



Department of Justice
Canada

Ministère de la Justice
Canada

EVALUATION DOCUMENT

EVALUATION FRAMEWORK OF THE VICTIMS OF CRIME INITIATIVE

Technical Report

March 2001

**Evaluation Division
Policy Integration and Coordination Section**

TABLE OF CONTENTS

1. INTRODUCTION.....	1
1.1 Background on the Need for an Evaluation Framework.....	1
1.2 Overview of Stakeholders Involved.....	2
1.3 Methodology Used to Develop the Framework.....	3
1.4 Structure of the Report.....	3
2. COMPONENT PROFILE.....	5
2.1 Developments Leading up to the Victims of Crime Initiative.....	5
2.2 Summary of Findings from Victims’ Rights - A Voice, Not a Veto.....	6
2.3 Objectives of the Initiative.....	7
2.4 Structure in Place to Deliver the Initiative.....	7
2.5 Mandate of the Policy Centre for Victim Issues.....	9
2.6 Financial Resources.....	11
2.7 Process for Reviewing Projects Under the Victims Fund.....	12
2.8 Main Activities of the Initiative.....	13
2.9 Reach of the Initiative.....	17
2.10 Summary of Initiative Components (Logic Model).....	18
3. EVALUATION ISSUES AND QUESTIONS.....	21
3.1 Mid-Term Evaluation Issues.....	21
3.2 Long-Term Issues.....	22
4. EVALUATION APPROACH.....	29
4.1 Proposed Methodologies.....	30
4.2 Performance Measurement Strategy.....	32
APPENDIX A: Additional Background Information on Victim Initiatives.....	35

1. INTRODUCTION

During the 1990s, victims of crime and their advocates became more vocal in their call to enhance the role of victims of crime in the criminal justice system, and to achieve more of a balance between the rights of victims and offenders. Federal politicians responded to this movement by launching a comprehensive review of the role of victims in the criminal justice system. In 1998, the House of Commons Standing Committee released its report, *Victims' Rights - A Voice, Not a Veto*. The report recommended the development of a strategy to recognize the role of victims in the criminal justice system, as well as amendments to the *Criminal Code* and the *Corrections and Conditional Release Act*. The report also recommended the establishment of a federal office for victims of crime in the Department of Justice.

In December 1999, the Government of Canada responded by introducing amendments to the *Criminal Code* (Bill C-79) related to victims of crime. At this point, the federal government had not identified funding to implement these changes. The Department of Justice also established the Policy Centre for Victim Issues within the department, initially using existing resources. In February 2000, the federal budget allocated a total of \$25 million over five years for a Victims of Crime Initiative.

1.1 Background on the Need for an Evaluation Framework

The federal Victims of Crime Initiative was launched after the budget announcement in March 2000 and approval of a central agency submission in June. In essence, the Initiative sets up both the Policy Centre for Victim Issues (including policy development and consultation) and funding to support research, coordination, and communication activities. The Victims of Crime Initiative also establishes a Victims Fund to assist provinces and territories in implementing legislative changes, and to help non-government organizations (NGOs) develop and expand innovative approaches to deliver victim services.

The Initiative's funding submission includes an evaluation strategy that consists of formal program evaluation, annual reporting, and performance measurement. Sub-studies complement the previous two components. The formal evaluation will rely on an evaluation framework to plan for an implementation evaluation, and summative (results-oriented) evaluation. The first evaluation is to be conducted between December 2001 and May 2002, and the latter between January 2004 and July 2004. The evaluation framework is the focus of this report.

The evaluation framework defines the objectives of the Initiative, and links these objectives with the various activities and strategies used to achieve them. The framework also identifies issues, indicators, and data sources that may guide the evaluations over the next four years. In effect, the evaluation framework is a blueprint for the evaluation. The framework also presents a performance measurement strategy for the Victims of Crime Initiative. This will be instrumental in helping the Policy Centre for Victim Issues to monitor and to assess the extent to which the Initiative has met its objectives in the longer-term.

1.2 Overview of Stakeholders Involved

Several key stakeholder groups are involved in the Victims of Crime Initiative, and each has varying roles in the evaluation process.

- The Policy Centre for Victim Issues is responsible for overseeing the Victims of Crime Initiative. The Director of the Policy Centre for Victim Issues is responsible for ongoing performance measurement and reporting. Moreover, the Director is responsible for ensuring, in cooperation with the Evaluation Division, that the evaluation work outlined in the framework is undertaken. The research component of the Policy Centre is also responsible for monitoring and assessing the impacts of the *Criminal Code* amendments (Bill C-79).
- The Federal-Provincial-Territorial Working Group (FPTWG) includes representatives involved in victim policy, services, and programs across jurisdictions. The Working Group also includes representatives from related Department of Justice initiatives and other federal agencies that involve victims of crime. This group has been consulted on developing the evaluation framework, and will later be involved in the evaluation work.
- An Evaluation Advisory Group (EAG)¹ consists of representatives of the FPTWG and the Department of Justice, including the Policy Centre for Victim Issues, Intergovernmental and External Relations Division, the Research and Statistics Division, and the Evaluation Division. The role of the EAG is to provide ongoing advice to the Evaluation Division on matters related to the overall evaluation of the Initiative throughout its life.
- Non-government organizations, including victim advocacy groups, were involved in the Standing Committee review and initial consultations on the role of the Policy Centre for

¹ The EAG has a mandate to provide ongoing advice to the Evaluation Division in matters related to the overall evaluation of the initiative. The EAG is comprised of membership from the Federal/Provincial/Territorial Working Group on Victims of Crime and Department of Justice Staff from the Policy Centre for Victim Issues, Research and Statistics, Intergovernmental and External Relations Division and the Evaluation Division.

Victim Issues. These organizations have been consulted in developing the evaluation framework, and will also have feedback into future evaluation work.

1.3 Methodology Used to Develop the Framework

The methodology to develop the evaluation framework included a document review and interviews with stakeholder groups conducted in late December 2000 and January 2001.

- The document review included an examination of submissions to central agencies; studies that were part of the Standing Committee hearing process; descriptive and website information; and, Policy Centre file information including briefing notes, correspondence, and minutes of meetings.
- The evaluation framework included interviews with 54 key informants representing the following stakeholders:
 - Policy Centre staff (n=4)
 - Provincial/territorial representatives (n=16)
 - Members of non-government organizations (n=20)
 - Representatives from federal departments (n=14).

The proposed evaluation process and the need for an evaluation framework and EAG were presented to the FPTWG at their meeting in Halifax in November 2000. At this meeting, the Director of the Policy Centre invited FPTWG members to participate in the EAG, to provide ongoing advice to the Evaluation Division.

As a first step, the evaluation framework was reviewed by the EAG in February 2001. In addition, the EAG participated in a one-day workshop on performance measurement. The framework and performance measures will also be presented and confirmed by the FPTWG as a whole, at a future meeting.

1.4 Structure of the Report

The evaluation framework report is comprised of several sections. Section 1 presents an introduction outlining the purpose of the evaluation framework. Section 2 provides a detailed description of the Victims of Crime Initiative, its components, activities, outputs, and intended impacts. Section 3 identifies the evaluation issues that ideally should be addressed over the course of the Initiative, and Section 4 discusses potential methodologies and performance measurement strategies.

2. COMPONENT PROFILE

The following section presents a component profile for the Victims of Crime Initiative.

2.1 Developments Leading up to the Victims of Crime Initiative

The federal government became involved with victims of crime initiatives in 1973, when it entered into cost-sharing agreements with the provinces on criminal injuries compensation programs. While the provinces and territories are responsible for providing direct services to victims, the role of the federal government is to make legislative amendments to the *Criminal Code*. In the 1980s, the federal government was involved in legislative reform and activities such as a Federal-Provincial Task Force on Justice for Victims of Crime, the establishment of a Victim Assistance Fund to promote the development of victim services in provinces and territories, as well as co-sponsoring and adopting the United Nations Declaration of Basic Principles of Justice for Victims of Crime.

In 1992, due to fiscal restraint, the federal government terminated cost-sharing agreements on criminal injuries compensation programs. Through the cost-sharing agreements, the federal government promoted minimum standards for compensation, and encouraged provinces and territories to implement improvements to victim services. With fewer funds available, and facing their own fiscal restraints, some provinces and territories cut back criminal injuries programs, and others terminated these programs outright. Still other provinces introduced a victim surcharge on provincial offences, or turned to provincial funds to expand victim services.

At the same time, victim advocates gained prominence, as the media reported a number of high profile murders and sexual assaults. Victim advocate groups perceived an imbalance between the rights of the accused and the interests of victims of crime. The groups highlighted the plight of victims dealing with the police, Crown, courts, and correctional services. They demanded more respect and a greater role for victims in the criminal justice system.

Groups such as Citizens Against Violence Advocating its Termination (CAVEAT), Victims of Violence, and Mothers Against Drunk Driving (MADD) also wanted to guarantee “rights” for victims of crime. In response, politicians proposed amendments to the *Criminal Code* that would entrench “victim rights,” and called for studies to examine victim issues. As a result, the House of Commons Standing Committee on Justice and Human Rights launched a comprehensive

review of the role of victims of crime in the criminal justice system. The subsequent report, *Victims' Rights - A Voice, Not a Veto*, made many recommendations to which the federal government responded.

Table 4 in Appendix A provides a chronological list of key events leading up to the Victims of Crime Initiative.

2.2 Summary of Findings from Victims' Rights - A Voice, Not a Veto

The Standing Committee report made seventeen recommendations, thirteen of which dealt with *Criminal Code* amendments implemented by the provinces and territories. Table 5 in Appendix A provides a brief summary of the recommendations. The report also recommended the development of an Office for Victims of Crime. The government response to the Standing Committee suggested that a policy office would be more appropriate given the federal mandate and provincial/territorial responsibility to serve victims of crime. The government recommended the implementation of a policy office for victims, which would:

- Coordinate and develop all federal policy and legislative initiatives dealing with victims of crime.
- Encourage and support agreed upon federal-provincial-territorial (FPT) initiatives.
- Liaise with representatives of all components of the criminal justice system, to ensure victims' perspectives are represented by an office for victims and the Department of Justice (become the "victim lens" on issues).

The report also recommended that the policy office participate in FPTWGs on restorative justice.

The report's last recommendations (14 to 17) deal with sentencing. These are the responsibility of the Solicitor General of Canada, but the Policy Centre for Victim Issues is involved with initiatives to consult on the implementation of the recommendations with respect to the *Corrections and Conditional Release Act*.

2.3 Objectives of the Initiative

The overall goal of the Victims of Crime Initiative is to increase the confidence of victims of crime in the criminal justice system. The main objectives are to:

- Ensure victims of crime and their families are aware of their role in the criminal justice system, and the services and assistance available to support them;
- Enhance the Department of Justice's capacity to develop policy, legislation, and other initiatives considering victims' perspectives;
- Increase the awareness of criminal justice system personnel, allied professionals, and the public about the needs of victims of crime, legislative provisions designed to protect them, and services available to support them;
- Develop and disseminate information about effective approaches within Canada and internationally that respond to victims' needs.

By supporting provinces and territories that work with victims, the Initiative will also enhance the role of victims in the criminal justice system.

2.4 Structure in Place to Deliver the Initiative

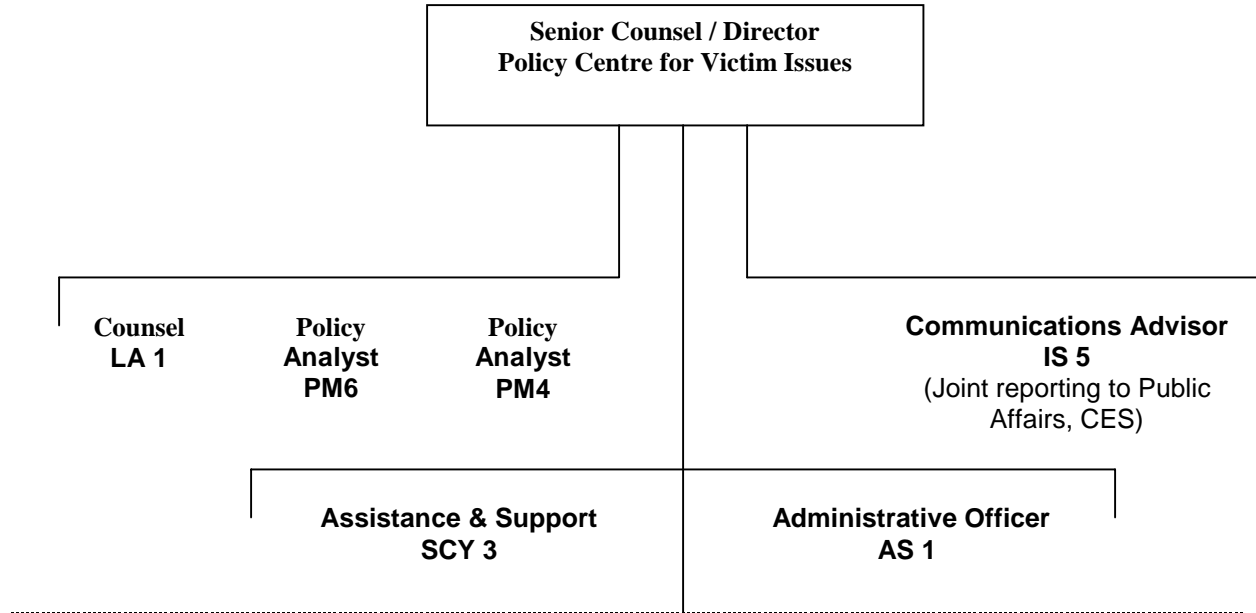
In February 2000, the federal budget provided money to the Victims of Crime Initiative. This funding is for the Policy Centre for Victim Issues (the vehicle for delivering the Initiative) and its activities.

The Policy Centre is located within the Department of Justice. The overall success and accountability for the Victims of Crime Initiative rests with the Director of the Policy Centre for Victim Issues. The diagram (next page) illustrates the organizational structure of the Policy Centre and its resources.

Organizational Chart

Policy Centre for Victim Issues

**Assistant Deputy Minister
 Criminal Law Policy & Community Justice Branch**



Co-managed resources

**Program Manager
 PM 5**
 (Joint reporting to Director IAID, Programs
 Branch by Service Agreement)

**Senior Research Officer
 ES 5**
 (Service Agreement with
 Research & Statistics)

**Research Officer
 ES 4 (0.5 time)**
 (Service Agreement with
 Research & Statistics)

FI 2 services provided by Programs Branch

Evaluation Manager – ES 6 responsible for evaluation of the Initiative

Funding also provided for **Victim Witness Assistants (3 x SI 2)**
 (Report to Regional Directors in Iqaluit, Whitehorse, and Yellowknife.
 Resources transferred to Legal Operations)

The Policy Centre is a unique model for delivering the Initiative. Some other initiatives in the Department are delivered through a “*team format*” contained within one unit (e.g., National Crime Prevention Centre or the Child Support Team). The team format is one where all resources (e.g., funding managers, researchers, policy analysts, lawyers) are located within the unit. The advantage of this structure is that all needed skills and resources are located within one unit. The disadvantage to this format is that the possibility exists for the team to become isolated from the Department as daily activities are managed within the team. The Policy Centre works through a quasi-team, co-managed model.

The quasi-team model relies on internal and external team members. This means that the Director of the Policy Centre manages some staff directly, while other directors in different areas within the Department co-manage other staff. The Policy Centre accesses external staff through service agreements with other units within the Department. The Evaluation Division works closely with the Policy Centre on all aspects related to the evaluation of the Initiative, and has a formal service agreement in place to support this; however, the reporting relationship remains independent from the Policy Centre. External staff works in specialized areas such as research, communications, and funding.²

While external staff also reports to the Director of the Policy Centre, they are employees of other groups. This means the Policy Centre has a partly “*virtual nature*” in terms of organizational delivery structure. In effect, the Policy Centre relies on a core team and co-managed personnel in other sections to carry out its work. The Department of Justice will want to monitor this arrangement in future evaluations to assess its effectiveness.

2.5 Mandate of the Policy Centre for Victim Issues

In establishing the Policy Centre for Victim Issues, the federal government recognized the constitutional division of powers regarding the criminal justice system in Canada (refer to Table 1, next page). The intent is to work together with provinces and territories to bring about improvements that benefit victims. There was some concern at the provincial and territorial level that the Policy Centre should not duplicate efforts and become implicated in service delivery. In addition, they were wary of creating a large bureaucracy that might divert funding away from services and programs. These concerns shaped the development of the Policy Centre, which is intended to provide leadership and to help facilitate provincial and territorial actions.

² The Policy Centre was still in the process of hiring staff (communication and policy personnel) at the time of preparing this profile.

Table 1: Shared Jurisdictions for Victim Issues	
Jurisdiction	Main Responsibilities
Federal Government ³	<ul style="list-style-type: none"> • Enacting criminal law (<i>Criminal Code, Young Offenders Act, Corrections and Conditional Release Act</i>) • Correctional Services Canada and National Parole Board provide information and limited role for victims through <i>Corrections and Conditional Release Act</i> • Research and encouraging program development through project funding and public information • Law reform and policy development • Evaluation and monitoring of national programs and <i>Criminal Code</i> amendments (e.g., Bill C-79) • Crown prosecution in territories
Provinces and Territories	<ul style="list-style-type: none"> • Enforcing the law, prosecuting offences, and administering justice • Delivery of victim services • Victim legislation (may include principles, administration of Victims Fund, criminal injuries compensation, surcharge on provincial offences, service standards) • Evaluation and monitoring of jurisdictions' programs, services, and delivery models • Research

Responsibilities of the Policy Centre for Victim Issues include:

- Increasing confidence of victims of crime in the criminal justice system.
- Co-ordinating, managing, and developing all federal victim initiatives.
- Encouraging the development of and support of an FPT “strategy” on victim issues.
- Ensuring that the perspectives of representatives of all components of the criminal justice system are reflected in victim-related policies and programs.

Following the Standing Committee's report, “*Victims’ Rights – A Voice, Not a Veto*,” Government responded with Bill C-79 and the creation of the Policy Centre located within the Department of Justice. Following the announcement, the government and non-governmental organizations consulted on the longer-term mandate of the Policy Centre, which received its funding in late summer of 2000.

³ Note: The Policy Centre for Victim Issues also funds the delivery of services in the three Territories. We have included this responsibility under the jurisdiction of provinces and territories.

2.6 Financial Resources

The Victims of Crime Initiative has a total budget of \$25 million over five years. Approximately \$2 million per year is available for the Victims Fund, and about \$3 million is available for operational activities, such as: personnel; public education materials; research; consultations; FPTWG meetings; undertaking special projects; and accommodation.

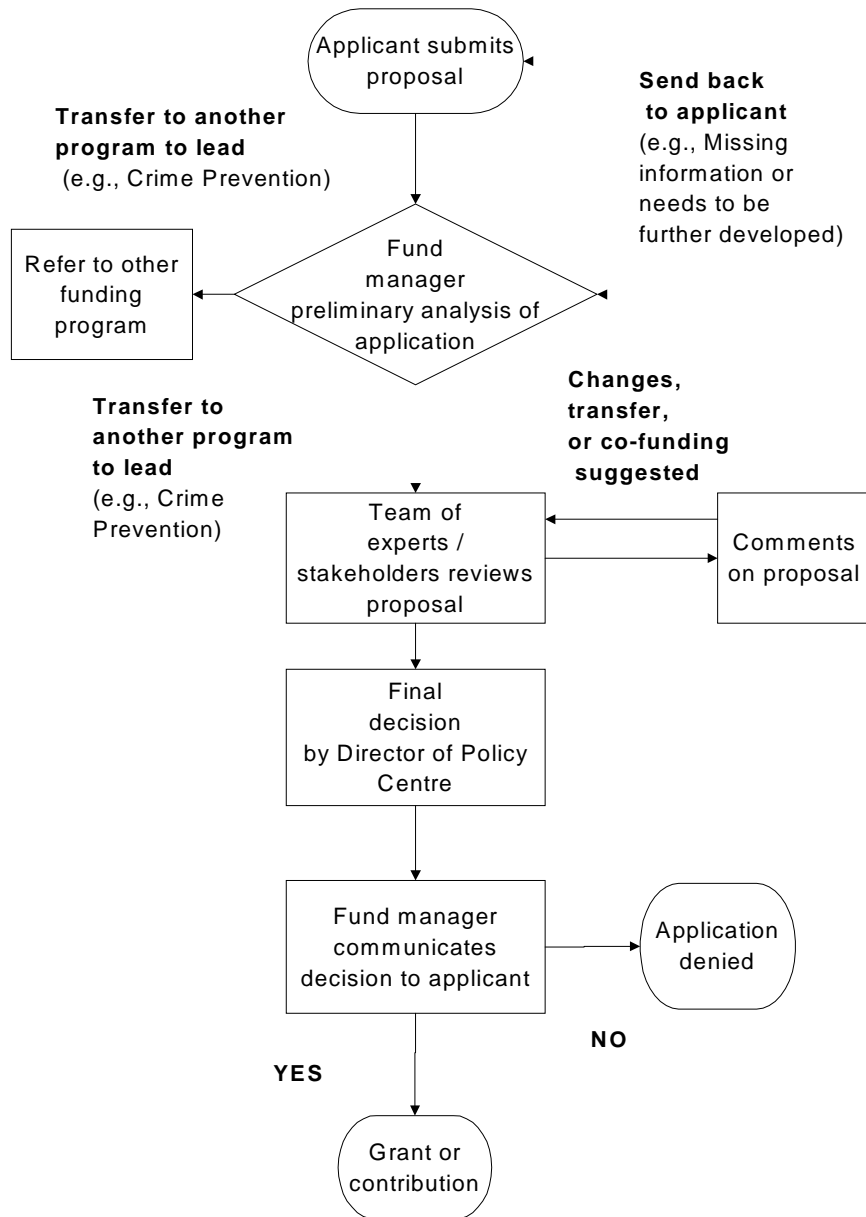
Table 2 identifies the four components of the Victims Fund and the use of Vote 5 funds. There is a total of \$9.6 million available in grants and contributions.

Table 2: Four Components of the Victims Fund			
Component and Description	Type	Maximum per Year	Amount
<p>1) Provincial and territorial implementation</p> <ul style="list-style-type: none"> • Support implementation of provincial or territorial legislation for victims through development / enhancement of police, court, Crown, or system-based victims assistance programs 	Contributions	\$100,000 where population over a million \$50,000 where population less than a million Decreases to \$50,000 and \$25,000 in 2002-03 to 2004-05	<p>Total of \$3.25 M</p> \$950,000 (2000-01 and 2001-02) \$475,000 (2002-03 through to 2004-05)
<p>2) Innovative pilot projects and activities</p> <ul style="list-style-type: none"> • Promote development of new approaches to meet victims' needs • Encourage establishment of service provider networks • Respond to emerging issues in victimization • Provide support to victims engaged in restorative justice or alternative measures 	Grants and contributions	\$50,000 class grants No limit on contributions Annual grants cannot exceed \$100,000 per year for up to five years	<p>Total of \$3.92 M</p> \$500,000 (2000-01 and 2001-02) \$975,000 (2002-03 through 2004-05)
<p>3) Northern and rural</p> <ul style="list-style-type: none"> • Contribute to development / enhancement of victim services • Assist northern and rural communities to increase access to services • Contribute to development of services for Aboriginal victims of crime 	Grants and contributions	\$50,000 class grants No limit on contributions	<p>Total of \$1.5 M</p> \$300,000 (2000-01 through 2004-05)
<p>4) Financial assistance</p> <ul style="list-style-type: none"> • Provide emergency assistance to victims or surviving family members faced with unusual hardship (at discretion of the Director of the Policy Centre for Victim Issues) • Provide assistance to surviving family members of homicide victims to attend early parole eligibility hearings 	Grants and contributions	Maximum \$12,500 per family (actual expenses up to \$5,000 for first family member and \$2,500 for each additional one) <i>Relates only to surviving family members of homicide victims to attend parole eligibility hearings</i>	Total of \$875,000 \$175,000 (2000-01 through 2004-05)

2.7 Process for Reviewing Projects Under the Victims Fund

The process for reviewing project applications is illustrated in the diagram below.

Victim Fund Application Review Process



At present, the Fund accepts projects that are self-generated. Applicants become aware of the Fund through word-of-mouth, news releases, the website, referrals from other programs, and participation on FPTWGs. It will be important to assess the level of demand, quality of proposals, and whether this is an effective way to obtain project proposals (e.g., compared to requests for proposals).

The Fund's program manager conducts a preliminary analysis of the application based on program eligibility criteria and the terms and conditions set out for the Fund. The Fund manager also has access to the Department's Project Control System (PCS), which provides a history on organizations applying for funding and their past experience in administering grants and contributions. The Fund manager ensures that the Fund is not being duplicated for projects already funded by other initiatives in the Department of Justice. The PCS is not currently a linked system, resulting in a considerable amount work to verify if a project is already funded. Within the Department of Justice, efforts are being made to develop a linked system.

The Fund manager determines whether the project should be funded through the Victims of Crime Initiative or referred elsewhere in the Department. Therefore, links to other funding initiatives are important. The manager then sends the proposal to the Director of the Policy Centre and other relevant divisions within the Department for review. The proposal is also circulated to the relevant jurisdictions for their input. The final approval for funding rests with the Director of the Centre in consultation with experts on the value of a project, the extent to which the proposed work may already have been done, the ways in which a project could be strengthened, and whether opportunities exist to co-fund a project with other partners.

2.8 Main Activities of the Initiative

Activities are the principal components that drive a program or initiative. The evaluation framework separates the Victims of Crime Initiative into several major activities that are fundamental to understanding its logic. For example, through the Victims Fund, provincial and territorial governments receive contributions to help implement Bill C-79. In addition, the Policy Centre will also provide jurisdictions with information on developments in victim services, or link up jurisdictions with other federal initiatives that might jointly fund projects of interest to them. While these are all somewhat distinct activities, they can also be grouped as a broader activity of providing support to provinces and territories. Using a few simple categories to characterize many Initiative sub-components, programs, and services permits the framework to identify common progress measures and impacts.

The evaluation framework identifies five main activity areas that are discussed in the remainder of this section and later summarized in a component logic model (refer to Section 0):

- Coordination and integration
- Research and policy development
- Communication and public legal education
- Support to provinces and territories
- Support to victim organizations and the victims they serve.

2.8.1 Coordination and Integration

One of the responsibilities of the Policy Centre is to ensure victim perspectives are considered in the development of all criminal law policies, legislation, and initiatives funded by other sectors in the Department of Justice. Also, the Victims of Crime Initiative is intended to ensure links are made with initiatives related to victims that are the responsibility of other departments and agencies (e.g., National Parole Board, Royal Canadian Mounted Police).

Key activities in this area include:

- Providing funding to address victims' needs.
- Managing a project information and control system to provide information on the status of projects.
- Identifying and coordinating project funding from related departmental initiatives (e.g., crime prevention) with the needs of victims of crime.
- Consultations with non-government organizations.
- Participation in FPTWGs.
- Working jointly with the FPTWG on Restorative Justice.
- Participation in international and national conferences, and supporting international activities.
- Developing an inventory of victim legislation, programs, and services in Canada that is updated annually.
- Participation in departmental and interdepartmental working groups.
- Providing and obtaining advice on victim issues from other program areas that also deal with victims of crime (e.g., Crime prevention, family violence, Aboriginal justice, youth justice, restorative justice).
- Establishing a network of experts in the area of victim issues.

2.8.2 Research and Policy Development

A goal of the Victims of Crime Initiative is to establish a centre of expertise on emerging issues and trends in the area of victim issues.

Key activities for the Policy Centre include:

- Advising the Minister of Justice on emerging issues (e.g., preparing briefing notes).
- Reviewing related legislation and ensuring it includes a victims of crime perspective (e.g., *Corrections and Conditional Release Act*).
- Responding to Ministerial requests, preparing questions, and answering documentation on an as needed basis.
- Providing legal analysis and advice within government.
- Undertaking legal research and reviewing case law.
- Analysing proposals for general *Criminal Code* amendments, and those specifically related to victims of crime.
- Forecasting and environmental scanning.
- Preparing a research plan to support the Centre's efforts.
- Collecting data, developing and implementing research initiatives.
- Evaluating existing programs and assessing their adaptability to other areas.
- Providing statistical services and analysis.
- Assessing victim needs and undertaking polling research.
- Monitoring implementation of victim-related *Criminal Code* amendments (e.g., Bill C-79).
- Monitoring international trends and legislation.
- Providing support to litigators on interpretation and possible Charter litigation.
- Developing options for implementing legislation, including *Criminal Code* amendments.
- Encouraging research to identify the needs of victims and gaps in services and information.
- Evaluating legislation affecting victims of crime.

2.8.3 Communications and Public Legal Education Activities

The Victims of Crime Initiative aims to ensure that victims of crime and their families are aware of their role in the criminal justice system and services to support them. Another objective is to increase awareness of victim needs among the many stakeholders involved in the criminal justice system. This is achieved through communication and educational activities.

Key activities for the Policy Centre include:

- Establishing a website with links to related sites.
- Preparing public legal education materials.
- Preparing fact sheets on *Criminal Code* amendments and related issues.
- Collecting studies and reports, and providing a clearinghouse of information to serve as a reference for others.
- Sharing information through participation at conferences, and providing displays.
- Analysing and synthesizing collected information, so as to enhance knowledge of victim issues, effective practices, and to be in a better position to share this information.
- Maintaining up-to-date information on programs and services available across Canada.

2.8.4 Support to and from Provinces and Territories

The role of the Policy Centre is to provide support to provinces and territories to help them implement these amendments.

Key activities for the Policy Centre include:

- Funding projects through the Victims Fund to facilitate implementation of the *Criminal Code* amendments and the Canadian Statement of Basic Principles of Justice for Victims of Crime.
- Facilitating implementation of the amendments by providing information and advice to provinces and territories.
- Facilitating action on the Canadian Basic Principles of Justice for Victims of Crime, to which the federal, provincial, and territorial governments are joint signatories.
- Undertaking joint projects between FPT governments.
- Leading and supporting participation in FPTWGs by the jurisdictions.
- Sharing information.
- Identifying and conducting research needed to support the provinces and territories.

2.8.5 Supports to Victim Organizations and Victims They Serve

Augmenting dialogue with victims' groups and advocates is important, since the Policy Centre is to serve as a "victim lens," and to incorporate victims' perspectives into the development of new legislation and policies that affect victims of crime.

Key activities for the Policy Centre include:

- Conducting and participating in consultations with non-government organizations.
- Providing funding to develop innovative approaches to help victims of crime.
- Sharing information.
- Encouraging the development of programs and services in northern and rural areas.
- Referring victims and victim advocates to the appropriate agencies working with victims of crime.
- Funding to NGOs to enhance their capacity.
- Financial assistance to victims in emergency situations.

2.9 Reach of the Initiative

The Victims of Crime Initiative targets a diverse clientele. The primary targets for the Initiative include: victim organizations and the victims they serve, police organizations, provincial and territorial governments, and other departments and agencies involved with the criminal justice system. The secondary target clientele includes members of standing committees, members of the bar and civil libertarians, correctional services, the judiciary, women's advocates, the media, and the public.

The following points highlight how each of the main client groups are involved.

- *Victim organizations and the victims they serve, other NGOs, and provincial/territorial governments* can apply for project money under the Victims Fund. In addition, non-government organizations are involved with the Policy Centre in consultations and dialogue regarding victim issues.
- *Provinces and territories* implement the *Criminal Code* and administer the criminal justice system. This includes Crowns, courts, Attorney General and justice departments, criminal injuries compensation, victim/witness programs, and domestic and family violence programs.

Jurisdictions also deliver services to victims of crime either directly, or by working with NGOs or the police.

- *Other sections in the Department of Justice* deal with other legislative reforms and policy initiatives that affect victims of crime. These include areas such as the Aboriginal Justice Strategy, the National Strategy on Community Safety and Crime Prevention, the Youth Justice Renewal Strategy, Restorative Justice, and Family Violence. The Policy Centre works with these initiatives formally through working groups and informally through consultations and coordination of program funding for victims of crime.
- *Other federal departments involved with victims of crime* include the Ministry of the Solicitor General of Canada, Correctional Services Canada, the Royal Canadian Mounted Police, and the National Parole Board.
- *Academics and other agencies* work to advance research on victim issues. The Policy Centre consults with a wide range of experts, and participates in national and international conferences to build and share its expertise in victim issues.

2.10 Summary of Initiative Components (Logic Model)

This section describes the linkages between the objectives of the Victims of Crime Initiative and its expected results. The logic model on the next page identifies the relationship between each of the five main activity areas described in Section 0, expected component products or output results from those activities, and expected short and long-term impacts. The logic model is intended to help understand the structure of the Initiative (i.e., *what it is doing, and what should happen as a result*). The logic model is also useful to help identify issues and questions to address in future evaluations of the Initiative, especially issues dealing with the success of the Initiative.

Logic Model of the Victims of Crime Initiative (Total \$25M from 2000-01 to 2004-05)

OVERALL GOAL	OBJECTIVES
To increase the confidence of victims of crime in the criminal justice system	<ul style="list-style-type: none"> - Ensuring victims of crime are aware of their role in the criminal justice system and services available to them - Enhancing DOJ's capacity to develop policy, legislation, and other initiatives which take into consideration the perspectives of victims of crime - Increasing awareness among criminal justice system personnel and the public of the needs of victims of crime, legislation, and services to support victims of crime - Developing and disseminating information about effective approaches to respond to the needs of victims of crime

ACTIVITIES	OUTPUTS	REACH	EXPECTED OUTCOMES		
			Short-term (1 to 2 years)	(3 to 5 years)	Long-term (5 to 10 years)
Coordination and integration	<ul style="list-style-type: none"> • FPTWG meetings • Conferences • Joint projects • International linkages • Information sharing and advice • Meeting minutes / decision records • Consultations • Partnership development • Network of experts 	Victims of crime Government organizations <ul style="list-style-type: none"> • Provinces and territories • Victim services • Federal departments involved with CJS <ul style="list-style-type: none"> • Department of Justice 	<ul style="list-style-type: none"> • Coordinated activities • More information sharing • Reduced overlap/gaps in programming • Increased communication/ cooperation among CJS staff • Consistent policy advice • Ability to provide legal clarifications where needed • Improved federal/provincial/territorial relations and cooperation 	<ul style="list-style-type: none"> • Increased access to victim services and information for victims of crime • Integration of DOJ activities • More integrated approach to victims' policy issues 	<ul style="list-style-type: none"> • Increased confidence in CJS • More effective delivery of victim services • More effective responses to the needs of victims
Research and policy development	<ul style="list-style-type: none"> • Legal research and analysis • Briefing notes and papers • Policy research plan (priorities) • Expertise on victim issues • Project evaluations • Performance measurement/statistics • Studies and resource documents • Lessons learned and best practices 	<ul style="list-style-type: none"> • Crown Attorneys • Courts • Police services • Correctional services 	<ul style="list-style-type: none"> • Increased knowledge of victim and related issues • Enhanced research function • Studies relevant to stakeholders • Ability to benchmark early activities • Reduced overlap/gaps in research among jurisdictions 	<ul style="list-style-type: none"> • Enhanced policy capacity and ability to influence legislation • Ability to monitor impacts of <i>Criminal Code</i> provisions • Identify trends in victims' needs • Knowledge based decision-making • Consolidate available research funding 	<ul style="list-style-type: none"> • Policies and programs responsive to the cultural diversity of victims • Ability to respond in a more timely and effective manner to victims' needs
Communication and public legal education	<ul style="list-style-type: none"> • Website(s) • Document clearinghouse • Communication material • News and press releases • Application guides 	Non-government organizations <ul style="list-style-type: none"> • Victim advocates • Victim service providers 	<ul style="list-style-type: none"> • Increased awareness of role of victims of crime • More information sharing • More information for victims • Increased awareness of victim services 	<ul style="list-style-type: none"> • Improved perception of CJS • Increased awareness and knowledge of victim rights • Increased awareness of victim services 	<ul style="list-style-type: none"> • Increased public awareness • Increased confidence in CJS • Increased willingness to participate in CJS
Support to and from provinces and territories	<ul style="list-style-type: none"> • Grants and contribution agreements • Pilot projects • Joint projects • Partnerships • Working consultations • Information sharing • Research and project evaluation 	<ul style="list-style-type: none"> • Academics and researchers • Aboriginal communities • Eligible grant recipients 	<ul style="list-style-type: none"> • Facilitate implementation of <i>Criminal Code</i> provisions and the <i>Canadian Basic Principles on Justice for Victims of Crime</i> • Help provinces and territories adjust to changes in workload • More information sharing • Increased profile for victim services 	<ul style="list-style-type: none"> • Improved practices to implement <i>Criminal Code</i> provisions • Increased perceptions that victims are well informed about criminal justice process • Increased access for victims to services • More consistent service delivery 	<ul style="list-style-type: none"> • Reduced trauma for victims participating in CJS • Increased confidence in CJS • Increased understanding of victims' needs • Changes in attitudes of CJS personnel towards victims • Victims' satisfaction with CJS improves
Support to victim organizations and victim they serve	<ul style="list-style-type: none"> • Grants, Contribution agreements • Pilot projects • Project evaluation reports • Information sharing 	Public International agencies (government and non-government)	<ul style="list-style-type: none"> • Increase dialogue with NGOs • Encourage NGOs to develop new approaches to help victims • Develop projects in northern/ rural areas • More awareness among NGO networks 	<ul style="list-style-type: none"> • Innovative approaches to help victims of crime • Increased access to victim services • Enhanced capacity among service providers 	<ul style="list-style-type: none"> • Increased participation in CJS • Broader access to victim services • More responsive victim services • Victim satisfaction with CJS improves • Policies and programs responsive to the cultural diversity of victims

There are several elements to the logic model.

- *Objectives* are the main purpose of the Initiative, which are articulated and achieved through its activities.
- *Activities* are the principal components of the Initiative. They include: coordination and integration; research and policy development; communication and public legal education; support to provinces and territories; and support to non-government organizations that assist victims.
- *Outputs* are the immediate products of an activity. For example, an immediate product of communication activities may be information material (e.g., pamphlets) or a website.
- *Reach* defines the stakeholders and beneficiaries involved in the Initiative. In this case, there is a spectrum of stakeholders ranging from other levels of government, non-government organizations, and victims of crime.
- *Outcomes/Impacts* are the consequences of the Initiative that can reasonably be attributed to a particular activity. For example, a consequence of communication activities will likely be increased awareness of the role of victims in the criminal justice system, as well as improved perceptions of the criminal justice system.

The performance and success of the Initiative will, in large part, be measured in terms of progress towards achieving short and long-term impacts. Some impacts will be realized within a few years, while others will take several years to observe.

The Department, through the Policy Centre for Victim Issues, committed to report to central agencies in future evaluations on the progress made towards achieving the following key results:

- More integrated approach to victims' policy.
- More effective responses to the needs of victims.
- Increased access to services.
- More awareness about the rights of victims.
- Enhanced capacity among service providers.

While accountability for the Initiative lies with the Policy Centre for Victim Issues, its ability to achieve results will be influenced by the other stakeholders involved. Future evaluation work will need to capture any shared responsibilities and factors that influence the implementation of activities and results achieved.

3. EVALUATION ISSUES AND QUESTIONS

As noted earlier in this report, the funding for the Victims of Crime Initiative requires that a mid-term evaluation start in December 2001, and a long-term evaluation in January 2004.

At the time of the mid-term evaluation, it will still be too early to observe many impacts of the Initiative. Therefore, the evaluation will focus on assessing what has been done to date, how effective the Policy Centre has been in carrying out its activities, and a preliminary assessment of the extent to which the Initiative has assisted provinces, territories, and non-government organizations. The mid-term evaluation should be helpful to benchmark the key activities of the Initiative that can be assessed against changes that will occur in the longer-term.

The long-term evaluation will focus on the continued relevance of the Initiative, how successful it has been at meeting its objectives, and the impacts it has had on stakeholders. It will be important to assess how effective the Policy Centre has been at monitoring the impacts of Bill C-79, and how effective it has been at assisting the provinces/territories.

3.1 Mid-Term Evaluation Issues

There are five evaluation issues to consider for the mid-term evaluation.

- *Status of activities implemented to date* – This issue focuses mainly on what has been implemented during the first year of the Initiative, and the challenges faced in doing so. In effect, questions will focus on activities, funds spent, and processes for carrying out activities.
- *Effectiveness of implementation and role of Policy Centre* – This issue examines the Policy Centre's role early in the Initiative, and to what extent it has been effective at implementing its mandate and responsibilities. The focus is also to determine whether the organizational configuration of the Policy Centre permits it to accomplish its goals, and where improvements could be made.
- *To what extent coordination and integration occurred* – Central to the Victims of Crime Initiative is the extent to which the Policy Centre has begun to bring all the stakeholders together to work at achieving a more coordinated approach on victim issues, and identifying what kind of coordination activities have occurred. This coordination role is crucial to the

success of the overall strategy for victims of crime, and for maintaining partnerships throughout the cycle of the Initiative.

- *Effectiveness of the Victims Fund in targeting its audience and meeting its objectives* – It will be important to examine early on how the Policy Centre has spent the money in the Victims Fund, and the types of projects that have been funded. The focus is to assess how the process of applying and disbursing funds has worked. Other important questions include the extent to which cost sharing between the federal and provincial/territorial jurisdictions has occurred, the sustainability of the various projects funded, and whether projects have identified alternative sources of funding. As few projects will have been funded in December 2001, it is best to examine the impacts of projects funded in the long-term evaluation.
- *Extent to which the Victims of Crime Initiative assists provinces and territories to implement Criminal Code amendments* - This issue examines the extent to which the Initiative has been able to assist provinces and territories to implement *Criminal Code* amendments to date. While the amendments came into force in December 1999, most provinces and territories will not likely have received funding until the end of the fiscal year 2000-01 and early in 2001-02. This issue will also examine action taken on implementing the Canadian Statement of Basic Principles of Justice for Victims of Crime. Therefore, the mid-term evaluation will likely benchmark provincial and territorial experiences.

Timing of the mid-term evaluation poses serious implications for the availability and quality of data. The Policy Centre has been asked to report early – within two years of the Initiative’s launch – and this presents very real challenges in terms of finding sufficient data to address the implementation issues adequately. Examining the last two issues later in 2002 would produce more information, but it would be too late to examine these issues as part of the long-term evaluation.

3.2 Long-Term Issues

There are four issues to consider for the long-term evaluation.

- *Continued relevance of the Initiative* – It will be important to examine whether the key results committed to as part of the Initiative’s funding were attained. Once this is determined, it will be important to assess the continued relevance of the Initiative, and in what form it should continue.
- *Effectiveness of the Initiative in attaining its objectives* – This issue examines how effective the Policy Centre has been in meeting its objectives, and to what extent changes are observed in the criminal justice system as a result.

- *Success of the Initiative* – Assessing the impacts of the Initiative is key to evaluating the Initiative. It will be important to assess intended and unintended (positive and negative) impacts. It will also be important to assess the extent to which the Policy Centre has monitored the impacts of Bill C-79. The findings from a review of the impact of the legislative amendments will help assess to what extent the Initiative’s support has helped provinces and territories implement those changes. An assessment of the impacts of the *Criminal Code* amendments is of much interest to all stakeholders. The Policy Centre is supporting this type of research work, although it is not part of the formal evaluation process. However, this information will be used by the evaluation. A measure of the Policy Centre’s success will be the quality and usefulness of its research for stakeholders, as well as for the evaluation. It will be important for the formal evaluation to coordinate its activities and data collection with the research component and ongoing monitoring of the Initiative’s activities.
- *Alternative ways to meet Initiative objectives* – This issue will focus on identifying best practices and lessons learned from the Initiative’s activities. The intent is to identify the strengths and weaknesses of the Initiative, and any other more cost-effective alternatives to meet the Initiative’s objectives. As well, the intent is to provide some insight on future directions.

Several questions identified in the key informant interviews are of great interest to provinces and territories, and to some degree to non-government organizations regarding Bill C-79, including:

- What effect has the legislation had on provincial and territorial victim services programming? Has there been a change in the types of victims that access services?
- Have the legislative amendments (particularly the changes to the victim impact statements) changed jurisdictions' ability to serve victims of more serious crimes?
- Has there been an increase in the number of victims filing victim impact statements? How many victim impact statements are completed and submitted in court?
- What has been the impact on victims of completing victim impact statements? On the courts?
- Are the victim surcharge provisions working? Has there been an increase in the funding available to each jurisdiction?
- To what extent is the restitution component being used, and how is it working?
- How has the process involving publication bans worked?
- What has been the impact of the legislation on various levels of the criminal justice system?

Tables on the following pages present an evaluation issues and questions matrix for the mid-term and long-term evaluations of the Initiative. The matrix also identifies possible indicators and

data sources to address the issues and questions. The purpose is not to address every single question, but to amass sufficient information to respond to each of the main issues. The next section on the evaluation approach will provide more details about each data source and data collection for the evaluation.

Evaluation Framework for the Victims of Crime Initiative

Issues	Questions to examine	Indicators	Data Sources
Phase I - Formative evaluation (begins December 2001)			
1. Status of activities implemented to date	<ul style="list-style-type: none"> • What activities have been carried out under the Victims of Crime Initiative? • Which organizations have been involved in these activities? • What resources were spent on each of the Initiative's activities? • Are there organizations that should be involved and are not? If so, why? • Have there been any challenges to implementing these activities? 	<ul style="list-style-type: none"> • Activities • Organizations involved in activities • Funds expended on each activity 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions, federal departments, and other organizations • Document review • Survey or interviews with provinces and territories • Ongoing performance measures
2. Effectiveness of implementation and role of Policy Centre for Victim Issues	<ul style="list-style-type: none"> • What has been the role of the Policy Centre for Victim Issues in implementing the Initiative? • Is the Policy Centre for Victim Issues a focal point for expertise on legislation, policies, services, and assistance for victims of crime? • To what extent has the Policy Centre supported public education regarding victims and their role in the criminal justice system? • How effective has the Policy Centre been at communicating its message(s) to key client groups? • To what extent has the Policy Centre facilitated action on the Canadian Statement of Basic Principles of Justice for Victims of Crime? • To what extent is information sharing occurring, and with which stakeholders? • To what extent has the Policy Centre facilitated consultation and networking among key stakeholders? • To what extent have research activities supported the needs of stakeholders involved in the criminal justice system? • To what extent is the organizational configuration of the Policy Centre appropriate and effective for implementing the Victims of Crime Initiative? 	<ul style="list-style-type: none"> • Consistency in federal victims' policies • Reduced overlap/gaps in programming • Research plan/priorities • Communication materials • Increased stakeholder satisfaction with role of federal government • Increased profile for the Policy Centre • Establishment of a network of experts • Funded public legal education projects 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Survey or interviews with provinces and territories • Surveys of victims • Surveys of victim advocates • Survey of personnel working in the criminal justice system • Ongoing performance measures
3. Extent coordination and integration of activities occurred	<ul style="list-style-type: none"> • What activities have been coordinated to date? Which stakeholders have been involved in these? • What has been the Policy Centre's relationship with other stakeholders involved in the criminal justice system? • What kind of partnerships and linkages were established with other jurisdictions? With other initiatives in the Department? With other federal departments? With non-government organizations? • To what extent has the Policy Centre been effective at coordinating federal activities related to victims of crime? • Have these coordination activities better enabled the Policy Centre to promote and carry out its work? 	<ul style="list-style-type: none"> • Joint projects • Relationships • Coordinated activities • Formal links or agreements with other initiatives • Information sharing 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Survey or interviews with provinces and territories • Document review (DOJ & other departments) • Ongoing performance measures

Evaluation Framework for the Victims of Crime Initiative

Issues	Questions to examine	Indicators	Data Sources
<p>4. Effectiveness of Victims' Fund in targeting its audience and likelihood of meeting its objectives</p>	<ul style="list-style-type: none"> • How many proposals have been received? To what extent do applications for funding meet the terms and conditions outlined in the guidelines for the Victims Fund? • What is the capacity of organizations submitting proposals? Do they understand the funding criteria? • How many proposals were declined or referred to other initiatives? • Has the Victims Fund been administered efficiently? Are there any improvements needed? • Are the processes on fund awards transparent and fair? • To what extent have funded projects supported or enhanced provinces and territories' implementation of legislation, particularly <i>Criminal Code</i> provisions? • To what extent has the Victims' Fund promoted innovative and new approaches to meet the needs of victims of crime? • To what extent has the Victims' Fund contributed to the development and enhancement of victim services in the North, rural areas, and Aboriginal communities? • To what extent has the Victims' Fund provided emergency assistance to victims of crime with unusual or extreme hardship or for attendance at an early parole hearing? • Is the existence of the fund sufficiently well known among other orders of government and NGOs? • Are there sufficient resources to support the projects? • To what extent are projects funded sustainable? • To what extent have projects funded through the Victims Fund succeeded in leveraging funding from other sources? How are projects cost shared in most cases? 	<ul style="list-style-type: none"> • Number of projects funded under each component • Number of organizations funded under each component • Number of applications submitted (funded and not funded) • Number of projects funded jointly with other DOJ initiatives • Types of activities funded • Capacity of organizations funded • Geographical distribution • What types of organizations applied for funding • Level of satisfaction with assistance received 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Document review • Survey or interviews with provinces and territories • Survey of victim advocates • Survey of non-government organizations • Ongoing performance measures

Evaluation Framework for the Victims of Crime Initiative

Issues	Questions to examine	Indicators	Data Sources
5. Extent to which Victims of Crime Initiative assists provinces/ territories to implement <i>Criminal Code</i> amendments	<ul style="list-style-type: none"> • To what extent have activities conducted under the Victims of Crime Initiative facilitated provinces and territories' implementation of <i>Criminal Code</i> provisions? • What has been the role of consultations in facilitating the provinces and territories' implementation of the <i>Criminal Code</i> provisions? • To what extent has the Policy Centre for Victim Issues been able to benchmark the impacts of the provinces' and territories' implementation of <i>Criminal Code</i> provisions? • Is there an effective flow of information among stakeholders to support the Centre? • To what extent has the Centre assisted the exchange/flow of information? 	<ul style="list-style-type: none"> • Relevance of research to stakeholders • Changes in workload experienced by provinces and territories • Extent provinces and territories are meeting victims' demands • Satisfaction of FPTWG with information sharing 	<ul style="list-style-type: none"> • Survey or interviews with provinces and territories • Policy Centre benchmark research on the impacts of Bill C-79
Phase II – Summative evaluation (begins January 2004)			
6. Continued relevance and rationale for the Victims of Crime Initiative	<ul style="list-style-type: none"> • Has awareness of the victims' role in the criminal justice system increased since the Initiative was launched and the Policy Centre set up? • Is there continued need for the Victims of Crime Initiative? • What should be the future direction and focus of the Victims of Crime Initiative? • What should be the long-term role of the Policy Centre on Victims' Issues? 	<ul style="list-style-type: none"> • Perceptions of victims and victim advocates regarding awareness of: <ul style="list-style-type: none"> ○ Policy Centre ○ Statement of Canadian Basic Principles of Justice for Victims ○ Information available about the criminal justice system 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal representatives • Surveys of victims • Surveys of victim advocates • Survey of personnel working in the criminal justice system • Ongoing performance measures
7. Effectiveness of Victims of Crime Initiative in attaining its objectives	<ul style="list-style-type: none"> • How effective has the Policy Centre been in achieving its objectives? Has the Initiative met its objectives? • To what extent do victim advocates perceive that they have input into the development of policies and legislation directed to victims of crime? • How have funded projects contributed to the Policy Centre's policy development capacity? • To what extent has victims' confidence in the criminal justice system increased? That of the public? • To what extent has the policy and legislative capacity of government been enhanced? 	<ul style="list-style-type: none"> • Perceptions of the public regarding the criminal justice system • Perceptions of key informants 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Surveys of victims • Surveys of victim advocates • Survey of personnel working in the criminal justice system • Ongoing performance measures

Evaluation Framework for the Victims of Crime Initiative

Issues	Questions to examine	Indicators	Data Sources
8. Success of the Victims of Crime Initiative	<ul style="list-style-type: none"> • What have been the impacts of the Initiative on provinces and territories? On victims of crime? On victim advocates? Other departments involved in the criminal justice system? • Were there any unintended impacts (positive or negative)? • What has been the impact of the Initiative on provinces and territories' implementation of <i>Criminal Code</i> amendments? • To what extent has research monitored the impacts of <i>Criminal Code</i> amendments and shared the results with provinces and territories? • What has been the impact of implementing the <i>Canadian Statement of Basic Principles of Justice for Victims of Crime</i>? • What has been the impact of funded projects? • To what extent has funding helped non-government organizations to develop innovative approaches to helping victims of crime? • Has awareness of the role of victims in the criminal justice system increased (victims, public, criminal justice personnel)? • Is there improved capacity among NGOs to submit a proposal to fund innovative projects and victim services? 	<ul style="list-style-type: none"> • Changes in attitudes among criminal justice personnel • Increased awareness • Increase in innovative projects • Enhanced policy capacity • Data on impacts of <i>Criminal Code</i> amendments • Victims' perceptions of criminal justice system 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Survey or interviews with provinces and territories • Surveys of victims • Surveys of victim advocates • Survey of personnel working in the criminal justice system • Statistics Canada data • DOJ statistics • Literature review • Ongoing performance measures
9. Alternative ways to better meet the objectives set out in the Victims of Crime Initiative	<ul style="list-style-type: none"> • Are there any other ways to help increase victims' confidence in the criminal justice system? • Are there other ways to better meet the objectives set out in the Victims of Crime Initiative? • To what extent has the Policy Centre leveraged funds or support from other partners inside and outside the Department? • What difference have these relationships and linkages forged by the Policy Centre made in its ability to meet its objectives? What has been the impact on its partners? • Are there any best practices that should be shared? • What lessons learned stand out from the experience? • Are there more cost-effective ways of achieving the stated objectives of the Victims of Crime Initiative? • What are strengths and weaknesses of the Initiative? • What aspects of the Initiative need to be improved? 	<ul style="list-style-type: none"> • Alternative mechanisms to meet objectives 	<ul style="list-style-type: none"> • Key informant interviews with jurisdictions and federal departments • Survey or interviews with provinces and territories • Surveys of victims • Surveys of victim advocates • Survey of personnel working in the criminal justice system

4. EVALUATION APPROACH

The evaluation strategy for the Victims of Crime Initiative was established as part of its submission for funding. The evaluation strategy consists of three elements:

- *Formal evaluation* – The formal evaluation includes this evaluation framework, a mid-term evaluation, and a long-term evaluation.
- *Annual reporting and performance measurement* – An important element of the Initiative is developing ongoing monitoring of the performance of the Policy Centre. This information will feed into the overall formal evaluation of the Initiative. Performance measurement will be complemented by ongoing research into the extent to which progress has been made in implementing the Government's commitments in response to the Standing Committee report, *Victims' Rights - A Voice, Not a Veto*, particularly the *Criminal Code* amendments. The Policy Centre will report annually to central agencies and to Parliament via the Departmental Performance Report.
- *Sub-studies* – Several separate studies are planned and will feed into the formal evaluation and ongoing performance measurement. The sub-studies are benchmark studies that are used as a starting point or guide to measure the level of progress toward achieving the Initiative's objectives. A benchmark study can be a survey or a review of administrative data that provides baseline information that can later be followed up in part or as a whole to assess changes that occurred.
 - By the end of fiscal year 2000-01, there will be a small study to describe the context in which victims' services work within the criminal justice system in each jurisdiction. The intent of this study is to help better understand how each jurisdiction has been affected by the assistance provided by the Policy Centre. This piece will be useful for the short-term evaluation.
 - In 2001-02, there is to be a benchmark study to document the level of awareness among victims of crime and select key stakeholders about issues including: changes to the *Criminal Code*; the Canadian Statement of Basic Principles of Justice for Victims of Crime; victims' policy initiatives; results from funded research; and lessons learned from innovative interventions funded. In 2003-04, there will be a follow-up study to determine whether levels of awareness have changed.
 - Case studies are planned for 2003-04. These will include an in-depth analysis of select sites or funded projects. The intent is to identify best practices and lessons learned from the various approaches used, and how these respond to victims' needs.

Information collected from the latter two elements of the evaluation strategy will ultimately feed into the formal long-term evaluation.

4.1 Proposed Methodologies

There are several data collection methods that will provide sources of data for the formal evaluations. The intent is to select those that are most feasible at the time of the short-term and long-term evaluation.

- *Document review* – A document and file review is important to better understand the activities of the Initiative, funding processes, projects funded, and the types of organizations involved. The document review will rely primarily on data available from the Policy Centre. It is also important to review any annual reports produced. In the short term, this will include data on projects funded⁴, while in the longer term, it will include research conducted by the Policy Centre, the impact analysis of changes resulting from amendments to the *Criminal Code*, results of sub-studies, and other information collected by the Policy Centre as it becomes a clearinghouse of information.

Another important component of the document review will be to assess statistical information on crime and victims. The Department may want to consider using data from the current national survey of the public on victimization, to assess trends in perceptions regarding the treatment of victims of crime in the criminal justice system. Statistics Canada may also be useful.

- *Key informant interviews with jurisdictions and federal departments* – Key informant interviews with jurisdictions and federal departments often provide an in-depth understanding of how the Initiative works. The intent is to carry out about 40 interviews with selected stakeholders, including:
 - Policy Centre staff
 - Federal officials involved in related initiatives
 - Selected NGOs and victim advocate organizations
 - Evaluation Advisory Group

⁴ Letters of offer for grants and contribution agreements under the Victims Fund contain a specific provision requiring recipients to complete a standardized project report that focuses on documenting what happened as a result of the project.

For the mid-term evaluation, the intent is to obtain feedback on the progress made since the Initiative was launched in the spring of 2000. The mid-term evaluation may also develop recommendations (if required) for change. The idea is to examine the Initiative early in its life, so as to have an opportunity to refine it as soon as possible, if needed. Interviews will also be an important component of the long-term evaluation.

- *Surveys of provincial/territorial representatives* – It will be important to consult all representatives on the FPTWG, as well as others in each jurisdiction. Other individuals to contact might include policy makers or program representatives who are knowledgeable about victim services and Bill C-79, but who are not represented on the FPTWG.

Often, detailed program information can be better obtained through questionnaires than key informant interviews with jurisdictions and federal departments. We can present provincial/territorial representatives with a questionnaire to identify how they used the funding (whether they hired staff, which program area or problem they wanted to address). The survey will supplement information contained in project evaluations. We can also survey them about how the Policy Centre's funding has helped them. This would involve surveying about 35-40 officials across jurisdictions.

- *Surveys of victim advocates* – This survey will likely be conducted as part of the sub-study element of the evaluation strategy. The idea is to assess the level of awareness of non-government organizations.
- *Focus groups/consultations with victim organizations and victims they serve* – It is always a challenge to contact victims of crime in terms of respecting their privacy and avoiding re-victimization. However, it may be possible to consult with victims by working with provincial and territorial representatives. Staff in provinces and territories have developed a close and trusting relationship with victims and service providers. Provincial and territorial staff might approach victims willing to discuss their experience in a group discussion. Participation of the jurisdictions and victims would be voluntary. The discussions are intended to provide first hand knowledge of victims' awareness of the Initiative, as well as their satisfaction with the criminal justice system.
- *Survey of criminal justice personnel* – This survey will likely be conducted as part of the sub-study element of the evaluation strategy. It will assess the level of awareness of personnel working in various levels of the criminal justice system.

- *Case studies* – Case studies offer the opportunity to examine particular projects, partnerships, or initiatives in-depth, and to animate how the Initiative has worked in these cases. A case study provides details on the dynamics that occur among activities, and also offers the opportunity to explore best practices and lessons learned on what has and has not worked. Case studies can also improve stakeholders’ understanding of the diverse situations in which jurisdictions deliver services, which are affected by factors such as culture, the urban or rural nature of communities, or remoteness. It may be worthwhile to examine one or more projects from each component of the Victims’ Fund to describe innovative approaches to assist victims of crime. These case studies can be part of the sub-studies and the long-term evaluation.

4.2 Performance Measurement Strategy

Developing a performance measurement strategy for the Initiative requires measures of the direct impact of the Initiative and the legislative amendments. The key is to identify a few select indicators to collect on each of the component activities described in the logic model, which will help assess the key results committed to by the Policy Centre. The workshop identified some practical performance measures of interest to both the Policy Centre and the provinces and territories. Table 3 (next page) outlines a proposed data collection strategy, which includes measures of administrative processes and program impacts.

The data collection strategy is intended to be practical and not overburden the Policy Centre. The strategy also builds on the impacts identified in the logic model and the commitment to report key results to central agencies.

Table 3: Proposed data collection strategy for the Evaluation of the Victims of Crime Initiative		
Initiative activities	Performance measures	Evaluation Indicators
Coordination and integration	<ul style="list-style-type: none"> • Number of conferences / meetings • Joint activities/projects • Number of consultations • Support to Federal/Provincial/Territorial Working Group • Level of stakeholder involvement (constituencies, representation) • Calendar of events • Grants and contributions 	<ul style="list-style-type: none"> • Participant satisfaction (e.g., surveys, interviews)
Research and policy development	<ul style="list-style-type: none"> • Type and number of research (studies, issues, and regional representation) projects completed • Number of briefing notes • Number of position papers (e.g., Ministerial requests, demands of Central Agencies, public inquiries, and information for FPT partners) • Issues scanning • Consultations with stakeholders • Grants and contributions 	<ul style="list-style-type: none"> • Analysis of policy evolution (e.g., shifts or emphasis of FPT partners) • Stakeholder perceptions and satisfaction (e.g., interviews or surveys)
Communication and public legal education	<ul style="list-style-type: none"> • Type and number communication materials • Media monitoring (positive and negative representation, source, scope of stories) • Hits on the website (website analysis) • Tracking and distribution of materials (e.g., correspondence tracking) 	<ul style="list-style-type: none"> • Perceptions (e.g., public polling, survey of victims advocacy groups) of awareness and knowledge
Support to and from provinces and territories	<ul style="list-style-type: none"> • Type of activities funded • Type and number of projects funded • Type and number of stakeholders involved • Partnerships • Joint consultations • Support to FPT Working Group (e.g., financial, in-kind information) • Level of stakeholder involvement (constituencies, representation) • Grants and contributions 	<ul style="list-style-type: none"> • Perceptions of stakeholders (e.g., interviews or surveys)
Support to victim organizations and the victims they serve	<ul style="list-style-type: none"> • Direct funding (Section 745 and emergency assistance) • Type and number of projects funded • Type and number of stakeholders involved 	<ul style="list-style-type: none"> • Perceptions of increased awareness of victim organizations • Increased capacity of victim organizations (e.g., survey on developments in infrastructure or management expertise)

The research component of the Policy Centre will periodically examine performance measures that deal with the impacts of Bill C-79. The development of these performance measures will be done in cooperation with the provinces and territories. Future evaluation studies will use this information to help address questions about the success of the Initiative.

The workshop identified several performance measures of interest to both the federal and provincial/territorial governments. This includes satisfaction with the criminal justice system, which can be assessed through a range of indicators, such as:

- Perceptions of the change in demand for services
- Profile of the types of clients served
- Perceptions of victim organizations and victims they serve
- Impact of legislation and programs
- Victimization survey of the public
- Survey of victims

Most important will be to forge a consensus on what each jurisdiction is prepared to collect and share. Ultimately, the Policy Centre should attempt to develop information-sharing agreements among the FPTWG partners.

APPENDIX A

ADDITIONAL BACKGROUND INFORMATION ON VICTIM INITIATIVES

Table 4: Select events affecting victims of crime over the past three decades	
Year(s)	Event
1973-1992	<ul style="list-style-type: none"> • Federal government cost-sharing agreements on provincial/territorial criminal injuries compensation programs
1981-1983	<ul style="list-style-type: none"> • Federal-Provincial Task Force on Justice for Victims of Crime
1984	<ul style="list-style-type: none"> • Bill C-127 Amendments to the <i>Criminal Code</i> with respect to sexual assault and child abduction
1985	<ul style="list-style-type: none"> • United Nations Declaration of Basic Principles of Justice for Victims of Crime, co-sponsored and adopted by Canada
1987-1990	<ul style="list-style-type: none"> • Establishment of a Victim Assistance Fund by the Department of Justice to promote development of victim services in provinces and territories
1988	<ul style="list-style-type: none"> • Bill C-15 amendments to the <i>Criminal Code</i> to address child sexual abuse • Bill C-89, An Act to Amend the <i>Criminal Code</i> (Victims of Crime) • Endorsement of Canadian Statement of Basic Principles of Justice for Victims of Crime
1992	<ul style="list-style-type: none"> • Bill C-49, An Act to Amend the <i>Criminal Code</i> Sexual Offences
1995	<ul style="list-style-type: none"> • Bill C-41, An Act to Amend the <i>Criminal Code</i> (Sentencing) contained the first-ever objectives of sentencing focusing on victim reparation; required the Victim Impact Statement to be considered in sentencing and clarified the use of restitution as a sentence.
1996	<ul style="list-style-type: none"> • Randy White proposes House urge government to direct Standing Committee on Justice and Legal Affairs to proceed in drafting a victims' bill of rights • FPT Ministers responsible for criminal justice agree that Senior Officials should examine victim issues, including options to review victim surcharge, feasibility of a national strategy for victims, and better coordination of victim services • Bill C-46, An Act to Amend the <i>Criminal Code</i> Production of Records in Sexual Offence Proceedings
1997	<ul style="list-style-type: none"> • Report of FPTWG provides an overview of current programs and services and recommends action, including specific <i>Criminal Code</i> amendments and identified need for federal leadership to promote further improvements • Bill C-294 (private member's bill) proposed "victim rights" amendments to the <i>Criminal Code</i> • Standing Committee on Justice and Legal Affairs considered Motion 168 and submitted Twelfth Report to House of Commons recommending consultations on issue of a victim bill of rights, funding victim issues, the need for legislation, service delivery, and related issues • Victims sue Ontario Government for a declaration that their rights were violated and challenged constitutionality of Ontario's Victim's Bill of Rights
1998	<ul style="list-style-type: none"> • Standing Committee on Justice and Human Rights launches a comprehensive review of victims' role in the criminal justice system • Release of report <i>Victims' Rights - A Voice, Not a Veto</i> • Government released a formal response • Cabinet approves the Victims of Crime Initiative
1999	<ul style="list-style-type: none"> • Amendments to the <i>Criminal Code</i> are tabled in April and come into effect in December • Policy Centre for Victim Issues established within Department of Justice

2000	<ul style="list-style-type: none"> • Policy Centre for Victim Issues receives funding for its activities and the Victims Fund • Sub-committee on Corrections and Conditional Release Act of the Standing Committee on Justice and Human Rights examines recommendations dealing with sentencing. • Response to the Report of the Sub-Committee on <i>Corrections and Conditional Release Act</i> of the Standing Committee on Justice and Human Rights: A Work in Progress: The Corrections and Conditional Release Act
<p>Source: Briefing materials, website, and documentation provided by Policy Centre for Victim Issues.</p>	

Table 5: <i>Criminal Code</i> Amendments Recommended by the Standing Committee on Justice and Human Rights in December 1998
<ul style="list-style-type: none"> • Mandatory minimum victim fine surcharge automatically imposed and to be paid to the victim assistance fund; preservation of undue hardship exemption; rename “victim surcharge” • Clarify that court clerk to provide copies of a victim impact statement to accused after determination of guilt (s. 722.1); clarify contents of a victim impact statement • Require sentencing judge to inquire whether victim has been advised of opportunity to prepare a victim impact statement; permit an adjournment for that purpose • Authorize receipt of oral victim impact statements according to judge’s discretion (amend s. 722(2) or 722(3)) • Expand protections against personal cross-examination by accused s. 486(2.3) to witnesses under the age of 18 (from age 14); consequential amendment to s. 486 (1.1) • Require judge or justice (or police) to consider the victim’s safety concerns in determinations of judicial interim release • Expand protection in s. 486 (1.2) to permit a support person to accompany a witness or victim • Provide a definition of victim for purposes of relevant <u>Code</u> sections, if necessary • Codify court’s discretion to impose a publication ban on identity of a broader range of victims and witnesses in accordance with the Charter • Include a preamble to amending act to reiterate relevant parts of Canadian Statement of Basic Principles of Justice for Victims of Crime • Permit court or Review Board to consider a victim impact statement at time of initial disposition for mentally disordered accused • Require judge, when sentencing an accused to imprisonment for life, to make a statement in open court regarding operation of s. 745.6 regarding parole eligibility • Specifically permit court to receive oral submissions from victim at early parole eligibility hearings