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Ministère de Justice
Canada

EVALUATION DOCUMENT

EVALUATION FRAMEWORK OF THE VICTIMS OF CRIME INITIATIVE

Summary

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**Evaluation Division
Policy Integration and Coordination Section**

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1. INTRODUCTION

In approving resources for the Victims of Crime Initiative, the Department of Justice was requested to submit an evaluation framework and performance measurement strategy as a condition of funding for the remaining four years of the initiative (2001-2002 to 2004-2005). In response to this requirement, the Evaluation Division worked closely with the Policy Centre for Victim Issues and the Evaluation Advisory Group (EAG)¹ throughout the preparation of the framework. This report summarizes the evaluation framework, which is also available as a technical document.

2. BACKGROUND

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) that 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 the Victims of Crime Initiative.

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 Fund has been established to assist provinces and territories in implementing legislative changes and to help

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.

non-government organizations (NGOs) develop and expand innovative approaches to deliver victim services. In exceptional circumstances, the Fund also provides direct support to victims or to surviving family members.² The Victims Fund has a total of \$9.6M in grants and contributions funding over the five-year period.

In establishing the Policy Centre for Victim Issues, the federal government recognized the constitutional division of powers regarding the criminal justice system in Canada. 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. And it is for these reasons that the Policy Centre has strongly encouraged and facilitated the involvement of the jurisdictions in the evaluation of the Initiative.

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.

² The purpose of this financial assistance is to provide emergency assistance to victims or surviving family members faced with unusual hardship (at the discretion of the Director of the Policy Centre for Victim Issues) and to provide assistance to surviving family members of homicide victims to attend early parole eligibility hearings. A total of \$175,000 per annum is available for this form of assistance.

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

3.1 Delivery structure of the Initiative

The Policy Centre represents 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, and 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. External staff work in specialized areas such as research, funding and evaluation.³ 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.

4. ACCOUNTABILITY FOR RESULTS

The key results, or long-term outcomes of this Initiative are:

- 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.

³ 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.

While accountability for the Victims of Crime Initiative rests with the Director of the Policy Centre for Victim Issues, it is important to note that the capacity of the Policy Centre to achieve its objectives will be influenced by the other stakeholders involved. Results can occur, or alternatively fail to occur, because of the activities and policies of other levels of government, partners and victims of crime stakeholders.

5. PROPOSED EVALUATION STRATEGY

The evaluation strategy consists of formal program evaluation, annual reporting and performance measurement, and sub-studies that are designed to complement the previous two components. The mid-term evaluation will be conducted between December 2001 and May 2002, and the summative evaluation, between January 2004 and July 2004.

5.1 Formal Program Evaluation

5.1.1 Mid-term Evaluation

At the time of the mid-term evaluation, it will still be too early to observe many impacts of the Initiative.⁴ 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 mid-term will also examine the capacity of the performance measurement strategy and associated data collection practices to support the ongoing monitoring and management of the Victims of Crime Initiative.

⁴ 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 some of the mid-term issues later in 2002 would produce more information, but it would then be too late to examine these issues as part of the summative evaluation.

5.1.2 Summative Evaluation

The summative 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.

5.2 Annual Reporting and Performance Measurement

An important element of the Initiative is the 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.

In February 2001, the EAG participated in a one-day workshop on performance measurement. This workshop identified some practical performance measures of interest to both the Policy Centre and to the provinces and territories. The data collection strategy is intended to be practical and not to overburden the Policy Centre. The strategy also builds on the impacts identified in the logic model and the commitment to report on key results to central agencies. The framework and performance measures will be presented and confirmed by the Federal/Provincial/Territorial Working Group on Victims of Crime as a whole, at their April 2001 meeting.

5.3 Sub-studies

Several separate studies are planned that will feed into the formal evaluation and ongoing performance measurement. The framework proposed the following studies:

- By the end of fiscal year 2000-01, a study to describe the context in which victims' services work within the criminal justice system in each jurisdiction will conclude. The intent of this study is to help better understand how each jurisdiction has been affected by the assistance provided by the Policy Centre.

- In 2001-02, a benchmark study will be undertaken 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 these 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.

APPENDIX A

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"> • 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"> • Department of Justice • 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 	<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"> • Victim service providers • 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

APPENDIX B

Evaluation Framework of 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 of 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 meetings 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 of 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 of 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