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EVALUATION DOCUMENT

**MID-TERM EVALUATION
NATIONAL STRATEGY ON COMMUNITY SAFETY
AND CRIME PREVENTION
PHASE II**

Technical Report

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**Evaluation Division
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EXECUTIVE SUMMARY

The National Strategy on Community Safety and Crime Prevention, Phase II is an initiative of the federal government designed to prevent crime through coordination of partners, facilitation of community-based solutions and increased public awareness of effective social development approaches. A midterm evaluation was conducted to provide feedback and analysis of the overall structure and functioning of Phase II of the Strategy since its launch in June of 1998. The focus of the evaluation was on design and implementation issues to ensure that the organizational structure that is in place will facilitate the attainment of the Strategy's overall goal and objectives. Key informant interviews with a variety of stakeholders and a comprehensive file and documentation review process contributed to the identification of a number of key findings.

Key Successes

- ***Emphasis and focus of National Strategy widely supported*** — There is widespread support among key stakeholders and the Canadian public for the crime prevention through social development approach advocated in the National Strategy. Fostering and supporting the development of local, provincial and national level partnerships is seen as integral to ensuring the sharing of information and experiences.
- ***Flexibility, regional connections and quality of staff highlighted as essential to the effective functioning of the National Crime Prevention Centre (NCPC)*** — The extent to which the NCPC is able to contribute to the Strategy's overall goal and objectives is contingent upon a number of issues related to organizational structure. The inherent flexibility in the programming component and the regional and community-based operations of the Centre contribute significantly to its capacity to identify and respond to the needs of individual communities. Moreover, the quality of the staff is seen as essential to being able to meet the short-term and longer-term goal and objectives of the Strategy.
- ***Grants and contributions seen as effective mechanisms to support mobilization efforts*** — Through grants and contributions, the government is able to demonstrate its commitment to crime prevention and to recognize the significant role that communities play in identifying and responding to their unique needs and interests. Grants and contributions are seen as effective mechanisms to support mobilization efforts and to encourage communities to think

more strategically about addressing the root causes of crime and victimization in partnership with others.

- ***Funded projects appropriately targeted to funding priorities and risk factors*** — Improved public awareness and education, the flexibility in the funding programs and the role of the Joint Management Committees (JMCs) are all believed to have contributed to the appropriate targeting of funded projects to the four priority groups and to the risk factors associated with participation in crime.
- ***Stakeholder roles and responsibilities and organizational partnerships are largely seen as appropriate*** — The NCPC's efforts to involve a variety of stakeholders in a variety of targeted ways are viewed as largely appropriate. The nature of those involved and the reasons for their involvement make sense and are, as defined, likely to facilitate the Strategy's ability to attain its goal and objectives.
- ***Immense amount of work conducted in a short period of time*** — A great deal has been accomplished in the two and half years since the Strategy's inception. The development and implementation of four funding programs, the establishment of coordinated partnerships at the federal and provincial/territorial level, as well as the development of some key operational policies and systems reflect some of good work that has been undertaken to date.
- ***Areas for improvement are identified and strategic plans and responses are being developed*** — In spite of all that has been accomplished, more needs to be done. The NCPC appears to have developed a process, largely through the coordination function of the Planning, Information, Coordination, Research and Evaluation Directorate (PICRE), that identifies where problems or concerns are emerging, where more work is required, and how these issues should be addressed. While the information provided below highlights areas where improvements are needed, it is important to note that many of these issues have already been identified by the Centre and have been integrated into future plans and activities.

Areas for Improvement

- ***Greater investment in the development of a comprehensive support structure within the Centre and its regional offices to facilitate the gathering, monitoring and dissemination of information pertaining to the ongoing performance of the National Strategy*** — The National Strategy appears to be performing well. However, it is difficult for the Centre to

speak about successes and areas where improvements are needed in the National Strategy without the existence of comprehensive performance measurement and evaluation systems. It is important that these systems be put in place as soon as possible as the volume of the material to be measured and evaluated continues to grow.

- ***More tailored strategies and resources required for high needs¹, low capacity communities and communities whose first language is neither English nor French***—Over the past two years, the NCPC has found many communities across Canada that are in need of significant investment of time and resources (both human and financial) before they can begin the process of mobilization. Such communities typically are located in rural or remote areas that do not have the basic infrastructure that is needed to address the problems associated with crime and victimization. Moreover, there is the added challenge of finding ways to work with these communities and to provide support and information to them in languages other than English and French.
- ***Program sustainability needs to be given serious consideration in light of what the National Strategy is trying to accomplish***—Grants and contributions are seen as short-term funding mechanisms in a context where much longer-term investments are needed. While the current programs appropriately target funding priorities and risk factors, it is unlikely they will have a measurable impact on these issues given the funding mechanisms presently available to support their efforts. The current operating structure and policies under the National Strategy do not appear to adequately reflect its long-term goal and objectives, namely crime prevention through social development.
- ***Greater coordination and communication needed among programs within the Centre***—A variety of concerns was raised regarding the need for improved communications and coordination within the Centre (within headquarters and between headquarters and its regional operations). It appears that some communication and coordination is taking place based upon a number of consultation processes held and the recent improvements made or recommended to a host of existing tools and programs. However, there is a need for more formal, standardized coordination and communication policies that help to delineate more clearly who is responsible for what and when, who will be consulted or involved around what issues, how the information and results of these communications will be shared (for example,

¹ For the purposes of this evaluation, the term ‘high needs communities’ is used to refer to communities at risk that possess limited resources and capacity for change and that are isolated or marginalized from the mainstream society due to geography (rural/remote locations) and/or due to a combination of socio-economic and cultural factors.

from headquarters to the regions and from the regions to headquarters), with whom and within what time-frames.

- ***Further clarification of roles and responsibilities and more strategic use of organizational partnerships*** — One of the key areas for improved communication and coordination is the clarification of the respective roles and responsibilities of the range of individuals and groups involved in the National Strategy and more strategic use of existing and developing organizational partnerships. Recent improvements made to both the Federal/Provincial/Territorial Working Group and the Sub-Group of the Interdepartmental Working Group are examples of the kind of improved strategic integration of federal and provincial government partners that may help the Strategy attain its goal. An example where enhanced coordination and communication is still needed, however, is in the area of intradepartmental efforts. More formal and strategic mechanisms are needed to ensure the two-way sharing of information between NCPC and related Department of Justice initiatives in order to avoid duplication and capitalize on opportunities for collaborative policy work. The same observation may be made in reference to federal interdepartmental initiatives.
- ***Need to share and integrate work being conducted by PICRE*** – PICRE has been involved in a variety of policy, research and evaluation endeavours that are intended to enhance the work of the Centre and the overall direction of the National Strategy. While it is premature to assess the impact this work has had on the ongoing development of the National Strategy, it is clear that more formal and ongoing information-sharing mechanisms are needed to ensure that NCPC staff and key stakeholders are more aware of the implications of this work both in terms of their own role and in terms of the National Strategy as a whole. This knowledge will enable staff and key stakeholders both to contribute to the ongoing policy, research and evaluation work and to integrate this information when it becomes available.
- ***Promotion and public education will require greater resources, both human and financial, in the near future*** — Limited concerted investment has been made to date in the area of promotion and public education. Recent communications and promotion and public education planning, however, clearly indicates that more work is going to be required in the near future in order to begin to publicize the work of the National Strategy and the successes and lessons learned stemming from the funded projects more broadly. More resources will be required in order to ensure that the information gathered for dissemination is accurate and is provided in a variety of effective formats targeting a number of key groups, particularly the media and Canadian communities.

The National Strategy has accomplished a great deal to date. The focus of its efforts during the remainder of its five-year agenda will be to improve on its current operations, to enhance ongoing monitoring and evaluation of its work, to tailor its activities to targeted groups and communities, and to capitalize better on what it has learned to ensure its ongoing development.

1. INTRODUCTION

The National Strategy on Community Safety and Crime Prevention is an initiative of the federal government designed to prevent crime through coordination of partners, facilitation of community-based solutions and increased public awareness of effective social development approaches. Phase I of the National Strategy was implemented in 1994 and Phase II in 1998. A midterm evaluation was conducted to provide feedback and analysis of the overall structure and functioning of the National Strategy Phase II. This document presents the results of the midterm evaluation of Phase II and fulfills central agency requirements to report on the progress of the National Strategy by March 31, 2001.

1.1 Overview of the National Strategy

Phase II of the National Strategy was launched on June 2, 1998 to renew and strengthen the federal government's commitment to crime prevention through community-focused partnerships, capacity building, engagement and awareness raising. As part of the government's *Safe Communities* plan, the overall goal of the second phase is to create safer communities by equipping Canadians with the knowledge, skills and resources to introduce crime prevention initiatives in their particular communities. Towards this end, the Strategy focuses on partnerships among community partners.

Specifically, the objectives of the Strategy are the following:

- to promote integrated action of key governmental and non-governmental partners to reduce crime and victimization;
- to assist communities in developing and implementing community-based solutions to crime and victimization, particularly as they affect children, youth, women and Aboriginal persons; and
- to increase public awareness of and support for effective approaches to crime prevention.

The National Strategy is based on the overarching *rationale* that it is important to take a proactive, social development approach to preventing crime. Balancing this approach alongside current law enforcement and corrections approaches is intended to ensure a comprehensive response to local crime problems.

The Strategy, a federal interdepartmental initiative led by the Department of Justice and the Department of the Solicitor General of Canada, has three components. The first component, the *National Crime Prevention Centre* (NCPC), is responsible for overall management of the Strategy. While housed within the Policy Sector of the Department of Justice, NCPC is a separate organizational unit with its own funds administration and serves as the federal government's crime prevention policy centre. Operations Administration is accountable for providing financial and administrative services and human resources management to the NCPC.

Four grant and contribution programs and funds define the second component of the National Strategy, *Safer Communities Initiative*. One program, the Community Mobilization Program (CMP) supports community-based efforts to foster community partnerships to deal with crime and victimization, to increase public awareness and support for crime prevention, to increase the capacity of communities to deal with crime and victimization, and to do so using a problem-solving, multi-sectoral approach with a strong community focus. The overall objective of the second program, the Crime Prevention Investment Fund (CPIF), is to identify, implement and evaluate new social development, community-based approaches to crime prevention by identifying crime risk factors. The focus of this program is on high-need, low-resource communities and addressing major gaps in crime prevention knowledge. The third program, the Crime Prevention Partnership Program (CPPP), is designed to encourage non-government organizations to develop information, tools and resources that facilitate community involvement in all phases of crime prevention. The fourth and final program is the Business Action Program on Crime Prevention (BAPCP). This program encourages the private sector to get involved, or to continue its involvement, in crime prevention in their communities by expanding upon existing corporate efforts to prevent crime and reach out to new partners in crime prevention.

The third major component of the National Strategy is the *Promotion and Public Education Program*. The objective of this program is to increase knowledge about crime and victimization and the responses to them. The program also sponsors activities encouraging Canadians to be active in creating a safer environment. Finally, as the National Strategy matures, this program will support the dissemination of lessons learned in the various communities.

1.2 Evaluation Objectives and Issues

The purpose of the midterm evaluation is to provide feedback and analysis of the overall structure and functioning of the National Strategy Phase II. The focus of the evaluation is on design and implementation to ensure that the organizational structure that is in place will

facilitate the attainment of the objectives of the National Strategy described earlier, to confirm the current direction of the management structure, to determine whether or not it is on the right track, and to identify what modifications, if any, need to be made so that optimum use of resources is possible. The evaluation does not look at outcomes, as it is too early to assess the impacts and effects of the National Strategy.

In specific terms, the objectives of the evaluation are:

- to determine the appropriateness of the program design to support the achievement of the objectives of the National Strategy;
- to assess the effectiveness of the structure and management process and determine whether or not there are sufficient resources to support the work of the NCPC in key activity areas such as community outreach, crime prevention policy development, development of tools and resources, research and evaluation, and promotion and public education;
- to look at the coordination and integration mechanisms that have been put in place to create linkages among federal departments, provincial/territorial governments, non-profit and private sectors to promote, develop, implement, evaluate and disseminate the results from projects funded under the four funding programs; and
- to examine the capacity of the performance measurement strategy and data collection practices to support the ongoing monitoring and management of the National Strategy.

With respect to the assessment of the performance measurement strategy and data collection practices, the Project Control System (PCS) was a key focus of evaluation attention. As well, performance indicators were identified for the National Strategy last fall, so the degree to which appropriate data collection procedures have been implemented was considered.

A total of 26 issues were addressed by the midterm evaluation. These are grouped into four main categories of issues: program design, clarity and appropriateness of roles and organizational partnerships, performance measurement, and sufficiency of resources. Each of the broad issues is addressed in subsequent chapters.

1.3 Methodology

The methodology for the midterm evaluation of the National Strategy on Community Safety and Crime Prevention Phase II consisted of a review of documentation, literature and performance

measurement data and 88 key informant interviews. Each methodological component is described below.

1.3.1 Documentation, Literature and Performance Measurement Review

The purpose of this component of the evaluation was to review existing sources of evidence to provide a context within which to assess the various aspects of the National Strategy, to provide insights into the operational and strategic management of the Strategy and to supply information on the results of funded projects to date.

Documentation reviewed as part of this component of the evaluation included: NCPC files, the minutes/records of decision from various working groups and stakeholder groups, communications and public education materials prepared by NCPC, project evaluations and interim evaluations, communications, promotion and public education materials, strategic plans, the NCPC web site and toll-free telephone records, and web site requests for information. The literature reviewed included related special studies from various sources and crime prevention articles written about NCPC-supported projects. Sources of information relating to performance measurement included NCPC data collection and management systems and performance information collected by NCPC (for example, through the PCS).

1.3.2 Key Informant Interviews

A total of 115 individuals, representing key stakeholder groups within the National Strategy, were identified by members of the Evaluation Advisory Group as possible key informants for the midterm evaluation. Each of these individuals was sent a cover letter and a copy of the interview guide by fax or email. The cover letter identified the overall purpose of the midterm evaluation, the reason why the informant was being approached for their participation, and the specific nature of their participation required. The key informants were asked to participate in a telephone interview regarding their experiences to date with the National Strategy.

A total of 88 key informants agreed to participate in the interview process. The respective breakdown of the number of participating informants per stakeholder group is as follows:

- NCPC Managers (11);
- National Steering Committee (7);

- Interdepartmental Working Group and Sub-Group on Policy (6);
- Federal/Provincial/Territorial Working Group (12);
- Regional Liaison Consultants (6);
- Joint Management Committees (10);
- Community Coordinators (13);
- Business Alliance on Crime Prevention (3);
- Panel of Stakeholders (6);
- Review Committees (4);
- International Centre for the Prevention of Crime (1);
- Department of the Solicitor General of Canada (2);
- RCMP (1); and
- Department of Justice Liaisons (6).

The interviews took an average of one to one and half hours to complete. The information gathered through the interviews was noted, transcribed, analysed, and integrated into the findings of this report.

1.4 Organization of the Report

In the remainder of the report, findings from the multiple lines of evidence used are presented. In an effort to present a succinct document only the key findings highlighted by both lines of evidence are provided.

Chapter Two provides an overview of the results found in response to a broad range of process and management issues including the extent to which the organizational structure of the NCPC contributes to the successful implementation of the National Strategy and whether the activities, tools, grants, and contributions are appropriate mechanisms to support the objectives of the Strategy. The appropriateness and effectiveness of the communication mechanisms that have been developed to inform the Canadian public about the Strategy and to disseminate community safety and crime prevention information are also addressed in this chapter. Chapter Three focuses on an exploration of the extent to which the roles of the stakeholders and organizational partnerships associated with the National Strategy are clear and appropriate, including the international role of the NCPC and the linkages between the NCPC and the International Centre for the Prevention of Crime. Chapter Four presents the findings of an assessment of the extent to which performance measurement data are being collected, analyzed and integrated into ongoing program management decision-making. Chapter Five examines whether or not adequate

resources exist to support the activities of the NCPC and whether the allocations among the funded program elements are appropriate. Finally, Chapter Six provides a summary of the key findings and highlights lessons learned from the midterm evaluation of the National Strategy.

2. PROGRAM DESIGN

The overall program design of the National Strategy is reflected in its three key components including the National Crime Prevention Centre, the Safer Communities Initiatives, and the Promotion and Public Education Program (P & PE). A brief exploration of the extent to which each of these components has contributed to the overall functioning and progress of the Strategy to date is identified in each of the subsequent sections.

2.1 The National Crime Prevention Centre

The NCPC serves as the principal administrator of the National Strategy. The Centre is responsible for the overall management of the Strategy's various components including the funding programs, research and evaluation, Federal/Provincial/Territorial liaison, and federal government coordination. In November of 1998, the Centre established as key components of its mission:

- to provide federal leadership;
- to encourage innovative practice;
- to work with others to support communities mobilizing around crime prevention issues; and
- to provide the knowledge, skills and resources necessary to reduce crime and victimization and promotes community safety.²

The primary focus of the Centre's initial and ongoing efforts is to develop, implement and monitor innovative proactive activities, both nationally and at the community level, that target risk factors associated with offending, victimization, and community safety and security through greater investment in the principles of crime prevention through social development. The Centre's key activities were clearly identified at the outset and they included:

- Focus of resource allocation on high needs communities and population groups, particularly those who most require support in the form of crime prevention knowledge and expertise, skills and resources;
- Special attention paid to the concerns of children, youth, women and Aboriginal peoples;
- Emphasis on community-based delivery of problem-solving crime prevention initiatives; and
- Dedicated efforts to building and sustaining effective partnerships.³

² National Crime Prevention Centre (1998). *Draft Mission Statement*. Ottawa: National Crime Prevention Centre.

Guiding the development and implementation of its mission and proposed key activities is the Centre's overall organizational structure, strategic objectives and workplans each of which were reviewed for the purposes of the evaluation. The NCPC organizational chart provided in Exhibit 2.1 identifies the primary jurisdictions or areas of responsibility within the Centre⁴. A more detailed organizational chart reviewed for the purposes of the midterm evaluation of the Strategy indicated that the staff complement of Centre is approximately 50 individuals.⁵

Assessment of the overall structure and function of NCPC points to a unique organization entrusted with important responsibilities pertaining to the overall management of the National Strategy on Community Safety and Crime Prevention. Part of its unique features include:

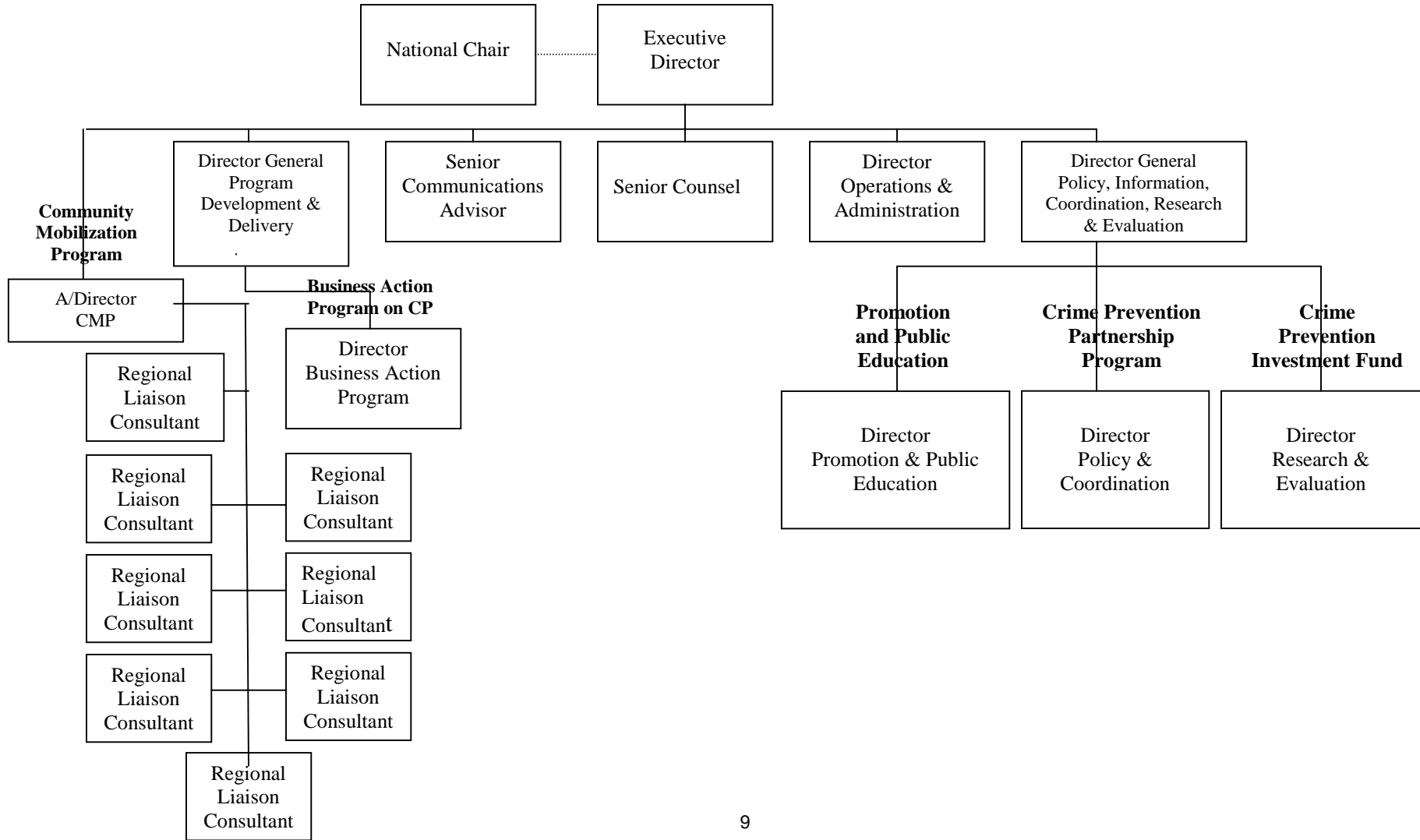
- ***A Self-Contained or Team Model Approach to its Organizational Structure and Overall Functioning*** — This particular model of operation provides the Centre with a variety of actual and potential benefits including: potential for better policy support; access to diverse experiences in key areas in-house; ability to look at issues from different angles and levels; greater administrative efficiency; and a higher level of tolerance for the risks and flexibility needed to support the work of the Centre.
- ***Decentralized Activities and Monitoring Processes Enhance Opportunity for Community Participation*** — The nature of the decentralized components of the Centre's organizational structure, such as the Regional Liaison Consultants (RLCs), Joint Management Committees (JMCs) and Community Coordinators, help to ensure extended reach and greater involvement of Canadian communities in the ongoing development and implementation of the National Strategy.

³ National Crime Prevention Centre (1998). *Draft Project Assessment Guidelines*. Ottawa: National Crime Prevention Centre.

⁴ Department of Justice (1999). *National Strategy on Community Safety and Crime Prevention, Phase II — Evaluation Framework Technical Report*. Ottawa: Department of Justice.

⁵ National Crime Prevention Centre (2000). *Detailed staffing flow charts of each of the areas within the Centre dated July 27, 2000*. Ottawa: Department of Justice.

**EXHIBIT 2.1
National Crime Prevention Centre
Organizational Chart – July 2000**



- ***A Highly Specialized Internal Support Component, PICRE*** — In addition to the management of the CPPP and CPIF, the PICRE Directorate is responsible for conducting the work necessary to assess and to continue to inform the development of the Strategy and the overall work of the Centre. This work is vital to the ongoing improvement and enhancement of the National Strategy.

Responses from those integrally involved with the Centre indicate that a number of additional features associated with the overall organizational structure are recognized and appreciated including:

- ***Flexibility*** — The inherent flexibility in the programming component of the structure is appreciated for its ability to enable the overall Strategy to respond to the diverse needs and interests of Canadian communities. This flexibility defines the CMP program in particular, but is also reflected in a variety of the Centre’s operational policies and programs as well.
- ***Quality and Expertise of the Staff*** — The quality of the staff is seen as integral to being able to meet the short-term and longer-term goal and objectives of the Strategy. Both regional and headquarters staff and associates bring years of experience in the area of crime prevention and/or community development to the table. This in-house expertise helps to ensure that the appropriate issues and processes are identified and integrated into the operations of the Centre.

Issues worth further investigation arise largely in response to what appears to be some lack of understanding and miscommunications about some of the processes involved in the day-to-day functioning of the organization. Among some of the key areas identified for further improvement include:

- ***More Comprehensive Workplans*** — The Centre’s operational workplans guide the nature of their activities on an annual basis. Workplans reviewed for the midterm evaluation reflected an important dual approach in terms of continuing to monitor existing practices and needs, while simultaneously preparing or planning for further development of the Centre’s work. While the Centre’s recent workplans provide for the inclusion of more detailed, strategic planning and operational information, such as success indicators, the necessary information is not always noted. For example, the column for success indicators is blank for some programs. In addition, while greater detail is being sought and, in some instances, provided within more detailed individual program workplans, no comprehensive overall workplan for

the Centre exists. An overall workplan is necessary to help illustrate and ensure the linkages between individual program activities and the overall operations of the Centre.

- ***Need for More Formal Systems and Processes for Sharing of Information*** — The decentralized nature of some of the Centre’s program and operating policies only heightens the need for the establishment of greater and more formal lines of communication and coordination. NCPC staff meetings/retreats and annual consultations and meetings with Community Coordinators, are all examples of the kinds of measures that are needed. However, given the relatively low frequency of these get-togethers, such mechanisms may prove to be insufficient to address the identified need. More formal and ongoing systems and processes for sharing of information are needed, in particular, between NCPC headquarters and the regions, between NCPC programs and between the Centre and the various stakeholder groups.
- ***Further Clarity Required Around the Roles and Responsibilities of those Involved in the Organizational Structure*** — Concerns were identified surrounding the level of awareness and understanding among some NCPC regional staff and stakeholder groups regarding who is responsible for what in the implementation of the National Strategy. Clarification of respective roles and responsibilities is necessary not only to ensure accountability, but also to enhance communication linkages between the various programs and components of the National Strategy. The greatest gap in knowledge appears to exist between the funding programs and between headquarters and the regions.
- ***Need to share and integrate work being conducted by PICRE*** – The PICRE directorate of the NCPC has been involved in a variety of policy, research and evaluation endeavours that are intended to enhance the work of the Centre and the overall direction of the National Strategy. Recent PICRE efforts have resulted in the production of three policy frameworks which cover three of the four priority groups, the development of a manual on benefit-cost analysis of crime prevention projects and an exploration of ecological developmental models of crime prevention. While the nature of the information contained in these reports is intended to guide and enhance the ongoing work of the overall Strategy, not everyone is aware of their existence or appreciates how the information is going to be integrated effectively into further development of the Strategy. More formal and ongoing information-sharing mechanisms are needed to ensure that NCPC staff and key stakeholders are aware of the contributions these horizontal initiatives may make to their own work and to that of the National Strategy as a whole. Concomitantly, NCPC staff and stakeholders may understand more fully how they could contribute to this ongoing policy, research and evaluation work.

- ***Need for Greater Coordination of Individual Organizational Components and the Four Funding Programs*** — Many of the key informants in this evaluation process pointed to the lack of cohesion between individual components of the overall structure and operations of the National Crime Prevention Centre as somewhat problematic. Lack of synergy between policy and programming and between the four funding programs in particular, were believed to have resulted in: confusion among those involved in the day-to-day operations of the various aspects of the Strategy; growing miscommunication or lack of communication among and between programs; delayed identification of significant changes at the national level to those at the front lines who should be made aware of the changes; and growing concerns about the extent to which the various groups and individuals within and associated with the Centre function as a team.
- ***Further Exploration Required Around the Nature and Status of the Role of Community Coordinators within the Overall Organizational Structure*** — Currently, Community Coordinators fill contracted positions. Many of the individuals who currently hold these positions also have a number of additional contracts with other organizations. The expanding nature of the work undertaken and being recommended for the role of Community Coordinators, such as facilitating the project evaluation process and working with local media, suggests that further exploration is needed around the extent to which this work can be done effectively under the current arrangements. Some consideration is needed about establishing the position of Community Coordinators as full-time employees and/or providing administrative assistance to the existing contract positions to enable the Community Coordinators to do more community-based and less administrative work.

2.2 The Safer Communities Initiative

The *Safer Communities Initiative* is designed to assist Canadians in undertaking crime prevention activities in their communities through the development and implementation of four funding programs, namely the Crime Prevention Investment Fund (CPIF), the Crime Prevention Partnership Program (CPPP), the Community Mobilization Program (CMP), and the Business Alliance Program on Crime Prevention (BAPCP). The goals and objectives of each program are briefly described below.

The *Crime Prevention Investment Fund (CPIF)* is the research and development component of the National Strategy. This fund was established to identify and evaluate promising and

innovative crime prevention models that address the root causes of crime and victimization. The CPIF has been actively involved in generating key information through funded projects, and targeted research and consultation endeavours that are designed to enhance the direction and efforts of CPIF and the overall long-term direction of the National Strategy. These kinds of endeavours provide promising information to help guide and enhance ongoing practice, evaluation, policy and research being conducted under the National Strategy.

The *Crime Prevention Partnership Program (CPPP)* aims to support the work of non-governmental and non-profit organizations that can contribute to community crime prevention activities through the development of information, tools and resources that facilitate community participation in all phases of crime prevention (e.g., needs assessment, development of plans, implementation and evaluation) and that can be applied across Canada. The main goal of the CPPP is to promote the development of tools and resources that help communities address the root causes of crime and the risk factors associated with crime.

The *Community Mobilization Program (CMP)* provides support to communities to help them develop comprehensive and sustainable approaches to crime prevention and to undertake activities that deal with the underlying causes of crime and victimization. The federal and provincial/territorial governments, through Joint Management Committees established in each jurisdiction, manage the CMP jointly. These committees usually include representatives of the provincial/territorial government, the federal government and other partners and/or community representatives having an interest in crime prevention⁶.

Finally, the *Business Alliance on Crime Prevention (BACP)* is responsible for the Business Action Program (BAP) which was launched in April 1999, slightly less than one year after the beginning of Phase II of the National Strategy on Community Safety and Crime Prevention. The Business Alliance is currently made up of representatives from national business associations including the Insurance Council of Canada, the Canadian Council of Grocery Distributors, the Canadian Petroleum Products Institute, the Canadian Bankers Association, the Canadian Automobile Dealers Association and the Retail Council of Canada as well as the Chair of the National Strategy⁷.

An assessment of the four funding programs was conducted and focused largely on a number of key aspects that reflect the overall design and implementation of the Safer Communities Initiative including: the role of grants and contributions; the appropriateness of guiding tools; the

⁶ *Community Mobilization Program Access Guide (1998).*

⁷ *NCPC Web site: www.crime-prevention.org.*

link between funded projects and various priorities and risk factors; coordination of the four funding programs; and the overall flexibility of the CMP and the National Strategy.

Among the most prominent successes identified were the extent to which the funded projects reflect targeted priority groups and risk factors and the overall flexibility of the CMP and the National Strategy that helps to ensure that the more unique needs and interests of Canadian communities are addressed. The focus of suggested improvements included greater investment in identifying and sharing project results, more comprehensive project evaluation, increased strategic collaboration and coordination among the four funding programs, the need to further explore overall project sustainability, and increased investment in high needs, low capacity communities. Key findings in each of the areas investigated are provided below.

2.2.1 Grants and Contributions

Grants and contributions represent a significant component of the Safer Communities Initiative. Given this reality, the nature and extent to which these mechanisms are deemed appropriate in light of what the National Strategy is trying to accomplish was explored. Key findings pertaining to this aspect of the Safer Communities Initiative are as follows:

- ***Grants and Contributions Recognized as Appropriate Mechanisms for Generating Interest and Investment, but in their Current Form, Not for Long-Term Impact*** — Grants and contributions clearly demonstrate to Canadian communities that the federal government is committed to the concept of crime prevention and to the important role that communities play in identifying and responding to their unique needs and interests. They are also seen as effective mechanisms to support mobilization efforts and to encourage communities to make a concerted effort to begin thinking more strategically about addressing root causes of crime in partnership with others. These same mechanisms, however, are not viewed as appropriate in their current form, to have a longer-term impact on the nature and extent of crime in Canadian communities. There is a need to take a serious look at making more long-term investments in community-based efforts if the Strategy is hoping to contribute to long-term differences. This year, the NCPC is undertaking a study to explore this issue further.
- ***Need to Exercise Caution Around Supporting the Perception That All That is Needed is Money*** — While grants and contributions are appropriate mechanisms to engage communities, they pose the risk of generating the perception that money is all that is needed. If these mechanisms are going to have any long-term impact, grants and contributions must

be complemented by training and education on such issues as program development and implementation and sustainable partnerships. During the first two years of the National Strategy, the NCPC had to concentrate its efforts on developing the programs and distributing funds to communities. Now that these programs are firmly established, there is a need to take a step back to explore what else is needed to foster sustained community involvement in crime prevention.

- ***Essential to Invest Greater Resources in Monitoring, Evaluation and Information Dissemination Systems*** — While grants and contributions appear useful and appropriate in principle, greater resources are needed to clarify where and when they are most appropriate. More resources are required to track, capture and relay comprehensive data about the impact of these mechanisms within and across funding programs, priorities, risk factors, and Canadian communities. Recent changes to the CMP project evaluation form and the PCS may help to address and improve the monitoring and evaluation of grants and contributions by the NCPC. However, there is a need for a more systematic approach in order to ensure that the results emanating from these mechanisms are integrated into ongoing program development. In this way, individual communities can then contribute results that can guide subsequent funding decisions.

2.2.2 Appropriateness of Tools for Guiding Funding Applicants

Guiding the development and implementation of each of the four funding programs is a variety of tools provided by NCPC. The perceived appropriateness and adequacy of these tools was assessed and the key findings are presented below.

- ***Processes are in Place to Help Identify and Respond to Changes Needed to Existing Tools*** — While a variety of issues and areas for improvement were identified throughout the evaluation process, particularly with respect to the initial CMP project application form and guide, the Centre had successfully identified these problems and worked in consultation with the regional representatives to develop more appropriate tools. Concerns were raised about the nature of the processes undertaken and the length of time it is taking to assess and revise these tools. Some of this concern is the direct result of a lack of understanding about the nature of the roles and responsibilities of various stakeholders in this process and the impact of their involvement. Greater information sharing and clarification regarding the respective roles of those involved in this review process are needed to help everyone understand why the process has been set up in a particular way. Some assessment, however, is also required

to weigh the contribution made by those involved in the process against the time delays and the resulting consequences of these delays.

- ***Project Application Forms and Guides and Evaluation Forms are Significantly Improved*** — Recent revisions made to both the CMP project application and evaluation tools should prove useful to both project applicants and those responsible for overseeing the implementation of the CMP. Many respondents believed that the improvements made will help to ensure that better and more comprehensive information is gathered at the outset and at the conclusion of project funding. It is important, however, to ensure that the appropriate mechanisms are in place to continue to monitor the impact of these revised tools and for this reason, the NCPC is undertaking a review of the new evaluation form this year.
- ***Fact Sheets Seen as Effective Way in Which to Help Applicants Understand What the Strategy is Looking For in Terms of Project Proposals*** — The NCPC fact sheets are used to help inform applicants about crime prevention through social development and other aspects of the National Strategy as they prepare their funding applications. Community Coordinators working directly with sponsoring organizations find the dissemination of the fact sheets to be effective in helping applicants better understand the nature of the projects and proposals that are likely to fit within the mandate of the National Strategy and CMP in particular. Moreover, fact sheets offer additional guidance to project applicants in their efforts to submit a comprehensive and suitable application.
- ***Need for More Assistance for High Needs, Low Capacity Communities*** — The appropriateness and usefulness of the application guide depends on the capacity of the community or organization to develop proposals based on written instructions. Those who have a history of proposal or grant writing found the instrument user-friendly. Those who had never considered or attempted to apply for project funding had no idea where to start. Additional support and resources are needed to assist high needs, low capacity communities to develop appropriate and effective project proposals. This need has been identified by the NCPC through consultations with a variety of stakeholders and is a priority area for this year's operations.
- ***Making Better Use of Existing, Regional Resources*** — To date, limited resources have been provided by NCPC to help guide project planning and implementation in the regions. As a result, some of the regions developed their own tools to fill the perceived gap. Most of these tools have already been tested and implemented within the respective jurisdictions. Thus, while there appears to be an existing gap in necessary resources, there also appears to be a

variety of tools available that can be readily adapted for broader application. Enhancement to existing communications and coordination mechanisms and the development of more formal policies pertaining to the sharing of information between NCPC headquarters and the regions may go a long way to facilitating this process.

- ***Develop Tools to Facilitate Sharing of Project Results and Lessons Learned*** — While the website, Prevention Newsletter, and Regional Showcases have helped to capture and relay what is being done at the national level, more guidance is needed for the communities themselves around how to share their stories. Information dissemination and training within Canadian communities is essential to help them get their messages out in terms of what they have learned as a result of their participation in the Safer Communities Initiative. Communication of project results will become more complicated as more and more projects complete their funding requirements. Unless a system is in place soon, the problem will be further compounded by the sheer volume of valuable information that needs to be captured, integrated and relayed. The Communications and P & PE Programs have highlighted this need and have identified this issue as a priority for their 2000/2001 operations.
- ***Evaluation Tools and Processes Should Focus on Lessons Learned*** — The more results-oriented emphasis of existing evaluation tools and processes are too often viewed by communities as a pass or fail assessment. Questions remain regarding the extent to which these tools and processes make it comfortable for the communities to identify where they may have gone wrong and, hence, what they would do differently next time (lessons learned). While recent revisions to the CMP project evaluation form place greater emphasis on lessons learned, changes or additions to the process of gathering this information may also need to take place before valuable information is obtained. For example, the current practice to include this vital information within the “evaluation” component of a written final report may be too threatening for those who are new to the field of program evaluation. Other, less onerous processes may need to be considered. For example, an informal closing interview with the Community Coordinator with whom they already have contact may help generate useful information and should be considered for high needs low capacity communities where the requirement to fill in a detailed form may cause undue burden.
- ***Tools Needed in Languages Other Than French and English*** — To date, the Centre has produced materials in Canada’s two official languages. However, tools are needed for communities where neither English nor French represent the first language. Encouraging and facilitating applications for funding begins with providing these communities with the information they need in a format and language they can understand and use. This issue has

been identified by NCPC and is included in the 2000/2001 workplans for Communications and P & PE. However, concern remains regarding the extent to which sufficient resources exist within this area to support this need.

- ***Training and Education Required at the Ground Level to Facilitate Effective and Widespread Integration of Tools and Resources*** — Concerns were repeatedly raised concerning the need to ensure that the tools are implemented through effective and appropriate training of Community Coordinators and the communities themselves. For example, while Community Coordinators are now required to respond to questions from communities about the evaluation of their crime prevention projects, some said they do not feel completely confident responding to questions that may be outside their current area of expertise. Providing training prior to the full implementation of the tool or resource will help to ensure that communities' questions can be adequately addressed. Another example pertains to the recent development of a media kit by the Communications and P & PE Programs of NCPC. This kit was developed for regional staff, JMCs and Community Coordinators to enhance the opportunities to connect and work with more local media. While the information contained in this kit is comprehensive and useful, full integration of this vital information is highly dependent upon the extent to which regional staff is provided with appropriate training to translate the vital information to appropriate action.

2.2.3 Funded Projects and Priorities

The National Strategy established four priorities in an effort to help guide and focus the Strategy's work and its support for funded projects. The specific nature of the work required to address the root causes of crime and victimization for the four priority groups is outlined in the Centre's Policy Frameworks⁸. The extent to which the funded projects adequately reflect the four funding priorities was explored and the key results are highlighted below.

- ***Funded projects adequately reflect funding priorities and processes are in place to address existing or potential gaps*** — Each of the funding programs adequately reflect the four funding priorities of the program. While recent gaps have been identified in terms of the extent to which funded projects address relevant issues surrounding women and girls' personal security, each of the funding programs quickly responded to the gap by targeting their efforts to encourage and facilitate the submission of project proposals that addressed

⁸ The research for the Aboriginal Policy Framework is currently in progress.

these issues. The extent to which funded projects reflect provincial/territorial funding priorities, however, varies. Some provinces reported a concise match between the National Strategy's priorities and their own provincial responsibilities; others indicated that more needed to be done to bridge the gap between the respective priority areas. Some of the suggestions include providing the opportunity to take a more balanced approach to crime prevention to more adequately address and incorporate the needs and interests of the provinces, territories and the private sector. Building the linkages through the development of comprehensive projects that address or include a multitude of approaches may help to facilitate and address what might often appear to be competing needs and interests.

- ***Increased Understanding and Awareness Reflected in Improved and More Appropriate Project Applications*** — Differences were witnessed between the comprehensiveness and appropriateness of the earlier versus more recent project application submissions. Given the lack of clarity and complexity associated with the initial application and people's limited understanding of and appreciation for crime prevention through social development and the overall National Strategy, earlier submissions were less likely to reflect the funding priorities. However, as the Strategy evolves and matures, communities appear to have become more aware of what is being requested and greater and more tailored guidance is being provided by Community Coordinators. The result is funded projects that are now increasingly more reflective of the Strategy's funding priorities. These results can only be enhanced with the recent changes to the CMP application guide and the proposed Communications and P & PE action plan.
- ***The Role of the Joint Management Committees (JMCs) in Ensuring Linkages with Provincial/Territorial Priorities*** — Through the establishment of JMCs, the National Strategy created a vehicle for ensuring that funded projects attempted to reflect provincial/territorial priorities. JMCs create an opportunity for those at the table to try to ensure that their own jurisdictional priorities are also being addressed through the approval of funded projects under the CMP. Some concern was voiced, however, concerning the extent to which provincial/territorial priorities are adequately reflected in other funding programs, such as the CPIF and CPPP, since representatives from the jurisdictions are less likely to have a say in what gets funded in these programs. While the CPIF and CPPP are national programs and, hence, are less likely to be dependent on regional input, recent consultations have been held with JMC members to further explore their potential role and involvement in these more nationally-based programs.

- ***Need to Understand and be Realistic about What CMP is Likely to Accomplish in Terms of Reducing Risk Factors*** – The CMP is commended for its ability to effectively mobilize Canadians and Canadian communities in their efforts to begin to address the root causes of crime. While mobilization is an important potential outcome of CMP funding, there is widespread agreement that this funding program is unlikely to significantly alter underlying risk factors. In assessing and evaluating the potential impact of CMP projects, it is important to be realistic about the program’s potential outcomes and to measure its impact on the basis of what it is intended to do, namely to mobilize communities in their efforts to begin to identify and respond to local crime prevention needs, not in its capacity to alter and reduce underlying risk factors that contribute to crime.
- ***Limited Resources May Create Difficulties in Attempting to have Measurable Impact in All Funding Priority Areas***— While the funding priorities of the National Strategy are adequately reflected in the funded projects, questions emerge about the nature and extent to which these efforts will make any significant difference in Canadian communities given the number of priorities and the limited nature of the funds available. Respondents suggested either reducing the number of priorities for the National Strategy or selecting one priority per year for more intensive and focused funding as possible ways of increasing the potential impact of the National Strategy. There is no disagreement among the respondents about the need to address each of the priority issues established by the National Strategy. The only question that exists is the extent to which the priorities can be addressed effectively given the limited nature of the resources available.

2.2.4 Funded Projects and Risk Factors

One of the underlying principles of the National Strategy is the need to address the root causes of crime in any effort to create greater and more long-term change. Given this philosophy, an assessment was made of the nature and extent to which projects funded to date appropriately targeted the underlying risk factors associated with crime and victimization.

- ***Risk Factors Appropriately Targeted, but May Have Limited Capacity to have Measurable Impact*** — Project applications and funded projects are becoming increasingly targeted to risk factors. While the nature of the submitted proposals and the focus of the projects funded indicate that Canadian communities are demonstrating a growing understanding of the underlying issues that contribute to crime, many of the respondents indicated that there is a need to also understand and appreciate the limited capacity these programs, like CMP in

particular, is likely to have in reducing these risk factors given the limited funding and short-term nature of the projects. Again, the emphasis of CMP projects is mobilization. There is widespread belief, however, that risk factors are more likely to be comprehensively and adequately addressed within CPIF projects which provide for more longer-term and more substantive funding that make it feasible and reasonable to look to a reduction in risk as one potential outcome measure.

- ***Appropriateness is Highly Dependent Upon Access to Research and Information about Risk Factors and What Works*** — The nature and extent to which funded projects appropriately target risk factors are viewed as highly contingent upon whether communities and members of the Joint Management Committees have an adequate understanding of what the key risk factors are and how they may best be addressed. For this reason, it is believed that the appropriateness of the funded projects has improved over time largely in conjunction with improvements in people’s understanding of risk factors and crime prevention through social development. Increased promotion and public education in this area will help to increase the overall appropriateness of funded projects and can only enhance community capacity to adequately address risk factors. In addition, greater and more widespread integration of the results stemming from research, project evaluations, consultations, and funded projects under the CPIF are also more likely to contribute to improved understanding of the most relevant issues and the most effective ways in which they can be addressed.
- ***Appropriateness Affected by Provincial/Territorial and Private Sector Priorities*** — While attempts were made to ensure that risk factors were appropriately targeted, this did not always occur. Targeting risk factors was sometimes compromised when trying to meet the competing needs and interests of provincial/territorial and private sector partners who might want to promote a more target hardening or opportunity reduction approach to crime prevention. Again, establishing a more formally recognized balanced approach to crime prevention to more adequately address and incorporate the needs and interests of the provinces, territories and the private sector may be necessary to help delineate more realistic expectations on targeting risk factors depending upon the approach being taken.
- ***Level of Appropriateness Hard to Discern Given Existing Data Management Systems*** — Concerns were raised about the capacity to make an adequate judgement on this issue given the limited amount of information available on what risk factors are being targeted, how they are being targeted, and the impact of the project on the risk factors addressed. Improvements were identified as needed in terms of how the PCS captures and relays this information and 0.

- the extent to which existing evaluation and reporting measures and practices adequately allow for making this assessment.

2.2.5 Coordination of the Four Funding Programs

Coordination among the four funding programs was explored in an effort to discern how coordination, or the lack of coordination, affected the ongoing development and implementation of each of the funding programs. The results of the evaluation indicate that limited coordination is currently taking place, but that efforts have already been made to determine how coordination could be improved.

- ***Coordination, Communication, and Information Sharing Key to How the Four Funding Programs Can Work Well Together*** — Many of the NCPC staff indicated that the lack of coordination and communication between funding programs is resulting in confusion and overall poor service to the community. While much of this program information is now available and posted on the Centre's website, more formal communication and education mechanisms are still needed to ensure the consistent transfer of knowledge, information and experiences between programs in a timely manner. The consultations that the CPPP staff undertook with the JMCs regarding the restructuring of the CPPP provide one example of coordination, communication and information sharing. Both the JMCs and NCPC staff deemed this process useful. In September 2000 the three policy frameworks were shared with all NCPC staff at the NCPC retreat. It is still too early to assess the extent to which the frameworks will be used to guide and to coordinate the work of the four funding programs.
- ***Organizational Structure Hinders Capacity to Work Well Together*** — One factor possibly contributing to the lack of coordination and integration among funding programs is the organizational bifurcation of the funding program management and delivery structures. Another possible complicating factor is that the largest funding program, CMP, is managed regionally whereas the remaining programs are managed nationally. And finally, there are differences in the individual mandates of the funding programs and client groups served by them. A number of suggestions were offered regarding how to improve this process including combining all four funding programs under one Director General and overall coordinator and moving the day-to-day management of the funds out to the regions. While both issues are worthy of further investigation, improved overall coordination and communication within headquarters and between headquarters and the regions may go a long way to creating more

effective mechanisms for relaying and integrating important information about each of the funding programs.

2.2.6 Flexibility of CMP and the Overall National Strategy

The overall flexibility of the National Strategy and CMP, in particular, was also explored. The results of this assessment indicate that the National Strategy, largely through the structure and functioning of the CMP, is flexible enough to accommodate regional differences in community safety and crime prevention needs. Some of the key findings surrounding components of the CMP and the overall National Strategy that support regional differences include:

- ***Flexible Funding Criteria and Protocol for Delivery of the CMP*** — The overall program design of the CMP was regarded as one of the principal guiding forces behind the flexibility witnessed in its implementation. Both the broad-based nature of the criteria and the protocol for project delivery under CMP offer support to the regions to enable them to be flexible enough to address their own priorities. The early developmental work for this program represented a significant collaborative effort of NCPC staff.
- ***Joint Management Committees and the Overall Regional Delivery Structure Help to Ensure Flexibility*** — The Joint Management Committee of each jurisdiction, which reviews all projects under the CMP, is seen as an important mechanism that enhances and supports regional differences. Their respective roles in ensuring that the regional needs are identified and addressed within project proposals is regarded as critical to the flexible nature of the CMP. The overall regional delivery structure of the CMP, including, more specifically, the RLCs and the Community Coordinators, also plays an important role in supporting regional differences as they live in the provinces and territories and are better able to assess and communicate what the regional needs are.

Aspects of the CMP and the National Strategy that are believed to hinder support for regional differences or areas where greater flexibility was needed were also explored and they are as follows:

- ***Poor Communication Between NCPC Headquarters and the Regions*** — When the communication between NCPC headquarters and the regions is poor, it reduces the chances that the needs and interests of the region are going to be well understood and reflected in the actions taken at the national level. Development of improved and more formal mechanisms

of communication and coordination, such as the recent regional consultations held by CPPP, may begin to address this issue.

- ***Political Landscape and Tensions Between Federal and Provincial/Territorial Governments*** — While valid attempts have been made within the Strategy to be inclusive and reflective of provincial and territorial issues and priorities, the sometimes competing needs and interests of national and regional governments challenges the capacity of the National Strategy to support regional differences effectively.
- ***Limited Operating Budgets, Logistical Support and Staffing Levels within the Regions*** — It was well recognized that capturing and responding to regional differences was highly dependent upon the nature of the work being conducted at the regional level. Regional stakeholders believe that their ability to reflect these variations adequately is seriously hindered by the lack of sufficient resources needed to identify and then integrate these differences.
- ***Greater Flexibility in Allocation of Resources to Support Outreach to Hard-to-Reach, High Needs, and Aboriginal Communities*** — More flexibility is needed in the allocation of resources to enhance capacity building in hard-to-reach communities, rural regions, high needs areas and in certain cultural communities within urban centres. For example, more flexibility may be required in working with Aboriginal communities so as to respect and accommodate their particular needs, capacity, resources, infrastructure, language and culture. Issues pertaining to funding and the funding formula also emerged and suggestions were offered pertaining to the need to allocate funds on a cost/needs basis so as to address the needs of smaller communities with high needs.
- ***Need for Greater and More Sustainable Funding*** — Perhaps one of the greatest factors affecting overall flexibility is the limited availability of funds for short periods of time. Being able to address the diverse needs of Canadian communities more adequately requires further exploration of sustainable funding.

The first two years of the Safer Communities Initiative focused on the development of the processes and policies needed to get the funds out to Canadian communities. Now that these processes have been established, greater attention is needed in creating the formal mechanisms and systems needed to support the ongoing development of these programs. Much of what is needed has been identified in the workplans and strategic plans reviewed for 2000/2001. However, processes are needed to better monitor progress on these activities, including targeted

benchmarks and success indicators, and mechanisms are needed to keep others informed of the progress being made.

2.3 Promotion and Public Education Program

The Promotion and Public Education Program (P & PE) of the National Strategy plays an integral role in ensuring the progress and overall success of the Strategy's goal and objectives. The responsibility for the Program is shared by PICRE and the Director, Promotion and Public Education, and the Executive Director, NCPC to whom the Senior Communications Advisor reports⁹. Given that one of the principal aims of the program is to provide Canadians with the knowledge, skills and resources they need to promote and implement effective crime prevention in their communities, P & PE's overall goals are:

- to make Canadians aware of the Strategy and its components;
- to make Canadians more knowledgeable about the practices and cost-benefits of crime prevention;
- to make Canadians more knowledgeable about approaches that work or do not work; and
- to increase Canadians' support for crime prevention and their overall recognition of the benefits of the National Strategy.

P & PE established a number of critical working objectives with related activities and targeted time frames¹⁰ to facilitate their ability to achieve these goals. Among the key operating goals and objectives of this Program are: to create and maintain vital information systems; to maximize the Strategy's reach by facilitating funded partners' communication to more local geographic communities; and to maximize the use of partners' information dissemination systems to reach existing and related membership bases.

Facilitating the potential for P & PE to meet its intended goals and objectives is its identified need to work closely with other sectors and programs within and outside of the Centre. Among some of the key working relationships identified are other programs within the Centre, the media, and external partners. The Program relies extensively on the capacity of other programs within the Centre to generate and supply the information needed to dispense to the larger public and associated partners. Similarly, P & PE also looks to their relationship with the media to ensure the effective and appropriate dissemination of the information that the general public

⁹ In October 2000, these two positions were combined under the Director of Promotion and Public Education.

¹⁰ National Crime Prevention Centre (1999). *A Promotion and Public Education Strategy*. Ottawa: Department of Justice.

needs about the Strategy itself and about the funded programs and crime prevention through social development in general. Finally, the Program relies on the effectiveness and efficiency of partners' information dissemination systems being capitalized upon (for instance, maintaining up-to-date information on the location of their members).

Given the integral link between the involvement of Canadians and the overall success of the National Strategy, the extent to which the NCPC has provided Canadians with the information they need about the National Strategy and the nature of the projects that have been funded under the Safer Communities Initiative was assessed. The results of this exploration indicate that while there is a need to do a lot more, particularly in terms of public awareness, much of what needs to be done has been effectively identified and incorporated into the workplans and action plans of the Centre's Communications and Promotion and Public Education Programs.

Key findings highlighting the suggested nature of the role of NCPC and P & PE in providing Canadians with the information they need are as follows:

- ***Targeted Communication and Public Education Strategy Required*** — A number of specific information needs and processes were identified throughout the evaluation process including those required for high needs, low capacity communities, for communities whose first language is not French or English, and for key crime prevention partners and stakeholders such as the policing and international communities. The priority activities identified by Communications and P & PE recognize this issue and emphasize the need to be more strategic and targeted in their distribution activities and plans. NCPC appears to recognize the potential to increase awareness and education and build more effective partnerships through more tailored materials and information dissemination processes.
- ***The Nature of the Information to be Disseminated Needs to be Further Explored*** — Much of the information made available to date on the National Strategy and funded projects has been provided through the Centre's website and the development and dissemination of the Prevention Newsletter. While these components have come a long way since their inception, still more needs to be done. In particular, more information is needed about the National Strategy, crime prevention through social development, and projects funded under CPIF, CPPP and BAP. Sharing this information would enable people to gain a more comprehensive understanding about the Strategy's objectives and what it has managed to achieve.

- ***Community Examples of Information Dissemination Exist, but Require Some Formal Assessments on their Relative Impact*** — A variety of more community-based information dissemination systems has been used to date including: public announcements of CMP projects; public events where the Strategy and NCPC are promoted; crime prevention awareness weeks where funded applicants share their experiences in workshops; conferences; promotion of CMP through the media, posters, and TV ads; presentations at crime prevention conferences; series of publications and materials devoted to projects; community organizations promoting their projects; word of mouth; and local newspapers reporting stories on projects. While no formal mechanisms have been implemented to clearly identify the nature and extent of the impact of these measures, the more community-based components are believed to provide more detailed and practical forms of information that are most likely to capture and maintain the attention of those involved. What is needed now, however, is a more formalized mechanism for tracking and measuring the impact of these efforts in the development of a more strategic information dissemination system.
- ***Key Messages Should Pair Public Education About the Nature of the Concern with the Promotion of What is Needed*** — The key messages identified throughout the evaluation process were consistent. Some of the common messages identified include focusing on: increasing people’s understanding of crime prevention through social development, the root causes of crime, what works in addressing these root causes, and the concept of crime prevention as everyone’s responsibility. Other messages emphasized the complexity of crime as a way of highlighting the need for comprehensive responses and early investment for long-term change was also identified.
- ***Effective Dissemination of Key Messages Requires a Multi-Faceted, but More Community-Based Approach*** — Identifying the best way to get these kinds of messages out was explored. The results of this investigation indicated that no one strategy was likely to yield the desired results. While increased use of the media in the form of radio, television and print, was identified, more emphasis appears to be required in making use of more local forms of media. Local media was seen as essential in order to ensure that people make a more direct link between what is being said and what they need to do. Others suggested piggybacking on existing events or initiatives locally, provincially and nationally to begin to link up with related activities and organizations. Other suggestions focused on making better use of other key actors, such as police officers, teachers, community leaders, and most importantly, municipal officials, to get the message out rather than relying on individuals directly associated with the Strategy to do all the work. Many of these ideas have been identified in the Centre’s Communications action plan for 2000/20001.

- ***Full and effective Implementation of Strategic Plans for Promotion and Public Education Requires Enhanced Resources*** – A review of the strategic plans and directions of the Promotion and Public Education and Communications components of the National Strategy indicate that they are heading in the right direction. Being able to realize their projected goals and objectives, however, may be seriously impeded by the lack of sufficient resources. Greater resources (both human and financial) are needed to support the projected work of these program components and to continue to enhance the public’s awareness and understanding of the National Strategy.

The Communications and Promotion and Public Education Programs of NCPC appear to be on the right track in terms of the focus of their upcoming activities. What is required now, however, is greater deliberation and investment of time and resources in developing and monitoring the systems needed to track the actual reach and impact of the proposed activities.

3. ORGANIZATIONAL ROLES, RESPONSIBILITIES AND PARTNERSHIPS

Beyond the Canadian public, the National Strategy relies extensively on the involvement of a number of key individuals, committees and organizational partnerships. The focus of this section of the report is to explore the nature of some of these roles and responsibilities and to provide some analysis of the extent to which they have and can contribute to the ongoing development of the National Strategy. The organizational roles explored include: the National Chair; National Steering Committee; Executive Director; Joint Management Committees; Business Alliance; Interdepartmental Working Group; Federal/Provincial/Territorial Working Group; Panels of Stakeholders (Federation of Canadian Municipalities, National Associations Active in Criminal Justice, Canadian Council on Social Development and Canadian Association of Chiefs of Police); Review Committees; and Department of the Solicitor General. The range of organizational partnerships that were assessed include: the Department of Justice; Department of the Solicitor General; other federal government departments; NGOs; and the private sector.

3.1 Organizational Roles and Responsibilities

As identified earlier in Chapter Two of this report, the overall organizational structure of NCPC involves a number of key positions with important responsibilities. While these roles reflect the day-to-day workings of NCPC, there are a number of additional roles and responsibilities associated with the overall functioning of the National Strategy itself. These roles and responsibilities are associated with a number of individuals, but primarily with a host of committees and broader groups such as Canadian communities. In an effort to get a better understanding of the relative contribution that these individuals and committees have made towards the overall functioning and progress of the National Strategy, the clarity and appropriateness of the roles and responsibilities of various stakeholders involved in the National Strategy were assessed. Some of the key findings include the following:

- ***Stakeholder Roles and Responsibilities are Seen as Largely Appropriate*** — Each of the respective stakeholder roles and responsibilities identified within the context of the evaluation serve a particular function. Each, as articulated, is designed to support the effective development and implementation of a national initiative with more regional components and multiple jurisdictional issues. For example, the targeted nature of the Panels of Stakeholders reflects well the range of areas that need to be included in the development of a comprehensive response to crime and victimization. Concomitantly, there is the potential

for these organizations to glean equally valuable information from some of the findings beginning to emerge out of the National Strategy.

- ***Recent Changes to the IWG and FPT Viewed as Positive*** — Recent changes and enhancements made to the IWG and the FPT Working Groups reflect moves in the right direction. These alterations largely reflect a move towards more strategic involvement of key partners at the federal and provincial/territorial governmental levels. For example, an IWG policy sub-group was recently formed and this group is more action-oriented and responsible for addressing key policy and service delivery issues. Recent changes to the structure of the FPT working group included the introduction of the concept of rotating co-chairs and the development of a roles and responsibilities table that more clearly indicates the nature of their respective roles in a variety of areas within the National Strategy. Despite these changes, more formal information mechanisms are needed to ensure that the nature of the work conducted in each province/territory and within the participating federal government departments is shared effectively amongst the members and across the regions.
- ***International Role of the NCPC Supported*** — The international role of the NCPC is largely seen as an important opportunity to benefit from lessons learned from other crime prevention centres around the world and to contribute the Canadian expertise in community crime prevention and the alleviation of risk factors through social development. NCPC is a founding member and a funder of the International Centre for the Prevention of Crime (ICPC) and a NCPC representative sits on the Policy Committee of the ICPC, which is comprised of representatives from the member countries. In addition, the National Chair sits on the ICPC Board. This is believed to be an appropriate role for the NCPC and an opportunity to benefit from an exchange of research, alternatives and expertise in crime prevention as well as other priority areas in the Department of Justice.
- ***International Role of the NCPC Continues to Expand*** — The NCPC's international role is expanding beyond information exchange. There is a growing recognition of the link between effective community-based crime prevention and efforts to combat trans-national crime. The NCPC is also actively involved in supporting countries in transition where safety and security are integrally linked to the development of new democracies. Among the range of activities involving the NCPC is their involvement in reviewing and recommending changes to the Vienna Declaration on Crime and Justice to reflect the need for greater partnerships and increased emphasis on crime prevention through social development.¹¹ Representatives

¹¹ National Crime Prevention Centre (2000). *Canada's proposed substantive modifications to the preliminary draft of the Vienna Declaration on Crime and Justice: Meeting the Challenges of the Twenty-First Century*. Ottawa: Department of Justice.

from NCPC were also invited to attend a recent Council of Europe meeting to participate in discussions related to establishing partnerships and what works. This event proved to be an important learning opportunity for NCPC as a panel of experts from leading European countries discussed a number of pertinent issues. Finally, the National Strategy has established additional, less formal, communications with a number of other countries including: Argentina, Australia, Belgium, Czech Republic, Denmark, France, Mexico, Netherlands, New Zealand, South Africa, United Kingdom, and the United States. The specific nature of the rapport and collaboration between NCPC and these countries varies, but is largely reflective of sharing of information, establishing more formal networks or partnerships, and extending invitations to attend relevant conferences.

Additional key findings highlighting areas for improvement in the area of organizational roles and responsibilities are as follows:

- ***Overall Clarification and Better Linkages Suggested Pertaining to Stakeholder Roles and Responsibilities within the Organizational Structure*** —It became clear throughout the evaluation process that a number of those involved in the National Strategy were unaware of the roles and responsibilities of other key stakeholders and some sense of duplication in efforts (largely an overlap between the FPT and JMCs and between JMCs and Community Coordinators) was identified. Clarification is needed at this juncture of Phase II to review the roles of all stakeholders. Individual mandates need to be reviewed to ensure that they are still relevant and to clarify who is responsible for what components of the Strategy. A recent document providing a summary table reflecting the respective roles of the FPT clearly indicates that they are far more integrated into virtually every aspect of the National Strategy than the mandate would suggest.¹² This table is a useful planning and implementation tool and resource that perhaps should be developed for each of the Committees associated with the National Strategy. The table clarifies for the FPT Working Group members as well as others the specific nature of the Working Group's role with respect to individual programs and activities. Better linkages are also needed between the various stakeholder groups to ensure that there is no duplication of efforts and improve information sharing.
- ***Strategic Improvements Needed within Joint Management Committees*** — The role and structure of Joint Management Committees varies by province or region and some would like to see more consistency. In addition, it was suggested that communication tools should be developed to promote the exchange of lessons learned and best practices. The issue of

¹² National Crime Prevention Centre (2000). *Roles of Federal/Provincial/Territorial Working Group on Community Safety and Crime Prevention*. Ottawa: Department of Justice. See Appendix B.

funding was also raised as some members of JMCs indicated a need for additional staff support and resources to allow more members to participate in JMC meetings.

The overall results of this component of the evaluation process indicate that while there is inherent value to the involvement of each of the stakeholders identified and addressed, real appreciation for the actual and potential contribution of each individual and Committee is hampered by a lack of understanding about the various roles and responsibilities and how they fit within the overall Strategy and the need for more strategic involvement. The current lack of understanding among participating stakeholders regarding the specific roles and responsibilities of others contributes to a genuine lack of appreciation for the overall complexity of the National Strategy.

3.2 Organizational Partnerships

In addition to international partnerships, the National Strategy is designed to foster and capitalize upon partnerships with a number of key Canadian organizations and departments to facilitate their efforts. A number of partnerships were explored as a component of the midterm evaluation process, including partnerships between NCPC and: complementary initiatives within the Department of Justice; the Department of the Solicitor General; other federal government departments; provincial and territorial governments; non-governmental organizations; and the private sector. The nature of the exploration was to identify the perceived extent to which these organizational partnerships support the work of the National Crime Prevention Centre.

The partnership with the Department of the Solicitor General provides the mechanism for an ongoing link with the national policing community. The police have a key role to play in understanding and responding to community needs and interests around crime prevention and they are eager to be actively involved.¹³ The Department of the Solicitor General has been actively involved in promoting the police role in crime prevention for years and maintains close ties with the Canadian Association of Chiefs of Police. The Department's commitment to work in this area has been demonstrated through their active participation as members of a number of the National Strategy committees and also through their involvement with other federal departments around similar issues. The Department of the Solicitor General receives funds from the National Strategy to support their commitment and efforts in crime prevention. To date, the funds have been used to:

¹³ Recent results stemming from the Current Practices Study highlighted that police are integrally involved in crime prevention in Canadian communities.

- support the continued involvement of the Ministry in the National Strategy at the national and local levels;
- support the development of tools and resources which assist police and the community to work together to prevent crime;
- undertake seminars and workshops involving police and other Ministry stakeholders that address issues related to crime prevention;
- support pilot programs and projects which promote and strengthen relationships between the police and other community stakeholders around crime prevention; and
- undertake and support research and evaluation activities with respect to issues and projects related to policing and crime prevention through social development.¹⁴

The relative contribution and support provided by organizational partnerships was difficult to ascertain. What is clear is that the linkages exist to varying degrees with each of the partnerships identified. What is less clear is whether the nature of these partnerships supports the ongoing work of the National Strategy. The NCPC has created formal mechanisms to provide an opportunity for ongoing input from various partnering organizations through the establishment of the FPT Working Group, the Interdepartmental Working Group, the Panels of Stakeholders reflecting a variety of national NGOs, and the Business Alliance on Crime Prevention. These mechanisms ensure the ongoing sharing of information and to this extent, contribute to the development of the National Strategy. Many of the existing stakeholders believe there is room for greater and more strategic involvement of current and additional organizations and departments. However, to do this in a coherent and consistent manner will require the injection of new resources, as coordination tends to be resource-intensive.

Key findings highlighting some of the more specific suggestions offered to improve existing organizational partnerships include the following:

- ***Partnership with the Department of the Solicitor General Should Adequately Reflect Perceived Importance of Involving the Policing Community*** — According to representatives of a number of stakeholder groups, the Department of the Solicitor General Canada has not, thus far, been seen as a full partner in the National Strategy. Many acknowledged that while the role and nature of the involvement of the Department of the Solicitor General has steadily improved overtime, a full understanding of their role and responsibilities within the National Strategy has yet to be appreciated.

¹⁴ Ministry of the Solicitor General (2000). *Promoting the Police Role in Crime Prevention*. Ottawa: Ministry of the Solicitor General.

- ***Improved Strategic and Formal Communications Between the NCPC and Other Federal and Provincial/Territorial Government Departments is Needed*** — There is a need to improve upon existing partnerships between the NCPC and other federal and provincial/territorial government departments in order to achieve greater policy integration of roles in crime prevention. Suggestions for improvement include the development of a better communication mechanism between the NCPC and other governments and government departments so that programs could be developed that would complement or build on the best practices and lessons learned from other federal and provincial/territorial programs.
- ***Tailored Strategy Needed for Concerted Coordination and Communication with Related Department of Justice Initiatives*** — In 1998, NCPC created a conceptual framework around how the four priorities of the National Strategy related to similar work being conducted by other government departments. The greatest potential overlap in efforts emerged in response to the work of NCPC and other related initiatives within the Department of Justice. While this conceptualization process helped to isolate areas where NCPC and other Department of Justice initiatives need to work closely together, progress to date suggests greater integration and coordination of intradepartmental program and policy efforts is needed to enhance collaborative policies and reduce the potential for duplication. Areas of particular concern appear to be those that touch on Aboriginal communities, youth and family violence.
- ***Non-Governmental Organizations Should be More Involved in the National Strategy*** — NCPC has already established key relationships with NGOs through the development of a variety of Panels of Stakeholders. However, more needs to be done to reach NGOs at the national, regional and local levels. It was suggested that NGOs and other community groups involved in policing, education and health care should get together to develop a common work plan based on a needs assessment of their sector so as to prioritize their actions and make best use of the funds available for projects.
- ***Additional Partnerships Could Help Further the Reach and Potential Impact of the National Strategy*** — In terms of additional partnerships that are needed to further support the work of the NCPC, partnerships could be developed with the media, Aboriginal governments and organizations, voluntary sector, labour, professional organizations, academic community, research institutions and foundations, and numerous national and local non-governmental organizations.

While the work of the NCPC is supported, to a certain extent, by the organizational partnerships between the Centre and its current partners, the NCPC needs to find ways to improve their involvement. Improved linkages and information sharing along with stronger and more formal communication mechanisms would enhance the relationship between the NCPC and their partners. Further exploration of the more strategic involvement of select partners is also worth further investigation.

4. PERFORMANCE MEASUREMENT

In an effort to strengthen programs and make changes where required, emerging and sustained programs and initiatives often rely on the gathering, monitoring and integration of information on their performance. The nature and range of performance measurement strategies developed and implemented by the National Strategy was assessed in order to provide some feedback on the extent to which these processes are in place and being used in the ongoing development of the Strategy and its components. This assessment was made using a number of data-based information systems including: performance measurement data; the Project Control System (PCS); and project evaluations.

4.1 Performance Measurement Data

In October of 1999, NCPC worked with an external consultant to develop a performance measurement strategy for the National Strategy on Community Safety and Crime Prevention, Phase II.¹⁵ The focus of this exercise was to develop an overall understanding of what a performance measurement system was and to integrate that understanding into the initial identification of a set of comprehensive performance measures and, ultimately, into a fully developed performance measurement system. The nature of the materials reviewed pertaining to this exercise indicate that the process resulted in the delineation of well-thought out linkages between the proposed or intended impact of various components of the National Strategy and related success indicators and operational issues to ensure success including:

- relevant data sources,
- identification of who is responsible to ensure implementation of related activities to ensure impact; and
- proposed targets or benchmarks.

The nature and extent to which the processes identified through this exercise were further developed and integrated into the overall functioning of the National Strategy was assessed by exploring the extent to which performance measurement was being gathered, analyzed and integrated into program decision-making. Some of the key findings pertaining to performance measurement data within the National Strategy include:

¹⁵ EKOS Research Associates Inc. (1999). *Component Tables for the Development of a Performance Measurement Strategy for the National Strategy on Community Safety and Crime Prevention, Phase II*. Ottawa: EKOS Research Associates Inc.

- ***Performance Measurement Data Exists, But Needs to be Gathered, Assessed and Integrated in a More Strategic Way*** — While no integrated performance measurement system was made available for review for the purpose of the midterm evaluation process, an assessment of the nature of the material provided in the Component Tables developed in October, 1999, clearly indicates that the National Strategy has gathered much of the necessary data. The data sources and indicators identified through this performance measurement exercise that targeted years one and two of the National Strategy have been collected. The data exists, to greater and lesser degrees, but have yet to be integrated into an overall performance measurement system that would enable the Strategy and NCPC to speak more formally and comprehensively to their successes to date.
- ***More Comprehensive Workplans*** — In many ways, existing workplans reflect the Centre's attempt to better track their progress as indicated earlier in Chapter Two of the report. The Centre's revised workplans provide for the opportunity to enter more detailed tracking information with proposed linkages between the nature of the activity to be carried out, the identification of who is responsible for the activity in question, proposed benchmarks or target dates, designated resources, and success indicators. In virtually all of the workplans reviewed, the column for "success indicators" was blank. The evaluation concludes that the lack of information available in these columns has less to do with the Centre's lack of understanding of what these indicators are, and more to do with not having taken the time needed to strategically conceptualize, enter and track the data.
- ***More Resources Required to Support the Development and Monitoring of Performance Measurement Systems*** — A lack of resources, both human and financial, was also mentioned as one factor that limited the extent to which performance measurement activities took place in the early stages of Phase II. Now that the programs are up and running, more attention is being paid to this issue, but more dedicated resources are needed. One of the real challenges in building an effective performance measurement system still lies in the effective determination of what information needs to be collected and how it is expected to be analyzed and integrated into program management decision making.
- ***Quality of Existing Performance Measurement Data Needs to be Enhanced*** — While performance measurement is being gathered, to greater and lesser degrees, further improvements include the need to provide clear guidelines and templates to ensure the quality and consistency of the data gathered. Other factors that may affect data quality are the degree to which the PCS database is adapted to performance measurement needs, the lack of experience in this area, a lower priority given to this issue and the possibility for funding

recipients to be less than fully candid when reporting on their projects. Without more comprehensive performance measurement information, this information will continue to be used only at the broadest level for targeting, gaps identification and trends analysis.

Performing well and on track is one thing. Being able to comprehensively and concretely demonstrate this to others is another. The results of the overall midterm evaluation process clearly indicate that the National Strategy and NCPC are performing well to date in their efforts to meet their ultimate goals and objectives. Unfortunately, their capacity to share their progress is hampered by the lack of a formal and strategic performance measurement system. The fact that a significant number of the key informants interviewed were unable to comment on the nature of the data being gathered and how it is being used in ongoing program development is an indication of the kind of impact that the lack of a performance measurement system can have. A comprehensive performance measurement system, therefore, must include sufficient information about not only the nature of the data gathered and monitored, but should also provide some sense of how the data are being analysed and integrated back into program decision-making.

4.2 Monitoring and Evaluation of Funding Programs

There are three distinct levels of evaluation occurring within the National Strategy to help support and guide its efforts. One level of evaluation focuses on individual funded projects and their independent functioning and overall success. The second level involves more clustered or overall program types of evaluation approaches such as the recent evaluation of 12 CMP projects, or the impact of one CPIF project in terms of its potential for more widespread implementation in other communities. These specially funded projects are designed to gather detailed information that can then be used in further development of the overall Strategy or to enhance and guide the decisions made within individual funding programs. Finally, the third area of evaluation occurs at the overall level of the National Strategy, such as this midterm evaluation process. The emphasis of this particular section of the report pertains largely to the first level of project evaluation and the existence of systems and processes designed to capture these project results that can then feed back into the second and third levels of evaluation.

The National Strategy's four funding programs represent a significant amount of the overall investment made by the federal government in crime prevention and community safety. Given the relative contribution made to the Safer Communities Initiative, additional assessment of the monitoring and evaluation of the activities funded under this component of the National Strategy was conducted. The focus of the investigation was on the monitoring and evaluation processes of funded programs and the effectiveness of the Centre's existing Project Control System (PCS).

With respect to monitoring and evaluation of NCPC projects and programs, the evaluation concludes that:

- ***Limitations Associated with the Process for Gathering and Integrating Project Results Need to Be Addressed*** — For a number of reasons, the evaluation data being gathered are limited: very little tangible information is being collected at the project level; there are no clear guidelines in place to assist in the development of project reports; information about project success is often no more than anecdotal self-evaluation; and not enough staff is made available to provide the assistance required to develop meaningful reports. To help address some of these issues, a project evaluation tool has been developed for the CMP. In addition, the development of a framework for CPIF projects which helps to identify what kinds of information needs to be gathered (for instance, to assess and measure influential factors in each environment in a child's life – school, family, community, etc.) and how best to gather this information. Further monitoring and development work is needed, however, in exploring how these tools and resources are used and integrated in the ongoing development of the evaluation component of the work of the National Strategy.
- ***Use of Information from Project Evaluations is Limited*** — As with other information sources, information on project evaluations is being used only to a very limited extent because of the limited information available. Nonetheless, these evaluations have provided useful information about projects and approaches that seem to work best and how projects can be improved when reapplying for funding. For these reasons, they are felt to be useful when making funding decisions. The lack of good information-sharing practices has meant the Centre is not taking full advantage of what has been learned through the project evaluations in order to deliver the programs more efficiently.

The NCPC adapted a monitoring and tracking system for project applicants based on a system previously developed for the Department of Justice grants and contributions funding programs/initiatives. In order to meet the ongoing needs of the NCPC, considerable efforts have been made to upgrade various components of the system. The overall purpose of the system is to enable the Centre to keep track of all submitted, not just funded proposals. The PCS represents the principal electronic means of tracking information that is used in the development of quarterly trends analysis reports. Other recent updates to the system have been made to reflect the changing nature of the CMP Access Guide and Application Form. The NCPC is currently working with other Department of Justice grants and contributions programs/initiatives to determine an appropriate replacement for the PCS.

Key findings surrounding the use and quality of the PCS as follows:

- ***Ongoing Changes are Being Made to the PCS to Enhance Quality and Ensure Usefulness*** — PCS data are being used in much the same fashion as the performance measurement data: to provide information on general trends, to identify gaps and target projects to risk factors and priorities. Overall, the system has become more refined and has been more readily adapted to the needs of staff both in terms of the range of information collected, and with respect to the quality of information gathered. For instance, variables have been more clearly operationally defined and this has reduced overlap between fields and made for more consistent data entry. That being said, the PCS system is limited in its capacity to monitor performance since it is in essence a file tracking software. There is need for a user-friendly and more sophisticated data collection/management system to monitor program performance on the scale required for the National Strategy.
- ***Building Comprehensive Linkages with Other Funding Programs*** — In finding a replacement for the PCS there is a need to link the NCPC to other funding programs in the department and to collect some standardized information that would allow comparisons to be made among all programs. At the moment, no common electronic linkage exists.

The results of this component of the evaluation process indicate that much still needs to be done in the area of project monitoring and evaluation. While recognizing that a great deal of effort was initially invested in getting the funding out to the communities, greater dedicated resources are now needed to begin to more comprehensively capture and integrate what has been learned. Unfortunately, a certain amount of “catch up” will be necessary, and while some may question the value of predominantly retrospective assessments of previously funded projects, this assessment process itself will be invaluable in helping to identify the nature of the tools, resources and systems needed to adequately capture and enhance ongoing development of the funding programs. Recent revisions to the PCS were met with much approval and have addressed needs in the short term. In the longer term, there is a need to develop more appropriate data systems developed with the information needs of the Department of Justice in mind.

5. SUFFICIENCY OF RESOURCES

An assessment of the nature and extent of the resources made available through the overall National Strategy and the specific fund allocations provided for individual program components makes up the final element of the midterm evaluation process. A formal audit was conducted in the spring of 2000 and, therefore, a detailed look at the distribution and utilization of funds is not addressed here. What is provided is an overall breakdown of the nature of the funds allocated and the provision of key informant responses pertaining to the perceived sufficiency or adequacy of these allocations based upon their experiences with the National Strategy to date.

5.1 Distribution of Resources

In 1998, the National Strategy was launched with an allocated budget of \$32 million a year over five years for a total of \$160 million. The specific nature of the resource allocations made to individual programs, both in terms of operating and maintenance costs and funds for grants and contributions are identified in Table 5.1.¹⁶ According to the table, the majority (82%) of the National Strategy's resources are designated for grants and contributions. Approximately 90% of annual allocations are committed to the Safer Communities Initiative, compared to nearly 7% for the National Crime Prevention Centre and 3% for the Strategy's Promotion and Public Education Program. These findings appear to reflect the nature of the work that has been conducted to date by the National Strategy.

A review of some of the financial history for the funding programs indicates that while a certain amount was designated per program per year as shown in the table above, a number of funding transfers occurred in each of the years to date.¹⁷ The nature and size of these transfers varied, but tended to reflect the normal transfers typically associated with start-up delays of new initiatives (such as the late receipt of funds in 1998 and the length of time required to hire and train staff to manage grant and contribution funding). Because the majority of the funds allocated to the National Strategy are Vote 5, transfers tended to take place between funding programs rather than between components of the National Strategy.

¹⁶ Department of Justice (1999). *National Strategy on Community Safety and Crime Prevention, Phase II: Evaluation Framework Technical Report*. Ottawa: Department of Justice.

¹⁷ National Crime Prevention Centre (2000). *Financial History For Funding Programs (1998/99, 1999/00, and 2000/01)*. Ottawa: Department of Justice.

TABLE 5.1
Distribution of Resources of Funded Elements of the
National Strategy 1998-2003

Funded Element (Annual Allocation)	Type of Funding	Maximum Funding per Year	Total O & M 1998-2003 \$M	Total Grants and Contributions 1998-2003 \$M	Full-Time Positions
NCPC (\$2.2M)			11.0		20
Safer Communities Initiative (\$28.8M)					
Community Mobilization Program (\$17M)	Grant	\$50,000 per project	5.58	79.4	11
Crime Prevention Investment Fund (\$7.5M)	Contribution	\$500,000 per project	3.7	33.8	
Crime Prevention Partnership Program (\$2.3M)	Grant or Contribution	\$200,000 ¹⁸ per project	1.18	10.3	
Business Action Program (\$2.0M)	Grant	\$100,000 per project	2.54	7.5	4
Promotion and Public Education Program (\$1M)			5.0		2
Total Allocation (\$32M)			29.0	131.0	49

5.2 Notional Allocations

Another area of resource distribution explored within the context of the midterm evaluation process was the notional allocation of funding for CMP grants to the various regions. According to information received, the specific nature of the total funding amount allocated to the regions for project funding under the CMP is determined on a population-based formula. Therefore, those with a higher percentage of the total population, get a similar percentage of the total funding allocated for grants for each year. While this allocation process results in variation in the distribution of funding resources for grants in each region, each of the regions is given a standard \$75,000 per annum for operating and maintenance costs. While the population-based formula is often regarded as one of the “fairest” ways of determining allocations of resources, it is not always reflective of the resource needs of the varying regions and their communities.

The perceived adequacy of the resources allocated to support each of a number of components of the Strategy was assessed along with the extent to which notional allocations were seen as appropriate. The key findings are presented below.

¹⁸ While \$200,000 is still the upper limit, most projects average in the \$60,000 range.

- ***Project Sustainability and Outreach to High Needs Communities Identified as Primary Areas for Additional Resources*** — A central theme emerged throughout the evaluation process: the need to address issues pertaining to project sustainability and outreach to high needs communities was constantly raised. Not surprisingly, therefore, when asked to indicate what area should receive priority in the event that additional resources were to become available, both these issues were repeatedly identified. Community capacity building, public awareness and, to a lesser degree, communications, strategic partnerships and coordination, evaluation, and research were also felt to be worthy targets for additional funding.
- ***Need to Take Into Account Other, Additional Factors that are Likely to Influence Determination of Funding Needs*** — When exploring the current process or formula for notional allocation of funding for projects under the CMP, it became clear that population alone failed to account for a number of factors that would affect the funding needs of a given region. Other factors that should also be taken into account in allocating resources include: geography (and the high costs of travel and living in certain regions), crime rates, population distribution (urban/rural), standard of living, presence of associated risk factors (e.g., socio-economic status, suicide rate), complexity of issues, level of demand, existing infrastructure, and the status of crime prevention in the region (i.e., whether they are already prepared to conduct crime prevention activity).
- ***Need for Additional Funding Dollars Regardless of Funding Formula Used*** — Irrespective of the findings on the perceived appropriateness of the current funding formula, the need for a larger absolute allocation of resources to crime prevention activity in the provinces and territories was identified throughout the evaluation process. To date, the number of proposals received for funding to support appropriate projects in Canadian communities far exceeds the amount of funding available.

The focus of this component of the evaluation process was to determine the perceived sufficiency of the resources available to support the work of the National Strategy. To date, a lot of the Strategy's activities have focused around the implementation of the four funding programs. One of the results of this intense investment has been the ability to identify what is needed in this area. The key informants clearly identified a need for greater allocations to support more sustainable efforts at the community level. Similarly, increased resources to low capacity, high needs communities was emphasized.

While the emphasis of the key areas identified for additional resources were largely project and community-based in nature, it is important to consider the need to support an improved ability to identify what more needs to be done and how in ensuring appropriate and enhanced investment in community-based efforts. Greater investment of resources (both human and financial) is, therefore, needed to provide ongoing research, evaluation, policy development, and internal and external coordination and communication to create and sustain the processes required to strategically monitor and support the work being carried out in Canadian communities.

6. CONCLUSION

The National Strategy on Community Safety and Crime Prevention was officially launched as a five-year Strategy in June of 1998. In approaching the midway point of the initiative, this midterm evaluation was conducted to provide feedback and analysis of the overall structure and function of the Strategy to date. The findings indicate that the majority of the investment made in the first two years was directed towards supporting Canadian communities in their efforts to mobilize around the issue of crime prevention, and crime prevention through social development in particular. Additional work was also conducted in a number of key areas including the development of information, tools, resources, and policies that are needed to continue to guide the Strategy's efforts and further enhance what is happening at the community level.

The overall results of the midterm evaluation have highlighted the Strategy's progress to date and have isolated key areas where further improvement is needed. In the area of program design, the National Crime Prevention Centre appears to be a unique organization with important responsibilities pertaining to the overall management of the National Strategy. A number of key features of the overall organizational structure are recognized and appreciated including the flexibility, decentralized components, and quality and expertise of the staff. Program design issues worth further investigation arise largely in response to what appears to be some lack of understanding or miscommunication about some of the processes involved in the day-to-day functioning of the organization, including communication and coordination between programs within the Centre and between headquarters and its regional components. There is a need to establish and maintain greater and more formal lines of communication and coordination.

The Safer Communities Initiative is another key component of the National Strategy. The first two years of the Initiative focused on the development of the processes and policies needed to get the funds out to Canadian communities and organizations. Among the most prominent successes of the Initiative identified to date are the extent to which the funded projects reflect targeted priority groups and risk factors and the overall flexibility of the CMP and the National Strategy. This flexibility is essential in order to be able to effectively respond to the unique crime prevention needs and interests of Canadian communities. The most significant areas where improvements are required surround the need for greater investment in more effectively identifying and sharing what has been learned to date, increasing the strategic collaboration and coordination between the four funding programs, and further exploring overall project sustainability and the need for increased investment in high needs, low capacity communities.

The Promotion and Public Education Program of the National Strategy also plays an integral role in ensuring the progress and overall success of the Strategy's goal and objectives. The Program's

primary role is to provide Canadians with the knowledge, skills and resources they need to promote and implement effective crime prevention in their communities. The results of the midterm evaluation indicate that the Program relies extensively on the information, resources and lessons learned provided by other sectors within the National Crime Prevention Centre in order to disseminate useful information and to educate the Canadian public. To date, limited financial and human resources have been made available to this area. As more and more information becomes available from the other programs within the Strategy, greater investment is going to be needed to ensure that the appropriate support systems are in place to access, assess and disseminate the information needed to create and sustain increased public awareness of the Strategy and the nature and impact of its various activities.

Beyond the Canadian public, the National Strategy relies extensively on the involvement of a number of key individuals, committees and organizational partnerships in order to meet its overall goal and objectives. The National Crime Prevention Centre has established some formal mechanisms to create the opportunity for ongoing input from various partnering organizations and departments. An assessment of the nature, extent and impact of these roles and partnerships indicates that, while there is inherent value to the involvement of each of the stakeholders identified, real appreciation for the actual and potential contribution of each respective individual or group is hampered by a lack of understanding about the various roles and responsibilities and how they fit within the overall Strategy as well as the need for more strategic involvement. Increased understanding among stakeholders about their respective roles and responsibilities could result in a reduction in emerging concerns regarding the nature of the involvement of some stakeholders in various aspects of the operations of the Strategy, and increase the potential for individual stakeholder groups to make better use of others in an effort to facilitate their own work and the work of others involved in the National Strategy. One area in which organizational roles and responsibilities are well understood, but have yet to be fully capitalized upon is in the area of related initiatives within the Department of Justice. While NCPC has identified areas for collaborative program and policy work, limited strategic work has been conducted to date and will need to be enhanced in order to avoid duplication of efforts, particularly in the area of Aboriginal communities, youth, and family violence.

Being able to speak more conclusively about the relative success of the National Strategy depends, to a large extent, on the measures and systems in place to effectively capture and reflect back its progress. Monitoring and tracking the ongoing activities of the National Strategy are essential to its future development and success. The results of the overall midterm evaluation process indicate that the National Strategy and the NCPC are progressing well to date. Unfortunately, their capacity to share their progress is negatively affected by the lack of a formal

and strategic performance measurement system. Demonstrating their successes also hinges upon the Centre's ability to more effectively evaluate the impact of their funded projects. The recent development of a standardized final report form for CMP, plans to build in evaluation components for the CPPP, the recent investment of CPIF in comprehensive planning projects, and ongoing revisions to the Centre's PCS are some of the ways in which the National Crime Prevention Centre is beginning to invest in the development of the support structures that are necessary to assess activities to date and help guide future development of the Strategy. Greater attention is needed in this area, however, to ensure the development of a comprehensive performance measurement system that will capture and further enhance these kinds of efforts.

The National Strategy on Community Safety and Crime Prevention has already invested tremendous resources into the four funding programs. Stakeholders integrally involved with the Strategy believe that increased investment is needed in more strategic and targeted implementation and dissemination of funds within the funding programs. In particular, there is a perceived need for greater allocations of funds to support or at least to further explore the provision of greater support for more sustainable efforts at the community level. Similarly, increased resources to low capacity, high needs communities were emphasized. Effective determination of the nature of the funds needed and where, however, is seriously contingent upon the development and implementation of a comprehensive performance measurement system that will better monitor and support the ongoing development of the National Strategy. It is most important, therefore, at this time, to first enhance the ability of the Centre to identify and monitor where the Strategy is performing well and where more strategic investment is needed. Many of the respondents participating in this midterm evaluation made some reference to the incredible amount of work that the Strategy and the Centre, in particular, have accomplished to date. Many, however, also noted that in the NCPC's efforts to get the funds out quickly to the communities, the Strategy was launched without "its legs under it." It is now a good time to ensure that resources are allocated and those "legs" are put in place in order to enhance and support the work already being done under the auspices of the National Strategy on Community Safety and Crime Prevention.

APPENDIX A

Evaluation Issues and Data Sources

Evaluation Questions	Key Informant Interviews*												Review of NCPC Files	Literature Review	Performance Measurement Review
	NCPC	NSC	BA	CC	FPT	IWG	JMCs	PS	RC	MSG	RCMP	DOJ			
Program Design															
1. To what extent has the organizational structure of the NCPC contributed to the efficient and accountable implementation of the National Strategy?	✓	✓		✓	✓	✓	✓			✓			✓		✓
2. Are grants and contributions the most appropriate mechanisms to support community mobilization, community support and demonstrations projects and capacity building in the area of community safety and crime prevention?	✓	✓		✓	✓	✓				✓			✓		
3. To what extent has the NCPC developed the appropriate tools to guide applicants through the development, planning, implementation and evaluation of their projects and the communication of results?	✓	✓		✓	✓		✓			✓			✓	✓	
4. How have the four funding programs evolved since the launch of the National Strategy? What brought about these changes? What, if any, are the implications for the evaluation?	✓	✓		✓	✓		✓			✓	✓		✓		
5. To what extent do the funded projects reflect the funding priorities established by the National Strategy? Is there consensus on these priorities among stakeholders across Canada?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		

Evaluation Questions	Key Informant Interviews*												Review of NCPCC Files	Literature Review	Performance Measurement Review
	NCPCC	NSC	BA	CC	FPT	IWG	JMCs	PS	RC	MSG	RCMP	DOJ			
6. What other factors if any, have influenced the funding decisions?	✓	✓			✓		✓			✓			✓		
7. To what extent are the funded projects appropriately targeted to risk factors?	✓	✓		✓	✓		✓		✓	✓			✓		
8. To what extent is the National Strategy flexible enough to accommodate regional differences in community safety and crime prevention needs?	✓	✓	✓	✓		✓	✓			✓			✓		
9. How do the four funding programs work together?	✓	✓			✓		✓			✓			✓		
10. Has the NCPCC developed appropriate communications mechanisms to provide Canadians with information about the National Strategy and the projects that have been funded?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
11. To what extent have secondary media (such as internal organizational networks used by NGOs and private sector associations) been used to disseminate community safety and crime prevention information and tools?	✓	✓	✓	✓	✓		✓	✓		✓	✓		✓		
12. To what extent has the communication activity undertaken by the funded applicants complemented the communications, promotions and public education activity undertaken by NCPCC?	✓			✓	✓		✓			✓			✓		

Evaluation Questions	Key Informant Interviews*												Review of NCPC Files	Literature Review	Performance Measurement Review
	NCPC	NSC	BA	CC	FPT	IWG	JMCs	PS	RC	MSG	RCMP	DOJ			
Clarity and Appropriateness of Roles															
13. To what extent are the roles of the National Chair, National Steering Committee, Executive Director, JMCs, Business Alliance, Interdepartmental Working Group, Federal/Provincial/Territorial Working Group, Panels of Stakeholders, Review Committees and provinces/territories/communities and other stakeholders clear and appropriate?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
14. Is the role of the Department of the Solicitor General appropriate?	✓				✓	✓			✓	✓			✓		
15. Have there been changes to any of these roles since the launch of the National Strategy? If so, what are the implications of these changes?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
16. What is the international role of the NCPC? How does this role fit in with the largely national focus of the National Strategy? How is it being implemented? What is the link between the NCPC and the International Centre for the Prevention of Crime?	✓	✓				✓	✓			✓		✓	✓		

Evaluation Questions	Key Informant Interviews*												Review of NCPC Files	Literature Review	Performance Measurement Review
	NCPC	NSC	BA	CC	FPT	IWG	JMCs	PS	RC	MSG	RCMP	DOJ			
Organizational Partnerships															
17. Are the appropriate organizational partnerships in place to support the work of the NCPC (between complementary initiatives within the Department of Justice, between the Department of Justice and the Department of the Solicitor General, between the NCPC and other federal departments, between the NCPC and the provincial/territorial governments, between the NCPC and non-governmental organizations and the private sector)?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
18. What improvements, if any, could be made to these partnerships?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		
19. Are the appropriate linkages in place to support the NCPC's international role?	✓	✓				✓	✓			✓		✓	✓		
Performance Measurement															
20. To what extent are performance measurement data being collected, analyzed and integrated into ongoing program management decision-making?	✓			✓	✓					✓			✓		✓
21. To what extent does the Project Control System (PCS) provide data required to monitor progress in the funding programs?	✓			✓	✓					✓			✓		✓

Evaluation Questions	Key Informant Interviews*												Review of NCPC Files	Literature Review	Performance Measurement Review	
	NCPC	NSC	BA	CC	FPT	IWG	JMCs	PS	RC	MSG	RCMP	DOJ				
22. How will activities/projects funded by the Department of the Solicitor General be monitored and evaluated?	✓				✓					✓	✓		✓	✓		
Sufficiency of Resources																
23. Have sufficient resources been allocated to support the developmental and community outreach support the work of the NCPC, as well as crime prevention policy development, strategic planning, research and evaluation and promotion and public education?	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓			
24. To what extent are the allocations among the funded elements of the National Strategy appropriate?	✓	✓	✓	✓	✓		✓			✓	✓		✓			
25. To what extent are the notional allocations of the Community Mobilization Program between provinces and territories appropriate?	✓	✓		✓	✓		✓		✓	✓			✓			
26. To what extent does the NCPC have the capacity to support its international role?	✓	✓											✓			
* NCPC National Crime Prevention Centre (managers), NSC National Steering Committee, BA Business Alliance on Crime Prevention, CC Community Coordinators, FPT Federal/Provincial Territorial Working Group, IWG Interdepartmental Working Group, JMCs Joint Management Committees, PS Panel of Stakeholders, RC Review Committees, MSG Department of the Solicitor General, RCMP Royal Canadian Mounted Police (project managers), DOJ Department of Justice																

APPENDIX B

Roles of Federal/Provincial/Territorial Working Group on Community Safety and Crime Prevention

APPENDIX B: Roles of the Federal/Provincial/Territorial Working Group (FPT) on Community Safety and Crime Prevention

<ol style="list-style-type: none"> 1. Contribute to the achievement of the goal and objectives of the National Strategy on Community Safety and Crime Prevention. 2. Serve as a network to shared information on provincial, territorial and federal initiatives relating to community safety and crime prevention efforts (development service delivery, evaluation) 3. Promote community safety and crime prevention within governments and communities. 4. Influence the development of federal/provincial/territorial policy and program development in community safety and crime prevention that is complementary and supportive of goals at the national, provincial/territorial, regional and local levels. 5. Report to and support F/P/T Deputy Ministers/Ministers responsible for Justice, including providing developing policy and program work relating to community safety and crime prevention. 				
ACTIVITY	INFORMATION-SHARING	CONSULTATION	ADVISORY	DECISION-MAKING
Update on National Steering Committee	FPT is debriefed on decisions taken by the Steering Committee			
Policy Frameworks on Priority Groups		FPT is consulted and provides input into development of frameworks		
Community Mobilization Program (CMP)	Information-sharing on trends and other aspects			Joint Management Committees (JMCs) recommend projects for funding
Investment Fund (IF) Proactive Approach (2000-2001 and ongoing)	FPT is informed of all projects received, funded and rejected in their jurisdiction	To be determined in consultation with FPT	FPT members participate in IF project assessment and development in their jurisdiction	
Partnership Program (PP) Proactive Approach (2000-2001 and ongoing)		FPT members consulted on community needs for tools and resources and on annual selection of priority areas.	FPT members review proposed call for proposals; participate in review of project proposals from their jurisdiction	
Partnership Program (PP)- specific projects relating to all jurisdictions (i.e. Compendium of Federal and Provincial Programs and Resources and Safe Schools Project		FPT is consulted on project and representatives invited to participate in PP project event (i.e. Safe Schools)	FPT operates in an advisory capacity to provide direction for the Compendium of Federal-Provincial-Territorial Programs and Resources	
Business Action Program (BAP)	JMC co-chairs are informed of plans and developments of Business Alliance			
Promotion and Public Education	Information on web site is key element of Promotion and Public Education and prime source of information on National Strategy	FPT may provide input on mailing list, information needs, web links, coming events		
Evaluation Framework	Draft and final framework shared with FPT	FPT representatives participate in developing ongoing performance monitoring process and performance indicators. Provinces and territories identified as data source.		

Source: Adapted from NCPC document (same title), August 31, 2000