Working with local retailers to implement the Responsible Retailers Scheme to put in place voluntary policies for selling party pills (pre-2008)
- Reducing supply of alcohol to young people
 - Youth hikoi to reduce number of liquor outlets
 - Street Ambassadors reporting licensees supplying to underage youth or intoxicated young people

Analysis across the CAYAD cases highlights that more initiatives have been undertaken that align with CAYAD outcome 1 (increased community discussion) and outcome 3 (increased capacity). A lesser but not insubstantial focus was placed on developing effective policies (outcome 2). However, very little activity was being undertaken to reduce the supply of drugs to young people (outcome 4). Two CAYAD cases had no initiatives in relation to the reduction of supply and other CAYAD cases tended to have only one-off initiatives⁹.

Analysis of the programme logic models developed by six CAYAD cases highlighted that the outcome of reducing the supply of illicit drugs is included in three of the models:

⁹ This analysis was also consistent with feedback from kaimahi who completed the online survey.

- targeting parents to reduce the supply of drugs and alcohol
- reducing the supply of alcohol to tertiary students
- reducing the supply of methamphetamine through working on informal gang policies.

Feedback from the CAYAD cases indicated that many kaimahi acknowledge the supply outcome is appropriate for alcohol, but struggle with identifying initiatives around the supply of illicit drugs. Kaimahi perceive that reducing the supply of illicit drugs is the role of enforcement agencies (e.g. New Zealand Police and Customs). Further, kaimahi working with gangs noted they could not operate in this community if they are perceived to be reporting to the Police. In at least one CAYAD case, kaimahi are directly approaching those selling drugs in their community and telling them to stop. While the mana of these kaimahi in their community offers protection, this approach is risky.

“We don’t have an authoritarian role, we are on the side of the people. It is the role of Police, Customs and enforcement agencies to stop supply. It would jeopardise our relationship with hard-to-reach communities, if we were seen to be informers.”
(Manager)

Over the last two years, as the CAYAD sites were developing their logic models, the level and type of initiatives implemented varied across the CAYAD cases. Some CAYAD cases appeared to be undertaking many activities and others much less. As in any assessment, care needs to be taken not to confuse quantity of outputs with quality of outcomes.

- Two CAYAD cases have a few targeted ongoing initiatives aligned with three CAYAD outcomes that are making a significant difference to their targeted community in reducing demand for alcohol and other drugs.
- Another CAYAD case is undertaking many activities aligned mainly with two CAYAD outcomes. The activities are very scattered and not strategic in nature (a scatter-gun approach) and the outcomes achieved more limited.
- Another CAYAD case has undertaken limited activities over the last two years. These initiatives were not strategic and limited positive gains were achieved.
- Four CAYAD cases have undertaken a reasonable level of mixed activities aligned with three of the CAYAD outcomes, which is showing positive effect (refer to section 5.5).

The variation in the level and focus of activities appears to reflect the skills, expertise and philosophy of the kaimahi, the targeted community, the existence of a programme logic and action plan consistent with the national-level one, and the wider resources of the provider organisation. CAYADs sited in larger organisations, like a council, are able to draw on that organisation’s wider infrastructure and systems to support their CAYAD initiatives (e.g. reporting and accounting process).

Areas for future consideration

CAYAD providers appreciate the broad nature of CAYAD’s outcomes. The current CAYAD outcomes offer a broad national structure, which encourages consistency of focus across CAYAD sites. The current wording of the CAYAD outcomes gives kaimahi the ability to tailor their approach to address their community’s unique issues in a way appropriate for that particular community. Thus, there is no recommendation to change the focus or wording of the CAYAD outcomes.

However, given the challenges noted, the Ministry needs to review the overall appropriateness of the outcome seeking CAYAD sites to reduce the supply of illicit drugs. If the outcome is deemed appropriate for the CAYAD programme (as it is one of the three pillars of the NDP), providers will require greater clarity on how they reduce the supply of illicit drugs. Further, a review of the programme logics across all CAYAD sites will be needed to ensure all four CAYAD outcomes are being addressed. The other area kaimahi identified for further training is developing their policy analysis skills to help them identify and implement appropriate activities for outcome 2 (effective policies).

In summary, between January 2007 and February 2009, CAYAD cases were implementing initiatives that focused on increasing community discussion about drugs and building local capacity to support young people. Less, but not insubstantial, focus was being placed on developing effective policies. Few activities were being undertaken to reduce the supply of illicit drugs. Consideration needs to be given to the appropriateness of this outcome. If appropriate, kaimahi require further guidance on the initiatives they can safely implement to reduce the supply of illicit drugs.

4.4 Alignment with community action approach

Over the last four years, there has been significant focus by the Ministry and the National Co-ordinator on enhancing CAYAD providers' understanding of community action. Evidence from the CAYAD cases and kaimahi feedback from the online survey showed that philosophical and practical alignment with a community action approach is increasing.

- All kaimahi who completed the online survey said they had a good or excellent understanding of community action as applied to CAYAD. All agreed that the focus on community action will drive change in their community to reduce demand of illicit drugs.
- Six of the eight CAYAD cases are applying a community action approach within their CAYAD, as demonstrated by:
 - an evidence-based strategy and action plan, based on collective agreement about community need and focused across the four CAYAD outcomes (albeit to a lesser extent on reducing supply)
 - strong leadership within and across the CAYAD site focused on strengthening and developing stakeholder relationships and building community support
 - the implementation of the multi-component projects in collaboration with wider stakeholders to enhance their sustainability.
- As shown in section 5, those CAYAD cases using a community action approach are achieving more positive results against the four outcomes.

Two CAYAD cases, before the introduction of the National Service Schedule, were not using a community action approach:

- One CAYAD case was using a community development approach focused on responding to their community's requests. As a result, the CAYAD was not operating strategically or from the wider evidence-base in identifying initiatives to deliver the four CAYAD outcomes.
- One CAYAD case was using a youth development approach with a predominant focus on drug education in schools. While drug education is one strategy to reduce demand for illicit drugs, the research evidence shows it is not the most effective one. The

kaimahi were also trying to initiate projects on their own due to limited connections to wider alcohol and drug stakeholders.

Following the introduction of the National Service Schedule, these two CAYAD sites have developed logic models that align with the four CAYAD outcomes. The CAYAD sites are now starting to implement their action plans. It appears that these CAYAD sites have shifted to operating within a community action approach. It is, however, too early to tell whether this will be sustained.

Areas for future consideration

Two future actions for the Ministry and the National Co-ordinator to strengthen the use of a community action approach are:

1. Monitor those sites that have recently shifted to a community action approach. This should minimise any risk that they may not implement their action plans as intended.
2. Work with service providers to ensure appropriate succession planning so a change in kaimahi will not affect the CAYAD site's use of a community action approach to achieve the four CAYAD outcomes. A community action approach is likely to be maintained by having a programme logic that is agreed by a Reference Group and wider stakeholders and collaboratively implementing the action plan.

In summary, most CAYAD sites appear to understand and be using a community action approach in their CAYAD. The earlier work of the Ministry and National Co-ordinator to build this understanding has therefore shown positive results. Through the implementation of the National Service Schedule, those CAYAD sites using community or youth development approaches now have programme logics and action plans that are consistent with a community action approach.

4.5 Progression as a national programme

Drawing across the findings of sections 3 and 4, there is evidence that CAYAD is becoming an established national programme.

- The CAYAD programme closely aligns with the principles of the NDP.
- The structure is in place to help CAYAD develop at a national, regional and local level.
- CAYAD providers are more aware that CAYAD is a national programme and are starting to think about how to transfer their learnings across sites and how to collaborate regionally.
- CAYAD providers have a strong sense of pride and ownership of the programme, and the "right" people are in place to make a positive difference.
- The introduction of the National Service Schedule has created a framework to ensure consistent, sustained focus on the aim and outcomes of the programme across the CAYAD sites and the use of a community action approach.

In essence, the structure is in place for CAYAD to become more embedded as a national programme. In achieving this, focus is needed on:

- developing awareness and presence of the CAYAD brand
- reviewing CAYAD sites' role in reducing the supply of illicit drugs
- ensuring all CAYAD sites have developed their programme logic and action plan and on validating these against the four CAYAD outcomes, and monitoring their implementation
- ensuring all CAYAD sites have some form of Reference Group and that they are regularly meeting and are actively involved in implementing CAYAD initiatives
- developing kaimahi's capacity to report against the programme logic model outcomes in a way that clearly demonstrates the successes, and contributes to the wider evidence on effective demand reduction and supply control initiatives.

In summary, CAYAD is an important national programme that is making a central contribution to effecting the intentions of the NDP. The future focus required is on consolidating the current structure at a national, regional and CAYAD site level.

5. CAYAD Outcomes

This section looks at the intended outcomes and unintended outcomes being achieved by the CAYAD programme.

Overall, the findings from the CAYAD cases and the feedback from the online survey demonstrate that CAYAD is perceived as an effective programme. As shown in section 4, CAYAD sites have undertaken a significant number of activities that align with the four CAYAD outcomes (albeit some having a greater focus than others). Consideration is now given to whether these CAYAD activities are helping to achieve the programme outcomes. The challenge in this analysis is the lack of quantitative indicators available at a CAYAD site level. At a national and regional level, the Ministry of Education's stand-down data and the New Zealand Police's apprehension data for drug and antisocial behaviour for 10 to 20 year olds was reviewed (refer to Appendix eight). However, the data was inconclusive in relation to the CAYAD programme.

To assess the outcomes emerging for CAYAD sites, the following analysis draws primarily from the qualitative data and the small amount of quantitative data from the eight CAYAD cases, supported by the perception-based findings of the online survey.

5.1 Outcome 1: Increased informed community discussion and debate about issues related to illicit drugs

This outcome is clearly being achieved across most CAYAD sites. It is evident across seven of the eight CAYAD cases (refer to sections 4.1.2, 4.1.3 and 4.3), and nearly all respondents to the online survey said that community discussion had improved (20 out of 23 kaimahi and 30 out of 35 other stakeholders who answered the question).

There is evidence across seven CAYAD cases that this increase in discussion has resulted in:

- wider awareness and knowledge across key alcohol and drug stakeholders and community leaders about the issues relating to illicit drugs and alcohol in the CAYAD communities
- agreement about how to address these issues and therefore common and consistent messages about the issues across the communities
- agreement across the stakeholders to work together on agreed initiatives
- collaborative initiatives being actioned.

Rurally isolated, high Māori population, cash crop economy

This site created increased informed discussion and debate about issues related to illicit drugs by having over 200 community members involved in one or more of its various programmes, including information sharing, educational or cultural programmes. The success of these programmes has generated interest from further afield, with a district council targeting members of this area's Youth Advisory Group to have a voice on the council. This CAYAD site targeted key people in their community (i.e. Police, principals, kaumātua) and established relationships through these key people – again broadening CAYAD's audience. These achievements are largely due to the kaimahi's mana, respect and standing in their community.

"They [kaimahi] are great role-models, have high personal standards, sit on Boards and are keen to work with everyone from Police, to SWISS [Social Workers in Schools] to whānau. They have a difficult role and carry with them an unpopular message, but none of them back away from the hard issues. They'll talk to people and get them on board." (Stakeholder)

Provider who works with hard-to-reach audiences

Having created strong networks at a local, regional and national level, this provider has used a multi-level approach to engage government officials, regional city councils, the District Health Board and gang members in discussions about illicit drugs. They have also used mass media to get the issues across, in the form of national television, radio, papers and an internet blog. The provider held a training session with District Health Board staff to seek responses to the question *"How can CAYAD assist you in your work?"* A critical success of this particular provider is the engagement and buy-in from gang members. Given the nature of the kaupapa (i.e. reducing the supply and use of methamphetamine), this provider has engaged with and gathered increased support from gang leadership in support of the kaupapa. As a result, it has been reported there is a major change in the attitudes and behaviours of some gang members toward selling methamphetamine.

"The mindset has changed and senior members are encouraging the no 'P' in the gang stance." (Community worker)

5.2 Outcome 2: Effective policies and practices to reduce harm adopted

Seven of the CAYAD cases show evidence of work that has resulted in changes to policy both locally and nationally. The online survey also supports that CAYAD sites have influenced changes to policies and practices locally and nationally (22 out of 24 kaimahi and 29 out of 35 other stakeholders who answered the question).

- Six CAYAD cases have worked with setting decision-makers (in schools, marae and sports clubs) to introduce or change their drug and alcohol policies. In the online survey, 13 out of 16 CAYAD providers were working on changing policies in a range of settings.
 - From the CAYAD cases, there is some evidence that the introduction of these policies has influenced alcohol- and drug-related behaviour at the setting level. Examples include excessive alcohol and drugs no longer being consumed before or after sporting games, and marae working to become drug and alcohol free, even

though this will significantly affect their income. Overall, the exact extent of behavioural changes due to these policy changes is unknown.

- Four CAYAD cases have made collaborative submissions on local council and national policy, including the National Action Alcohol Plan.
- One CAYAD case established an initiative of Street Ambassadors to keep young people safe at the weekend while partying in the city centre. The initiative is now a self-funding charitable Trust that has been proven to increase a sense of safety on the street and reduce violent incidents.

Semi-rural, high Māori and gang population, cash crop economy

This provider developed an in-house drug and alcohol policy to lead by example. In collaboration with the local council, they developed a strategy for reducing alcohol-related activity in public places in order to minimise harm related to ongoing antisocial alcohol-related behaviour. They have worked extensively in collaboration with marae to develop toolkits to introduce policies around drug and alcohol use on marae.

"We have developed a toolkit in collaboration with local marae that includes: terms of hireage, no drugs anywhere on the marae, responsible and safe drinking where use is minimised." (Manager)

Urban, high population of young Māori and Pacific people

The number of liquor outlets was a significant issue for the community. CAYAD facilitated the community to take a stand and to take action on this issue. Through the significant participation of youth, residents and the Community Support Group, and CAYAD, the community attracted wide media and council attention on the issue. It was also picked up by a local Member of Parliament who has now introduced the Sale of Liquor (Objections to Applications) Amendment Bill to the House. The Bill will empower communities to be able to challenge liquor licensing applications.

"CAYAD has provided the vehicle and is an investment in the community. They are working where the community assembles and with the community to influence policy and to create positive change." (Stakeholder)

5.3 Outcome 3: Increased local capacity to support young people in education, employment and recreation

Delivering to this outcome is the passion of many kaimahi. It is especially important for CAYAD sites located in isolated rural communities, where there is often very little, if anything, for young people to do. In this context, building local capacity to keep young people busy in positive activities is seen to reduce the opportunities of drug and alcohol use. Kaimahi have identified this outcome as having an immediate effect on young people's lives, in offering guidance and support to adopt prosocial behaviours.

Much activity has been undertaken in relation to this outcome (refer to section 4.3). All eight CAYAD cases have undertaken activities that align with this outcome, and most are able to give examples of how these activities made a significant difference to young people's lives.

Sport and recreation

Six of the eight CAYAD cases have been involved in developing and supporting a raft of sporting and recreational initiatives in their communities. A few examples include:

- 5 students achieving local, regional and national sports recognition
- 30 young people attending a drug- and alcohol-free youth club, with consequently less trouble on the street
- increased engagement and attendance by parents and extended whānau at youth basketball and hip hop activities, which is having wider positive community effects
- members of the CAYAD Youth Council being invited to input into the local council (this occurred in two CAYAD cases).

Rural, high Māori and gang population, cash crop economy

Keeping youth engaged in positive activity, with the involvement and support of whānau and wider hapū and iwi, has allowed the community to create positive drug- and alcohol-free environments, where self-esteem, cultural identity, education and employment pathways are an alternative for rangatahi who live in rurally isolated areas where their opportunities are limited.

Boxing, waka ama, basketball, hip hop dancing and surf-lifesaving are forms of recreation that are enjoyed by and foster positive environments for a significant number of rangatahi. Positive outcomes that are emerging include: leadership, goal setting, changes in pathways, and increased confidence and self-esteem. Kaimahi also reach whānau who attend activities to informally discuss alcohol and illicit drug-related issues.

Education

A number of positive outcomes are emerging from building local capacity in relation to education, especially maintaining or regaining engagement with education for at-risk young people.

- 10 students engaged in an alternative education pathway.
- 8 students completed a Horticulture Certificate.
- 22 students completed a Certificate in Environmental Studies.
- 12 students graduated from a trade training course.
- 18 students completed the National Certificate in Sports and Recreation.
- 52 hard-to-reach young people are exploring positive recreation and education opportunities.
- 40 year 7 and 8 at-risk youth are involved in a youth development programme.
- 60 hapū members are involved in a formal education programme.
- 22 people graduated from the Taniko wananga programme.
- 100 people attended Hawke's Bay Black Power whānau waiata wananga on connectedness and Māori culture for gang members.
- Kura reported 100% of students who sat level 1 NCEA passed. There were no drug-related incidents at school for last 12 months and a significant decrease in drug-related suspensions. The Principal attributed this change directly to the CAYAD programme.

- Mau Rakau Wananga – 42 pupils from a range of schools received media attention for their participation in this programme. The programme had school buy-in as it had multiple positive effects on the fostering of discipline and values.

Semi-rural, high Māori and gang population, cash crop economy

This provider implemented an afterschool programme for youth in a small rural town. The town had been attracting negative media attention focused on antisocial behaviour caused by youth under the influence of alcohol and illicit drugs. The programme's initial set-up sparked debate in the community as there was a general consensus that the youth would not respect the town hall where it was proposed the programme be held. The hall was large, warm and in the centre of the town. After much work by the kaimahi to engage and get buy-in to use the town hall, approval was given for its use in this capacity. More importantly, what resulted was a decrease in antisocial behaviour by youth, youth making positive choices, the community changing their attitudes toward the youth, a newfound mutual respect, and a decrease in intoxicated and drug-induced youth causing trouble on the streets after dark.

"Is an insular community, we did a lot of work in there and got them to focus on other things rather than drugs. We also got the community on board and involved and now the parents and youth are driving the initiative." (Manager)

Employment

As shown below, some CAYAD cases have been successful in transitioning at-risk young people into employment or work experience. In some cases, this reflects collaborative arrangements being set up with prospective employers and for others it is developing the strengths and interests of the young people. Currently, these CAYAD sites are concerned there will be few employment or work experience opportunities for young people due to the recession.

Compared with sport and education, there are fewer noted successes in relation to building capacity to support young people in employment. This is likely to reflect the rural and more isolated nature of three CAYAD cases. In these communities, there are few employment opportunities. Local employment opportunities revolve around the growing and selling of cannabis. This raises significant challenges for these CAYAD sites. However, there are positive outcomes noted across the CAYAD cases:

- 92 youth gang members are involved in a whānau development project. As a result, there has been a 50% drop in arrests, 45% of the young people are involved in training and employment, and binge drinking is no longer a problem.
- Out of 18 young people involved in a whānau ora project, seven are in full-time employment, four are in education courses and two are in work experience.
- A 13-week youth programme through the Polytechnic focuses on young people unemployed for between 6 and 12 months. All students are referred to Work and Income, and the programme teaches life skills motivation and incentive to seek employment. At the end of the programme, two-thirds had found part- or full-time employment.
- A group of around six youths have been engaging their creative energy through music, and have developed a full-scale production, managed music events and moved towards developing this into a business.

Urban, hard-to-reach and migrant youth

This provider implemented an initiative for youth deemed hard-to-reach in order to provide them with a better future. Of the 18 participants, 13 had achieved positive outcomes: 7 in full-time employment, 4 in education courses and 2 undertook a work experience programme. Of the remainder: 3 left the course early, 1 is in prison and 1 was diagnosed with mental health issues and received professional help. A report on the project indicated that, while participating on the programme, the drug and alcohol use of one participant decreased significantly.

"We identify goals, we identify how to overcome barriers, we support and empower youth."
(Manager)

The findings of the online survey support the results from the CAYAD cases: 30 out of 34 kaimahi/managers said their CAYAD had improved local capacity to support young people in education, employment and recreation. This was also supported by 30 out of 42 other stakeholders.

5.4 Outcome 4: Reduced supply of drugs to young people

As discussed in section 4.3, CAYAD sites have undertaken only limited activities against this activity. Therefore, the outcomes achieved are also limited. Feedback from a small number of CAYAD cases indicated:

- a change in some gangs' attitudes and behaviour to supplying methamphetamine
- limited reporting to the Police of supply activity within the community.

However, whether these activities and outcomes have had an overall effect on the supply of illicit drugs is unknown. From the online survey, 14 out of 25 kaimahi said that the supply of illicit drugs had reduced, and 17 out of 42 other stakeholders also noted this. Thus, CAYAD may be having some effect on supply.

Semi-rural, high Māori and gang population, cash crop economy

This site is based in an area where there is high unemployment and where a cash crop economy exists and drug dealing is a profitable source of income. This CAYAD supports informing the Police about people who are involved in selling illicit drugs to youth in their community.

"We have a community responsibility to inform the Police when there are people selling drugs to youth." (Manager)

5.5 Emergence of outcomes across CAYAD sites

In undertaking this outcome analysis, consideration was given to how consistently the outcomes emerged across the CAYAD sites. Overall, there is variation in the extent to which CAYAD sites are delivering against the four CAYAD outcomes. It is estimated that around 24 out of the 30 CAYAD sites are effectively delivering to the desired outcomes. In contrast,

six CAYAD sites appear to need to strengthen their contribution. One CAYAD site is proactively strengthening their focus and performance through the development of their programme logic and action plan and internal leadership. It is unknown whether the development of the programme logic is having the same effect on the other five CAYAD sites.

Four CAYAD cases have been identified as successful cases. These CAYAD sites embody the kaupapa of community action. Qualitatively, they have achieved more positive results than other sites. These CAYAD cases:

- know and understand their community, its needs and issues
- have a depth and breadth of networks at a community and professional level
- have a clear strategy and action plan across the CAYAD outcomes which has been developed and agreed collaboratively with a formal or informal Reference Group
- are collaboratively implementing a range of initiatives across three of the CAYAD outcomes (a much lesser focus is placed on the supply outcome)
- have implemented activities that are sustainable and not one-off (see below)
- have achieved results that are multiple, systemic in nature and together make a significant impact on demand reduction in the community (refer to Appendix nine for an example of the outcomes achieved by a CAYAD success case).

The following bullet points are examples of a one-off targeted CAYAD activity and the preferred ideal of an ongoing sustained initiative:

- One CAYAD case, together with the New Zealand Police and a Youth Worker, ran an activity targeting seven young people not in education or employment and encouraging them to consider their future direction. As a result of this activity, three young people are now in work and two are in education. While the activity was a success for these young people, no further work was undertaken to target other young people.
- Another CAYAD case developed in collaboration with sport and recreation providers a range of sporting opportunities for young people in their community. This initiative has been sustained and has led to some young people playing in representative teams, and many others being positively engaged in sport. As a result, other young people are competing strongly to be involved in this initiative and past students are acting as mentors.

5.6 CAYAD unintended outcomes

Two unintended outcomes have been identified as a result of the CAYAD programme being implemented: a wider whānau/community effect and a reduction in youth crime.

A wider whānau effect

Given that CAYAD focuses on youth, an unintended outcome of CAYAD has been its positive effect at a whānau/community level. One kaimahi likened it to the rangatahi being the seed and their influence growing and spreading out until it becomes like a magnificent pohutukawa tree, where the changing of attitudes grows so that it penetrates all levels. For example, previously rangatahi were turning up to activities alone and now parents have started coming along and are taking an interest. The kaimahi also see this as a forum to

distribute the message to adults by using the growing connectedness between whānau, hapū and iwi.

“We have the parents turning up to support the rangatahi now and the rangatahi are getting the parents and wider whanau involved in the discussion and debate about drugs and alcohol. Some of these rangatahi have parents who are selling drugs, so getting them to attend the activities and being able to talk to them on the side makes a big difference.” (Kaimahi)

Reduction in crime

Police are key stakeholders in four CAYAD cases. Discussions with the Police have highlighted a reduction of crime by youth and wider whānau as a direct result of the work of CAYAD providers in their areas.

“We couldn’t keep up with the crime, then all of a sudden we thought that the guys causing trouble had gone underground, this was the same time that [the provider] appeared on the scene and we found out they were working with the guys that had previously been causing trouble. Within six months the serious assaults and violence had decreased or completely stopped by these guys and the community benefits in terms of safety were huge.” (Police)

“I’ve been in the area long enough to have seen change in the community as a result of the work being done by the provider around illicit drugs and alcohol. They [the provider] have had an impact on paradigm shifts and have fostered more social obligation of hapu and iwi in relation to the kaupapa.” (Police)

“We identified a ripple effect in breaking the cycle of crime in the families that [the provider] works with. They started out with the gang members, but then went on to the partners of the gang members and their children. The 70 gang families who were previously coming to our attention were no longer doing so.” (Police)

5.7 Effecting national policy

From this evaluation, there is evidence that the CAYAD programme is making a significant difference at a number of national policy levels:

- Harm minimisation – as shown above, the initiatives of CAYAD and their partners have positively changed the lives of numerous young people and their families and wider communities.
- Evidence-based policy – initiatives undertaken by CAYAD sites are based on both research evidence of what works and the local knowledge of communities.
- Partnership – this is integral to the CAYAD programme. Sustainable initiatives are underpinned by a number of strategic relationships. A CAYAD operating alone will only have a limited effect. This was evident in one CAYAD case, which due to local tension was unable to build a foundation of local community support.
- Reducing inequalities – many CAYAD sites are located in areas with high Māori and Pacific populations. Iwi-affiliated providers are making a significant difference in their communities and are ensuring access to opportunities and supporting positive outcomes both for young people and for whānau and the wider communities (refer to Appendix nine).

6. Key Evaluation Findings and Improvements

Over the last two years, the CAYAD programme has gone through a period of review. CAYAD's national structure has been revised to increase the programme's consistency and effectiveness at a national policy level and at a local community level. In summary, the CAYAD programme is on the right path and is delivering against three of its four objectives. Over the next two to three years, there is a need to embed enhancements consistently across all the CAYAD sites and at a national level. In this context, this section summarises key evaluation findings and makes suggestions to improve the ongoing implementation of and outcomes arising from the CAYAD programme.

Note: More detailed suggestions for improvement can be found at the end of each section throughout the report under *areas for future consideration*.

Alignment with national strategies

The CAYAD programme significantly contributes to effecting the **NDP**, given its focus on demand reduction and supply control, its evidence-base, intersectoral approach and focus on reducing inequalities for young people and Māori and Pacific youth. At a CAYAD site level however, kaimahi struggle to identify appropriate supply control initiatives for illicit drugs. Further, the focus on demand reduction and supply control for alcohol is not explicit in CAYAD's aims and outcomes and not all CAYAD sites focus on alcohol issues for youth.

- Improvement 1: Identify the appropriateness of the supply control outcome for the CAYAD programme. If deemed appropriate, define and communicate the expected supply control activities for illicit drugs. It is envisioned this would be done collaboratively between the Ministry, the National Co-ordinator and NCAG.
- Improvement 2: Include in CAYAD's aim and outcomes reference to demand reduction and supply control for alcohol.

CAYAD sites vary in their alignment with **He Korowai Oranga**. Iwi and iwi-affiliated CAYAD providers have the greatest alignment with this strategy. There is, however, confusion amongst some iwi providers about the extent to which they should focus on their Māori communities. Some iwi providers have achieved significant success working with their Māori communities by increasing local capacity in education, recreation and employment for young people in their communities. As a result, young Māori people have adopted prosocial behaviour which has had wider community benefits (i.e. reduction in youth crime).

The CAYAD programme is a mainstream programme. The community of focus is therefore all young people within a particular community. In this context, a successful CAYAD will undertake initiatives across the four outcomes for the diversity of youth in their community. As a result, focus on specific Māori communities is appropriate as one element of multi-component initiatives.

- Improvement 3: Ensure consistency of messages from the Ministry about the appropriateness of iwi providers focusing on their specific Māori community within a multi-component and multi-targeted CAYAD programme.

National CAYAD structure

The national structure of CAYAD is a **tripartite partnership between the Ministry, the National Co-ordinator and NCAG**. The relationship between the Ministry and the National Co-ordinator is working well. Through this collaborative relationship, the CAYAD programme has strategic direction and leadership, linkages to national policy and organisations, a research evidence-base and ongoing workforce development. In contrast, NCAG is in its formative stage. The role and composition of NCAG requires further clarification within this tripartite partnership.

- **Improvement 4:** Agree NCAG's current and future role and operation as a conduit between the CAYAD sites and the Ministry. A potential role for the NCAG is to facilitate the upward flow of effective community initiatives to feed into the wider evidence-base. To achieve this, consideration needs to be given to the ideal composition of this body in relation to linking into the academic knowledge base and the Ministry's involvement.

CAYAD site level implementation

At a CAYAD site level, the implementation of the National Service Schedule was challenging. At the time of the evaluation, three-quarters of CAYAD sites have a **programme logic and action plan**. The remainder were in the process of being developed.

Significant capability building was required for the kaimahi to develop their CAYAD's programme logic and action plan. As a result of this investment, the CAYAD sites (who have a programme logic model) have a more consistent alignment with the CAYAD programme's aim and outcomes. Further, in developing their programme logic model, these CAYAD sites have enhanced their understanding of CAYAD's community action approach of working in collaboration with key stakeholders to implement multi-component initiatives across the four CAYAD outcomes. For a few CAYAD sites, the development of the programme logic model has resulted in a realignment with CAYAD's kaupapa.

- **Improvement 5:** The National Co-ordinator ensures all CAYAD sites have a programme logic model and quality assures that the model details appropriate intersectoral initiatives across CAYAD's agreed outcomes.
- **Improvement 6:** The Ministry continues to feed back to CAYAD sites on their progress against their action plans and CAYAD outcomes. The Ministry needs to particularly monitor those sites known to have realigned to a community action approach following their programme logic development. To be effective, the Ministry's Portfolio Managers need to appreciate the flexibility inherent within the CAYAD programme to respond to community needs. Further, feedback offered needs to be grounded in the CAYAD site's unique community context and challenges and offered consistently, clearly and in plain English.

Across the CAYAD sites, there is inconsistent use of CAYAD's new **reporting** templates. Reporting is a challenging area. It is critical, however, that CAYAD site reporting demonstrates both progress against their action plan and also the emergence of desired outcomes.

- **Improvement 7:** Provide ongoing capability building for CAYAD sites via the National Co-ordinator and hui on developing quantitative indicators (e.g. rubrics) and reporting against outcomes. Those CAYAD sites who have not completed their programme logic

models may require further training in this area. Capability building in relation to policy analysis was also identified as an area for further development.

To be effective within their current resource base, the National Co-ordinator needs to prioritise training to those with the greatest need. The latter may be defined as CAYAD sites which lack the infrastructural support of a large organisation, where there has been staff turnover or where kaimahi need to strengthen particular competencies.

- **Improvement 8:** At the regional and national hui, CAYAD sites have requested more time to be allocated to networking across sites to share experiences and learnings and create wider connections. Further, managers are seeking more inclusion in the main proceedings of the hui.

The National Service Schedule has formalised the requirement of the establishment of a **Reference Group** for each CAYAD site. A Reference Group has been revived or established in around three-quarters of CAYAD sites. Having a Reference Group creates a collaborative hub for the CAYAD site from which wider networks and relationships can be fostered. An effective CAYAD is characterised by a web of intersecting stakeholder relationships in which a range of demand reduction or supply control activities occur. While kaimahi can and do implement CAYAD initiatives, one of their core functions is to facilitate other organisations to implement initiatives consistent with CAYAD's kaupapa. The evaluation has identified three forms of Reference Group: formal, informal and virtual. While the formal Reference Group appears to create stronger links to CAYAD, each type has its benefits relative to the community.

Awareness of the CAYAD programme is high amongst Reference Group members and where wider stakeholders have been involved in the development of the programme logic. However, in some CAYAD sites there is strong stakeholder awareness and support of the kaimahi and the work they do but little knowledge about the CAYAD programme.

- **Improvement 9:** Ensure all CAYAD sites have some form of Reference Group which meets regularly.
- **Improvement 10:** Promotion of the CAYAD by the kaimahi so their work is strongly linked to the national programme. This link will assist with the ongoing development of CAYAD locally, regionally and nationally.

Delivering to CAYAD outcomes

Reflecting activity levels, the CAYAD programme is successfully achieving three of its desired outcomes: increased discussion, changed policies and practices, and increased access for young people to education, recreation and employment. As a result, significant prosocial shifts are clearly identifiable in the lives of young people and their whānau. However, the CAYAD programme is not able to demonstrate great success in the reduction of the supply of illicit drugs, although more success is achieved in reducing the supply of alcohol.

Across the CAYAD sites, there is variation in the type and amount of initiatives undertaken across the four CAYAD outcomes. Being a community action approach, there is no one right way to operationalise CAYAD at a site level. However, to maximise their effectiveness CAYAD sites should be delivering multiple component initiatives with a systemic focus on collaboration with key stakeholders across all CAYAD outcomes. The National Co-ordinator's review of the programme logic models across all CAYAD sites should have ensured that CAYAD sites are focusing on a breadth of initiatives across the outcomes. The

challenge therefore is ensuring that CAYAD sites implement the breadth of proposed initiatives as intended.

- Improvement 11: Ensure that CAYAD sites are implementing the initiatives across the breadth of the agreed CAYAD outcomes.

Currently, there is no national level outcomes reporting on the CAYAD programme, and it is unclear where this responsibility lies.

- Improvement 12: Develop a national reporting framework to quantify and clearly demonstrate how the CAYAD programme is contributing to national policy goals.