



Department of Justice  
Canada

## **EVALUATION DOCUMENT**

### **NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION, PHASE II**

#### **Evaluation Framework Technical Report**

**May 1999**

**Evaluation Division  
Policy Integration and Coordination Section**

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# 1. INTRODUCTION

## 1.1 Introduction

In approving resources for the Phase II of the National Strategy on Community Safety and Crime Prevention, the Government required that the Department of Justice submit an evaluation framework as a condition of continued funding for the remaining four years of the Strategy (1999-2000 to 2002-2003). In response to this requirement, the Evaluation Division worked closely with the National Crime Prevention Centre (NCPC) staff and senior management in preparing this evaluation framework. The objectives of the evaluation framework are to:

- describe the objectives of the National Strategy, activities and outputs and expected outcomes;
- explain each of the three components of the National Strategy and how each contributes to the achievement of the objectives;
- identify the principal evaluation issues which should be addressed during the evaluation of the Strategy;
- identify the evaluation indicators for each issue and assess data requirements to support analysis of these indicators; and
- outline the evaluation work, which will be undertaken throughout the five years of the Strategy.

## 1.2 Background

In May 1994, the Cabinet approved a five-year initiative called the National Strategy on Community Safety and Crime Prevention. This strategy, which represented a significant component of the government's *Safe Homes, Safe Streets* commitment to crime prevention, provided the framework for the coordination of federal activities, federal-provincial-territorial cooperation and crime prevention activities within the Department of Justice and the Ministry of the Solicitor General (RCMP). These activities included:

- the coordination of federal, provincial and territorial crime prevention activities;
- the development of crime prevention tools for communities;
- the delivery of workshops aimed at preventing crime;
- the funding of projects;
- the development of enhanced electronic communications networks;
- the support for research on education as a crime prevention strategy for youth; and
- the provision of advice to all levels of government and to communities regarding crime prevention issues and activities.

As part of this strategy, the National Crime Prevention Council of Canada was created, in July 1994. During its three-year mandate, the Council concentrated its activities on supporting children and youth and the social development approach to crime prevention.<sup>1</sup> The Department of Justice, in cooperation with the RCMP, concluded the summative evaluation of the first phase of the strategy in December 1998.

A national crime prevention strategy remains key to the government's *Safe Communities* plan. Long before the first phase of the Strategy was due to end in March 1999, the federal government clearly signalled its support and renewed commitment for a crime prevention strategy. Building on the earlier program, Phase II of the National Strategy on Community Safety and Crime Prevention was launched on June 2, 1998.

The new strategy is comprised of the NCPC, a Safer Communities Initiative and a Promotion and Public Education Program. The Safer Communities Initiative is designed to assist Canadians to undertake crime prevention activities in their communities. The following priority groups have been established for the National Strategy:

- investing in children (and their families);<sup>2</sup>
- investing in youth (and their families);

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<sup>1</sup> A social development approach to crime prevention supports activities and programs focused on responding to the root causes of crime and victimization rather than the symptoms of these problems. Simply stated, the social development approach focuses on: “[p]rograms aimed at reducing the number of potential offenders by addressing the social and economic factors which cause crime...These include measures like early childhood education, parental skills training, literacy programs, and youth employment programs.” (Prairie Research Associates Inc., Building a Safer Canada: A Community-Based Crime Prevention Manual, Ottawa: Supply and Services Canada (JUS-694), 1996.

<sup>2</sup> The NCPC literature lists the priority groups as children and youth. However, the National Steering Committee feels that priority should be placed on children and youth in their family contexts. Moreover, the Committee feels that community safety, criminal justice and other innovative projects that may be aimed at other vulnerable groups, should also be supported under the National Strategy.

- investing in Aboriginal people and communities; and
- investing in women's personal security.

The Safer Communities Initiative includes the following elements: the Community Mobilization Program, the Crime Prevention Investment Fund, the Crime Prevention Partnership Program and the Business Action Program on Crime Prevention. The NCPC is located within the Department of Justice and has the responsibility to implement the National Strategy in partnership with the Ministry of the Solicitor General. While the National Strategy is intended to be ongoing, the Government has allocated \$32M for Phase II of the National Strategy over each of five years between 1998 and 2003.

### **1.3 The Federal Partners**

#### **1.3.1 Department of Justice**

The National Strategy is a federal interdepartmental initiative between the Department of Justice and the Ministry of the Solicitor General. The lead department is the Department of Justice.

The objective of the Department of Justice is to:

- provide the Government of Canada and federal departments and agencies with high-quality legal services;
- have superintendence of all matters connected with the administration of justice in Canada which are not within provincial or territorial jurisdiction; and
- propose policy and program initiatives in this context with a view to ensuring that Canada is a fair, just and law-abiding society with an accessible, equitable, efficient and effective system of justice.<sup>3</sup>

It is toward the achievement of this third objective that the National Strategy on Community Safety and Crime Prevention, Phase II is working.

#### **1.3.2 Ministry of the Solicitor General**

The Ministry of the Solicitor General is responsible within the Government of Canada for policing and law enforcement (including Aboriginal policing), national security, corrections and conditional release. The Department, Ministry Agencies and Review Bodies each contribute, specifically and collectively, to the protection of the public and to the maintenance of a just, peaceful and safe society.<sup>4</sup> The Department has three strategic priorities: public safety, effective corrections and organized crime that support the Government's *Safe Homes, Safe Streets* policy agenda.<sup>5</sup> The National Strategy clearly falls within the first strategic priority.

### 1.3.3 Other Federal Initiatives

The NCPC is currently reviewing other federal initiatives that may have an impact upon the four priority groups identified in the National Strategy.<sup>6</sup> The purpose of this exercise is to develop close ties with those federal departments that are operating these programs and to ensure that the crime prevention work supported under the National Strategy complements the work supported by each of these departments.

## 1.4 Methodology

This report is based on a review of departmental documents and submissions to central agencies; NCPC files and documentation, including the website; and interviews with NCPC staff. An Evaluation Advisory Group (EAG)<sup>7</sup> has been established to provide the Evaluation Division with ongoing advice throughout the development and refinement of various aspects of this framework. Moreover, the EAG will be very active in developing the performance measures for the National Strategy.

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<sup>3</sup> Department of Justice, *1998-1999 Main Estimates, Part III A Report on Plans and Priorities*, p.5 ([http://canada.justice.gc.ca/Presentation/index\\_en.html](http://canada.justice.gc.ca/Presentation/index_en.html)).

<sup>4</sup> Ministry of the Solicitor General, *1998-1999 Main Estimates, Part III A Report on Plans and Priorities*, p.5 (<http://www.sgc.gc.ca/epub/othpub/e199899Estimates/e199899Estimates.htm>)

<sup>5</sup> *Ibid.*, p. 9.

<sup>6</sup> They include: Youth Justice Renewal Strategy, National Children's Agenda, Community Action Plan for Children, Canada Prenatal Nutrition Program, Youth Employment Strategy, Millennium Scholarship Fund, Action Plan on Gender Equality, Family Violence Initiative, Gathering Strength: Canada's Aboriginal Action Plan, Aboriginal Justice Initiative, First Nations Policing Policy, Aboriginal Head Start.

<sup>7</sup> The EAG is comprised of the following: National Liaison Coordinator, Director, Research and Evaluation, Director, Policy and Coordination, Director, Promotion and Public Education, Senior Communications Advisor, a representative from the Ministry of the Solicitor General and from the Department of Justice Evaluation Division.

## **1.5 Organization of the Report**

Chapter 2 presents the component profile for the National Strategy which describes the linkages between the activities undertaken in each of the four program components and the expected outcomes or impacts of the National Strategy. This information is summarized in the logic model. The component profile also describes the National Strategy in terms of its organizational linkages. Chapter 3 presents the principal evaluation issues which could be addressed during the evaluation of the National Strategy proposes evaluation indicators for each issue and outlines the data requirements to support analysis of these indicators. The final chapter describes the evaluation approach recommended by the Evaluation Division.



## **2. COMPONENT PROFILE**

### **2.1 Introduction to the Component Profile**

This chapter presents the component profile for the National Strategy. An evaluation component profile serves as a mechanism for reviewing the rationale and logic of a program and provides the basis for future evaluation activity. The component profile identifies the principal activities supported by a program, how each of these activities produces particular outputs and impacts which in turn, support the achievement of the program's objectives. The component profile also examines the organizational structure of the program and describes the linkages between the various program elements.

### **2.2 Overview of the National Strategy**

The overall goal of the National Strategy is safer communities in Canada. The fundamental premise of the National Strategy is that to be effective, solutions to crime and victimization must be community-based and involve broad partnerships. The Department of Justice and the Ministry of the Solicitor General recognize that there are limits to the criminal justice system's ability to prevent crime and that the enforcement, courts and corrections approach should be balanced with a social development approach that attempts to deal with the root causes of crime and victimization. Through the development of strategic partnerships with other federal government departments, provincial and territorial governments, municipalities, non-governmental organizations (NGOs), associations, communities and the private sector, the aim of the National Strategy is to equip Canadians with the knowledge, skills and resources they need to advance crime prevention efforts in their communities.

Under the National Strategy, support is provided to communities through grants and contribution funding;<sup>8</sup> the development and distribution of crime prevention information and tools;

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<sup>8</sup> Grants and contributions are referred to as "discretionary" funding which means that the Minister has the discretion to approve or to not approve the funding. As well, discretionary funding has a special vote by Cabinet and appears in the Estimates as Vote

coordination of crime prevention-related activities between levels of government; partnership development; crime prevention research and policy development; and community outreach activities.

### **2.2.1 Objectives of the National Strategy**

The objectives of the National Strategy are to:

- promote integrated action of key partners to reduce crime and victimization;
- develop and implement community - based solutions to problems that contribute to crime and victimization, particularly as they affect children, youth, women and Aboriginal persons;
- increase public awareness and support for effective approaches to crime prevention.

### **2.3 Funded Elements of Strategy**

The National Strategy is comprised of three major program elements: the NCPC, the Safer Communities Initiative and the Public Education Program. Each is described below.

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5. In the Department of Justice, grants have been used as a means to develop partnerships, stimulate research and consultation, policy development and implementation and program development and delivery. Contribution funding has been used not only to assist in the development of policy but also to support experimentation and innovation with a view to developing new knowledge, managing risk, marketing and promotion, and community development.

Grants and contributions differ in several respects:

- contributions are conditional payments subject to audit whereas grants are not subject to audit;
- contributions require an arrangement between the recipient and the donor identifying the terms and conditions governing their payment which grants do not;
- wording used in the Estimates to describe a grant has a legislative character, whereas that used for contributions and other transfer payments is informational.

Grants may be awarded to eligible groups where a project meets all program requirements and the Government can be assured that a project can be implemented successfully (ensuring that accountability and control considerations have been addressed). As a rule, contribution funding is used where there is greater need for accountability and control. In theory, when the Government approves a grant or contribution, it cannot demand goods or services in return. In practice, grant and contribution agreements usually specify conditions such as progress payments that are contingent upon the receipt of progress reports, final reports, and project evaluation reports. Since grants are not subject to audit, the financial reporting requirements for receiving grant payments are less rigorous and hence more expeditious than for contribution agreements. Responsibility for project implementation rests with the grant or contribution recipients. Although the Government is not directly responsible for project implementation, it does monitor projects and provide ongoing advice as required. This reduces the need for a large Government infrastructure to manage projects. For a more detailed discussion of grants and contributions funding, refer to Department of Justice Evaluation Division, Grants and Contributions Evaluation Framework, 1998.

### **2.3.1 The NCPC**

The NCPC, headed by an Executive Director, is responsible for the overall management of the National Strategy including the administration of the funding programs, strategic research and project evaluation, Federal/Provincial/Territorial liaison, federal government coordination and serves as the crime prevention policy centre within the federal government. The NCPC is situated within the Policy Sector of the Department of Justice and operates as a separate organizational unit with its own funds administration and related support activities (such as: communications, promotion and public education, strategic research and project evaluation, policy analysis and development and coordination).

### **2.3.2 The Safer Communities Initiative**

The second element of the Strategy - the Safer Communities Initiative - consists of four grant and contribution funding programs: the Community Mobilization Program, the Crime Prevention Investment Fund, the Crime Prevention Partnership Program and the Business Action Program on Crime Prevention. These four programs provide financial support to communities and organizations to develop, implement and evaluate crime prevention models.

### **2.3.3 The Community Mobilization Program**

The Community Mobilization Program is the largest of the four funds and provides modest grants to community-based organizations to support planning, assessment of community needs; outreach activities, conferences and seminars, public awareness, educational activities and resource materials; consensus building; network and coalition building; and training.<sup>9</sup> This program is the primary vehicle for supporting community involvement in crime prevention. Most communities interested in developing or implementing crime prevention projects would apply to the Community Mobilization Program.

The Community Mobilization Program is based on a problem-solving approach to crime prevention, with a strong community focus.<sup>10</sup> It is premised upon the notion that community organizations are in the best position to identify and to develop responses to the needs of their

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<sup>9</sup> National Crime Prevention Centre, 1998, Community Mobilization Program Access Guide, p.5 (<http://www.crime-prevention.org/english/national/access.html>).

<sup>10</sup> In the National Strategy, the word community can be used to refer either to a geographic location or to a community of interest.

diverse populations and specific crime situations. Since most crime prevention issues touch on the policy and program areas of a number of government departments and non-governmental agencies, the program actively encourages the development of multi-sectoral partnerships, particularly among non-traditional crime prevention groups. The program promotes the dissemination of “lessons learned” within the community and more broadly to communities with similar crime prevention concerns. Resources are provided, as in all Strategy-funded projects, to get communities started. This program is not intended to provide ongoing funding, capital funding or to replace provincial funding.

### **2.3.4 The Crime Prevention Investment Fund**

The Crime Prevention Investment Fund provides contributions to implement and evaluate comprehensive community-based crime prevention initiatives that focus on high need, low resource communities. The fund facilitates the replication of successful models and greater sharing and development of programs across Canada at selected demonstration sites. It serves as the primary vehicle for demonstrating and gathering evidence on the effectiveness and cost benefits of specific community safety activities. Priority is given to projects that focus on:

- the root causes of crime;
- children and their families, youth and their families and community safety (in addition to the other priority groups);
- a broad approach to crime prevention and related partnerships which include: economic development, health, social services, education and criminal justice agencies;
- innovation;
- maximizing local contributions (including in-kind support) and other sources of funding;
- avoiding duplication.<sup>11</sup>

### **2.3.5 The Crime Prevention Partnership Program**

Communities require tools, information and resources in order to be involved in all phases of crime prevention. The Crime Prevention Partnership Program provides grants and contributions to support the active involvement of NGOs in the pursuit of more effective community-based

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<sup>11</sup> National Crime Prevention Centre, (1999), Crime Prevention Investment Fund Access Guide, p.6.(<http://www.crime-prevention.org/english/national/access.html>).

crime prevention activities. This program is designed to take advantage of existing NGO organizational networks to meet these needs. Organizations, often representing specific disciplines such as teachers, police and health professionals, receive funding to develop crime prevention tools and to distribute these tools to communities and through their memberships. This program will also provide support for the ongoing work of the Canadian-based International Centre for the Prevention of Crime for three years to facilitate the development of a long term funding approach.

### **2.3.6 The Business Action Program on Crime Prevention**

Unlike the other funded elements, the Business Action Program on Crime Prevention is targeted specifically to the professional and business sectors because they invest significant resources in crime prevention. The purpose of the program is to encourage the business and professional communities to become more involved in making Canadian communities safer. The program will support programs to raise awareness about various approaches to crime prevention crime, (including both traditional<sup>12</sup> and social development approaches) and to reduce the fear of crime. More specifically, the types of activities which can be supported under this program include: industry support or involvement in specific crime prevention projects, workplace volunteerism, applying business knowledge to community activities (especially within the Community Mobilization Program), and encouraging business to incorporate crime prevention as a focus in their organizations. This program is made up of three organizational elements: the Business Alliance on Crime Prevention, an advisory body made up of active corporate leaders; a grant funding program (starting in FY1999-2000)<sup>13</sup>, and a mini-Secretariat which will administer the funding program and provide support to the Business Alliance.

### **2.3.7 Promotion and Public Education Program**

The purpose of the Promotion and Public Education Program is to help dispel the myths and to increase awareness and knowledge about crime and victimization and effective responses to them. As well, the program will encourage Canadians to be active in creating a safer environment for themselves, their families and their neighbours through a variety of media. As

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<sup>12</sup> This can include such approaches as target hardening, opportunity reduction, environmental crime prevention and place crime prevention.

<sup>13</sup> Businesses are ineligible for funding under this program. However, non-profit organizations that represent these businesses are eligible for funding.

the National Strategy matures and several projects have been funded, this program will support the dissemination of “lessons learned” to the various communities across Canada.

## 2.4 Resources

Table 1 shows the distribution of resources (annual and five-year totals) for each of the funded elements of the National Strategy, the type of funding provided and the maximum funding allowable per project per year. Vote 1 funds are designated for operations and maintenance costs (O&M) while Vote 5 funds are used for grants and contributions. The start-up organization of the NCPC called for 29 Full-time Equivalents (FTEs). This resource level is currently under review by the NCPC now that all components of the National Strategy are operational.

<b>TABLE 1: DISTRIBUTION OF RESOURCES TO FUNDED ELEMENTS OF THE NATIONAL STRATEGY 1998-2003</b>					
<b>Funded Element (Annual Allocation)</b>	<b>Type of Funding</b>	<b>Maximum Funding per Year</b>	<b>Total Vote 1 \$M</b>	<b>Total Vote 5 \$M</b>	<b>FTEs</b>
<b>NCPC (\$2.2M)</b>			11.0		23
<b>Safer Communities Initiative (\$28.8M)</b>					
Community Mobilization (\$17M)	Grant	\$50,000 per project	5.58	79.4	
Investment Fund (\$7.5M)	Contribution	\$500,000 per project	3.7	33.8	
Partnership Program (\$2.3M)	Grant or Contribution	\$200,000 per project	1.18	10.3	
Business Action Program on Crime Prevention (\$2.0M)*	Grant	\$100,000 per project	2.54	7.5	4
<b>Promotion and Public Education Program (\$1M)</b>			5.0		2
<b>TOTAL (\$32M)</b>			<b>29.0</b>	<b>131.0</b>	<b>29</b>
* NOTE: Because of delayed start-up, Business Action Program on Crime Prevention funds have been re-profiled to be spent over four years (FY 1999-2000 to 2002-2003) except for \$.25M spent in FY 1998-99.					

## 2.5 Organization Structure

The National Strategy organization structure institutionalizes the principles of partnership and coordination through the use of advisory committees and panels of stakeholders which are

representative of a broad range of interests. As well, the structure promotes a multidisciplinary approach in that it integrates a number of functions and areas of professional expertise into one organization and dedicates specific resources to each function.

### **2.5.1 External Links to the NCPC**

The external organization structure includes the linkages between the NCPC and the Minister of Justice, the Solicitor General of Canada and to other key partners in the Strategy such as the provinces and territories, other federal departments, communities, professional groups and the private sector.

Overall responsibility for the National Strategy rests with the two Ministers, with the Minister of Justice having lead responsibility. The National Chair, an Order-in-Council appointee, is responsible for promoting crime prevention both nationally and internationally. The National Chair reports to the Minister of Justice and the Solicitor General and chairs the National Steering Committee. This Committee is made up of 13 members including: the federal Deputy Minister of Justice and the Deputy Solicitor General, two provincial/territorial Deputy Ministers, two community/municipal representatives, four crime prevention specialists, one representative of the private sector and the Executive Director, NCPC. The National Steering Committee through the National Chair is responsible for providing advice to the two federal Ministers on the overall direction for the National Strategy. The National Chair also co-chairs the Business Alliance and provides the point of contact between the National Steering Committee and this advisory group. The Terms of Reference of the National Steering Committee is provided in Appendix A.

A number of committees and advisory groups provide advice to the NCPC. They include: the Joint Management Committees (JMCs), the Federal/Provincial/ Territorial Working Group,<sup>14</sup> the Interdepartmental Working Group,<sup>15</sup> Panels of Stakeholders, and the Business Alliance on Crime Prevention. These committees are also vehicles for information sharing, coordination, and advice on future directions and promotion of community safety. Both the Federal/Provincial/Territorial and Interdepartmental Working Groups have been in place during both phases of the National Strategy. The External Project Review Committee is made up of community practitioners, academics, subject matter specialists, and federal and provincial government partners who review Partnership Program and Investment Fund projects.

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<sup>14</sup> The full title of this working group is the Federal/Provincial/Territorial Working Group on Community Safety and Crime Prevention.

<sup>15</sup> The full title of this working group is the Interdepartmental Working Group on Community Safety and Crime Prevention.

JMCs are made up of representatives of provincial/ territorial governments and communities. JMCs work with the Regional Liaison Consultant to co-manage Community Mobilization Program in their jurisdiction. In addition, JMCs identify local crime prevention needs and gaps, develop funding criteria when required, review and recommend<sup>16</sup> funding applications, and play a role in monitoring the progress of the funded projects.

Federal/Provincial/Territorial Working Group members serve as co-chairs of the JMCs for the Community Mobilization Program in most instances and act as members of the External Project Review Committee for the Crime Prevention Partnership Program and the Crime Prevention Investment Fund. As in the earlier phase of the National Strategy, they continue to serve as a network to share information about crime prevention and to encourage public support for crime prevention in their provinces. The Federal/Provincial/ Territorial Working Group reports to and supports the Federal/Provincial/ Territorial Deputy Ministers and Ministers responsible for Justice. The mandate for the Federal/Provincial/ Territorial Working Group is provided in Appendix B.

The role of the Interdepartmental Working Group is currently under review. However, its purpose is to provide the NCPC with a forum in which to inform the federal departments that share policy and program responsibilities that have an impact on crime prevention, about the ongoing and planned crime prevention initiatives being undertaken as part of the National Strategy. It also provides the means to coordinate, where possible, with work that is being supported by these other departments in related areas (such as family violence and youth employment). The Terms of Reference of the Interdepartmental Working Group is provided in Appendix C.

Panels of Stakeholders have been created in the area of police, criminal justice associations, social development experts and municipalities and plans are underway to develop others to focus on issues related to Aboriginal persons, women and youth. The role of each panel is to provide advice and expertise to the NCPC and to provide a forum for two-way communication on topics of shared interest. The description of Panels of Stakeholders is provided in Appendix D.

The role of the Business Alliance is to develop strategies to promote business and voluntary sector partnerships across Canada, review grant proposals, identify gaps, solicit proposals and to recommend for Ministerial approval, major crime prevention activities sponsored by national

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<sup>16</sup> Only the Minister of Justice and Solicitor General of Canada can approve funding.



business associations. The membership is made up of business leaders with crime prevention and fund-raising expertise, the Executive Director, NCPC (ex officio member) and is co-chaired by the National Chair and by a member of the Alliance selected by the Minister of Justice and the Solicitor General. The Terms of Reference of the Business Alliance on Crime Prevention is provided in Appendix E.

### **2.5.2 The Organization of the NCPC**

Figure 1 shows the organization structure of the NCPC and those positions which report directly to the Executive Director, and the two Directors General. The Executive Director, NCPC is responsible for the overall management of the Strategy and is accountable for its success. The Executive Director reports directly to the Deputy Minister of Justice, with a functional reporting relationship to the Deputy Solicitor General. As crime prevention represents a significant component of the Department of Justice policy agenda, the NCPC is situated within the Department of Justice Policy Sector and in this context, there is a reporting relationship between the Executive Director and the Senior Assistant Deputy Minister, Policy. The Executive Director provides support to the National Chair and to the National Steering Committee. The Executive Director is responsible for the management of the Safer Communities Initiative, for ensuring the continued cross-government support for crime prevention and for ensuring the coordination within the Department of Justice, between federal departments, provinces/ territories, private sector and other stakeholders in the National Strategy.

The Director General, Program Development and Delivery, the Director General, Policy, Information, Coordination, Research and Evaluation (PICRE), the Senior Counsel, the Senior Communications Advisor <sup>17</sup>and the Director, Operations Administration all report directly to the Executive Director. The role of the Senior Counsel is to examine the funding and programming priorities of the Department of Justice, Ministry of the Solicitor General and other federal government departments to determine the most appropriate niche for the NCPC, given limited resources and the need to be assured that programs are not being duplicated. This work is particularly germane in areas such as youth justice and healthy families where several departments share responsibilities. In time, these same issues will be explored at the provincial level as well. The Senior Communications Advisor is responsible for managing all NCPC communications activities that involve federal Ministers and Members of Parliament. The

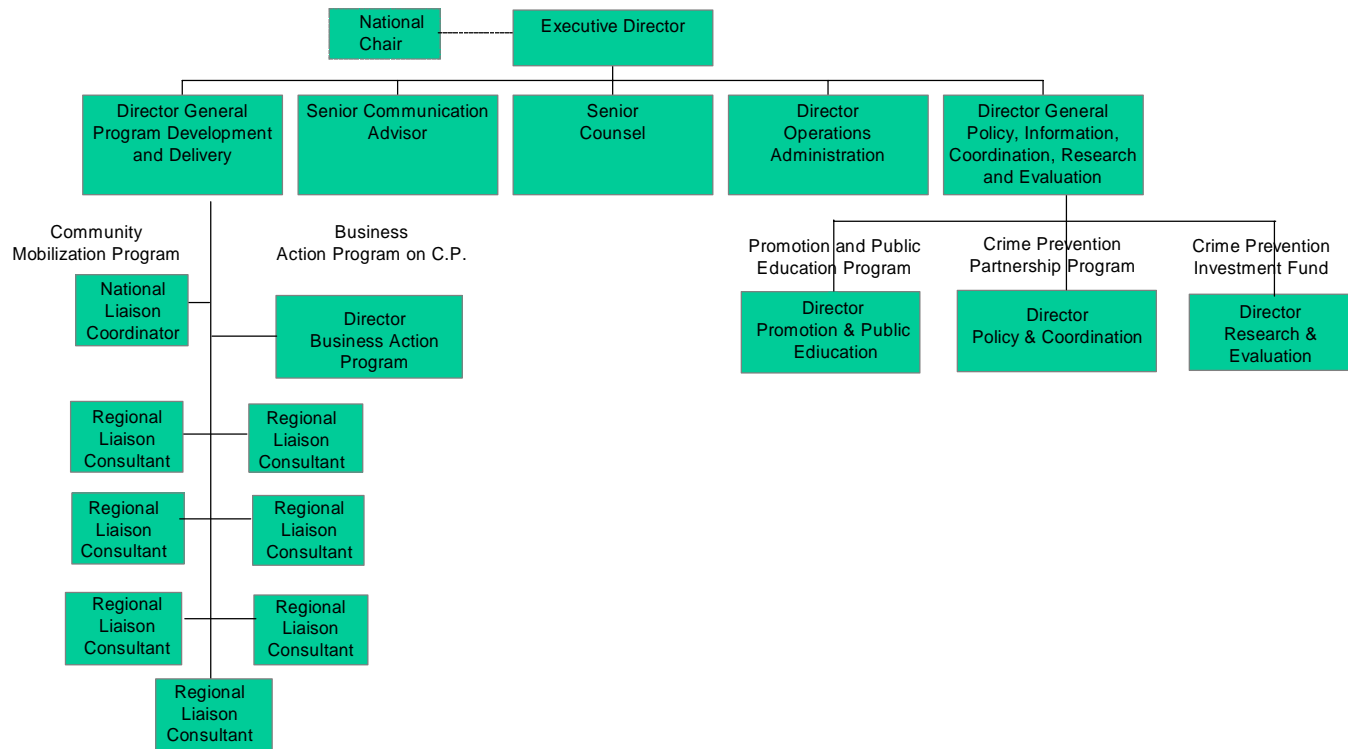
Director, Operations Administration is responsible for all matters related to the operational planning and administration of the NCPC and its programs.

The Director General, Program Development and Delivery is responsible for managing the Community Mobilization Program and the Business Action Program on Crime Prevention. The Director, Business Action Program on Crime Prevention, the National Liaison Coordinator and seven Regional Liaison Consultants report directly to this position. The Business Action Program on Crime Prevention is located in Toronto where its physical separation from the NCPC offices serves to underscore its private sector focus. The Director and three supporting positions administer the Fund and provide secretariat assistance to the Business Alliance.

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<sup>17</sup> In the original organization of the National Strategy, the Senior Communications Advisor, reported through the Director, Promotion and Public Education to the Director General, PICRE. The reporting relationship was moved to the Executive Director, NCPC to highlight the importance of communications issues.

Figure 1  
 NATIONAL CRIME PREVENTION CENTRE  
 ORGANIZATION CHART



The National Liaison Coordinator provides the Community Mobilization Program point of contact with all other NCPC funding programs and with such advisory bodies as the Federal/Provincial/Territorial Working Group, the Interdepartmental Working Group, the Business Alliance and the National Steering Committee. Another role of the National Liaison Coordinator is to ensure activities funded under the Community Mobilization Program do not duplicate those funded or under consideration in other NCPC programs. This position provides the link between NCPC programs and policy.

Regional Liaison Consultants are responsible for undertaking community outreach activities in their region, reviewing proposals, monitoring projects and co-chairing the JMCs with the Federal/Provincial/Territorial Working Group member. In addition to these responsibilities, each Regional Liaison Consultant has responsibility for subject matter expertise in a number of areas such as: family violence, disability issues, literacy and youth. Most Regional Liaison Consultants work and live in the regions, as do the contracted Community Coordinators who support them. The Community Coordinators or field consultants, report to both the Regional Liaison Consultant and the JMCs in their jurisdiction,<sup>18</sup> which emphasizes the level of joint planning and decision-making that exists between the NCPC and the provinces/territories under the Community Mobilization Program.

The Director General, PICRE has overall responsibility for managing the Crime Prevention Partnership Program and the Crime Prevention Investment Fund. In addition, this position has responsibility for the development of crime prevention policy at the federal level, and crime prevention research and project evaluation, coordination and public education activities on behalf of the NCPC. This Director General is supported by three managerial positions: the Director, Promotion and Public Education, the Director, Policy and Coordination, and the Director, Research and Evaluation.

The Director, Promotion and Public Education is responsible for the management of the Promotion and Public Education Program. Both the Director, Policy and Coordination<sup>19</sup> and the Director, Research and Evaluation are responsible for multiple functions, which are usually assigned to separate disciplines rather than combined into a single position. The Director, Policy

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<sup>18</sup> This is a *direct* reporting relationship to both the Regional Liaison Consultant and the JMC. Each province/territory receives a fixed annual allotment under the Community Mobilization Fund, 10 percent of which is made up of O&M monies to be used for operational activities. As Community Coordinators are paid from this allotment, they are accountable to the JMC as well as to the Regional Liaison Consultant.

<sup>19</sup> In the original organization plan for the National Strategy, these positions were program analyst positions. However these have been changed to Director positions to reflect their fund management responsibilities.

and Coordination is responsible for the Crime Prevention Partnership Program and for policy development and coordination, which consists of supporting the activities of a number of senior level committees (e.g., the National Steering Committee, the Federal/Provincial/Territorial Working Group,<sup>20</sup> the Interdepartmental Working Group and the Panels of Stakeholders). The Director, Research and Evaluation is responsible for the management of the Crime Prevention Investment Fund in addition to research and evaluation responsibilities. In both cases, combining fund management and other specialist functions (such as coordination and social science research) into one managerial position promotes a multidisciplinary approach to fund management.<sup>21</sup>

## 2.6 Program Components

The purpose of this section is to describe the National Strategy in terms of the linkages between its objectives and its expected results. Two approaches to this task were explored. The first described the National Strategy as a whole and each of the funded elements (NCPC, the Safer Communities Initiative and the Promotion and Public Education Program) in terms of activities, outputs, and impacts. It soon became clear that many of the same functions are carried out under each of these funded elements (i.e. management, research, policy development, promotion and public education, funds administration etc.). The second approach examined the National Strategy from a functional perspective, which more clearly distinguishes between the primary functions (activities) that are required to achieve the objectives. This helps in understanding the structure and underlying logic of the strategy. Under this functional approach, the National Strategy was subdivided into the following components:

- **Management and Coordination:** refer to the activities performed to manage the National Strategy, to coordinate its activities and to provide advice to Ministers.
- **Research and Policy:** research provides analytical and project evaluation expertise and useful and timely information needed to inform policy, program development and the overall direction of the National Strategy. Policy provides strategic advice on all aspects of federal community safety and crime prevention policy to Ministers, key partners and other stakeholders.
- **Support to Communities:** refers to activities involved with the administration of the four grants and contribution funds, including community outreach activities.

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<sup>20</sup> This responsibility is shared with the National Liaison Coordinator, Community Mobilization Program since most Federal/Provincial/Territorial Working Group members also co-chair the JMCs.

<sup>21</sup> In the case of insufficient in-house resources this may strain the resources of each manager.

- **Communications, Promotion and Public Education:** refer to publicity and public awareness building about community safety and crime prevention and about effective community-based responses to crime and victimization.

### 2.6.1 Logic Model

An effective means of describing a program and the linkages between its objectives and expected results is through a logic model. Logic models show the relationship between the activities, outputs, reach, expected impacts, factors influencing the success of the program, the relationship to the organization and the linkages between them. Short-, medium- and long-term impacts are identified under the headings “1-2 years”, “5 years” and “10-20 years”. The logic model for the National Strategy is summarized in the first table. The four subsequent tables present the logic of each of the functional components.

*Activities* are defined as the principal actions undertaken by the NCPC to achieve the objectives of the National Strategy. In the summary logic model, the four functional components of the National Strategy are listed as the principal activities of the NCPC. In the subsequent tables, the key activities undertaken as part of each component are detailed.

*Outputs* are the immediate results of an activity. For example, the immediate result of providing support to communities is a grant or contribution agreement, while that of the research and policy component may be a report.

*Reach* defines the beneficiaries of a program; those for whom the program is operating and for whom there may be direct measurable benefit. Reach also includes those stakeholders who are involved in other aspects of a program (planning, developing and implementing programming, communicating results). In the case of the National Strategy, these stakeholders include: the Department of Justice and Ministry of the Solicitor General, the National Steering Committee, various levels of government, crime prevention practitioners, communities, private sector, associations, NGOs, elected officials, municipalities and ultimately, the Canadian public.

*Impacts* are the consequences of a program’s activities that can credibly be linked and attributed to the intervention. Performance of the National Strategy will be measured in terms of short- and medium-term impacts since the long-term impacts would not be measurable before the end of the initial five-year life cycle of the strategy. Thus, an underlying assumption of the evaluation of the National Strategy is that if there is demonstrated movement towards the achievement of the

short- and medium-term impacts of the National Strategy, it is reasonable to expect that in time, the long-term impacts are likely to be achieved as well.

The key results, or long-term impacts of the National Strategy, include:

- increased public awareness and support for crime prevention
- increased capacity of communities to address crime and victimization
- increased resources for social development and alternatives to criminal justice approaches to crime and victimization
- more integrated approach to crime prevention
- implementation of effective community-based solutions to crime

While accountability for the achievement of these key result commitments rests with the NCPC and the activities it funds under the National Strategy, its capacity to achieve the results may be influenced by the activities and policies of other levels of government, partners and crime prevention stakeholders.

### **2.6.2 Summary Logic Model**

This logic model provides an overview or vision of the National Strategy in its entirety. It demonstrates that there is a logical linkage between the objectives and the expected impacts. One of the principal messages of the former National Crime Prevention Council was that crime prevention represented an investment towards a safer society. The chart shows that considerable time is needed between creating awareness about crime prevention, for example, to increasing knowledge about effective crime prevention practices, leading to the point where action takes place and these practices are implemented widely or that there is a broader understanding alternatives to criminal justice responses to crime.

The summary logic model indicates that after five years it is expected that the National Strategy will produce among other things, an increase in the capacity of communities to respond to crime and victimization and an increased knowledge about effective crime prevention. In the longer term, it is expected that the Strategy will reduce crime and victimization and the fear of crime as well as increase support and resources for alternatives to traditional criminal justice responses to crime.

It is assumed that the Support to Communities, Research and Policy and Communications, Promotion and Public Education components all participate in and are responsible for some aspect of researching, analyzing or disseminating lessons learned. This is something that cannot be managed solely by the Communications, Promotion and Public Education component.

### **2.6.3 Management and Coordination**

The Management and Coordination table outlines the tasks and expected impacts of the management function. Coordination is highlighted to emphasize the importance of this activity to the success of the National Strategy. Coordination includes the integration of the National Strategy with other Department of Justice and Ministry of the Solicitor General initiatives as well as those of other federal departments, other levels of government, the non-profit and private sectors. In the next five years it is expected that the management function will work towards integrating the activities of these key players while in the longer term, it will result in more integrated approaches to crime prevention which transcend existing organizational boundaries.

### **2.6.4 Research and Policy**

This chart describes the purpose and intended impacts of activities such as research, policy analysis, policy development and project evaluation. In the medium term, it is expected that the research and policy function will produce impacts such as advancing the “state of the art” of crime prevention in Canada and helping to identify innovative crime prevention models. In the longer term, it is expected that research and policy will produce a holistic, comprehensive approach to crime prevention, and better integrated crime prevention policies and practices between jurisdictions and sectors.



### **2.6.5 Support to Communities**

The four grant and contribution funds are summarized in this chart. It shows the standard activities required to administer a grant and contribution fund effectively, the outputs and the expected cumulative impact of the four funds. It also shows the community outreach activities that distinguish these programs from being strict grant and contribution funding mechanisms.<sup>22</sup> This function is expected to produce among other things, increased awareness and support for crime prevention in the short term and in five years, increased community capacity to address crime and victimization effectively. In the longer term, it is expected that there will be reduced crime and victimization and fear of crime, particularly in those communities that benefited from crime prevention interventions.

### **2.6.6 Communications, Promotion and Public Education**

The Communications, Promotion and Public Education table outlines the importance of this function to the overall success of the National Strategy. Responsibility for achieving these results is found in a number of areas within the NCPC - the Executive Director, the Senior Communications Advisor (reporting to the Executive Director) and the Director, Promotion and Public Education (reporting to the Director General PICRE). Moreover, the National Chair, Regional Liaison Consultants and contracted Community Coordinators also have communications responsibilities, particularly as spokespersons for the National Strategy at national and international (in the case of the National Chair) and regional and local levels (for Regional Liaison Consultants and Community Coordinators).

Funded applicants in the each of the grants and contributions programs are also responsible for the development and implementation of communications strategies within their local communities or communities of interest. Since resources for the communications of project results are limited, the NCPC will take advantage of existing community networks to disseminate “lessons learned” information. Moreover, the two partnership programs (Crime Prevention Partnership Program and the Business Action Program on Crime Prevention) will build on existing non-governmental, professional and business networks and proprietary organizational media (such as internal newsletters, web sites and intranets) to disseminate this kind of information.

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<sup>22</sup> This includes such activities as providing information about how to get started, project planning and evaluation tools, training, ongoing advice about a project and assistance in developing partnerships.

In the short term this function is expected to result in increased awareness about crime prevention. In five years' time, it is expected to increase knowledge of "what works" and awareness of the benefits of crime prevention. In the long term, this function is expected to help in changing the policies and practices of key partners (by encouraging partners to integrate key results into their policies) and in producing sustained participation in crime prevention. It will also work towards increasing the adoption of proven crime prevention practices across Canada and the support for alternatives to traditional criminal justice responses to crime. One of the factors that will influence the successful achievement of these impacts is the availability of useful and timely "lessons learned" information.

**SUMMARY LOGIC MODEL OF THE  
NATIONAL STRATEGY ON COMMUNITY SAFETY AND CRIME PREVENTION, PHASE II**

<b>OVERALL GOAL:</b>  Safer Communities in Canada	<b>OBJECTIVES:</b> <ul style="list-style-type: none"> <li>• To promote the integrated action of key partners to reduce crime and victimization;</li> <li>• To develop and implement community-based solutions to problems that contribute to crime and victimization, particularly as they affect children, youth, women and Aboriginal persons;</li> <li>• To increase public awareness and support for effective approaches to crime prevention</li> </ul>
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**RATIONALE:** The fundamental premise of the National Strategy is that to be effective, solutions to crime and victimization must be community-based. The Department of Justice and the Ministry of the Solicitor General recognize that there are limits to the criminal justice system's ability to prevent crime and that the enforcement, courts and corrections approach should be balanced with a social development approach that attempts to deal with the root causes of criminal activity. Through the development of strategic partnerships with other federal government departments, provincial and territorial governments, municipalities, NGOs, associations, communities and the private sector, the aim of the National Strategy is to equip Canadians with the knowledge, skills and resources they need to advance crime prevention efforts in their communities. The four functional components (Management and Coordination, Research & Policy, Support to Communities and Communications, Promotion and Public Education) work together to produce the expected impacts.

ACTIVITIES	OUTPUTS	REACH	EXPECTED IMPACTS		
			In 1-2 years	In 5 years	In 10-20 years
Management and Coordination	Strategies, plans, programs Performance monitoring Partnership arrangements, JMCs, agreements Strong linkages with partners, stakeholders	Priority groups National Steering Committee Federal and p/t governments Municipalities Communities Panels of stakeholders Private sector	Increased investment in crime prevention  More community-based projects	Alternate sources of funding secured for ongoing projects  Increased community capacity to respond to crime and victimization	Sustained investment in crime prevention by partners  Reduced crime and victimization, fear of crime  Sustained involvement in crime prevention issues
Research and Policy	Information, project evaluations, lessons learned Analytic models for priority groups Policy direction and advice	Crime prevention practitioners NGOs Elected officials Associations Intermediaries (police, teachers) International organizations	Increased awareness about balanced approach to crime prevention	Increased support for crime prevention	Increased resources for social development and alternatives to criminal justice approaches to crime and victimization
Support to Communities	Grants, contribution agreements Partnership and coordination mechanisms Community outreach Project development Lessons learned	Media Canadian public	Enhanced coordination between federal departments/ levels of government, private and non-profit sector partners	Increased knowledge of effective crime prevention practices among partners, Canadian public  More integrated activities between federal departments/ levels of government, private and non-profit crime prevention partners	Adoption of effective crime prevention practices across Canada  More comprehensive approach to crime prevention
Communications Promotion and Public Education	Tools, resources, information, lessons learned				Better integrated crime prevention policies, practices, programs  Crime prevention remains priority of key partners

<b>RESOURCES:</b> \$32M/year, ongoing	<b>FACTORS INFLUENCING SUCCESS:</b> Effective partnerships (public, private, not-for-profit, communities); Funding directed to areas of demonstrated high need; Effective program implementation; Measurable results; Effective communication of what works; Effective public education
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**COMPONENT 1: MANAGEMENT AND COORDINATION**

**RATIONALE:** Management and Coordination refer to the activities performed to manage the National Strategy, to coordinate its activities and to provide advice to Ministers. These activities include planning, directing, coordinating, organizing, controlling and advising. The NCPC is responsible for ensuring that the National Strategy performs and moves towards the achievement of its objectives and its intended impacts. Coordination is given special emphasis due to the importance of achieving the objectives of the Strategy – promoting the integrated action of key partners to reduce crime and victimization. Coordination encourages the development of strong linkages between the National Strategy and other DOJ initiatives (i.e. Youth Justice, Victims, Aboriginal **Justice**), federal initiatives (such as Family Violence, Community Action Program for Children, National Children’s Agenda, Youth Employment etc.) provincial and territorial governments, municipalities, NGOs, associations, communities and the private sector.

ACTIVITIES	OUTPUTS	REACH	EXPECTED IMPACTS		
			In 1-2 years	In 5 years	In 10-20 years
Provide the resources (\$/FTEs), decisions, information, structure, mechanisms and organizational culture needed to achieve results. Establish priorities, allocate resources. Establish linkages with other initiatives influencing crime prevention (public, private and non-profit sectors, national/international). Foster cross-sectoral partnerships. Set performance standards, monitor progress. Participate in evaluation of Strategy.	Strategies, plans Organization structure Performance monitoring Personnel management plans (training) Budgets Decision-making guidelines Management information systems Partnerships and coordination mechanisms F/P/T partnership arrangements, JMCs Grants and contribution agreements Consultations Advice	NCPC, National Steering Committee, partners  Coordination Reach:  Priority groups Governments Federal/Provincial/Territorial Working Group Interdepartmental Working Group Intermediaries (e.g. police, teachers) Panels of Stakeholders NGOs International organizations Private Sector	Enhanced coordination between federal departments/ levels of government, private and non-profit sector partners          Enhanced coordination between NCPC , DOJ and MSG	More integrated activities between federal departments/ levels of government  Shared vision for National Strategy  Increased support for crime prevention  Stronger connection between community safety and crime prevention and other justice-related initiatives	Better integrated crime prevention policies, practices, programs  Crime prevention remains priority of key partners  Increased resources for social development and alternatives to criminal justice approaches to crime and victimization  More integrated approach to justice-related initiatives

**LINK TO OTHER PROGRAM COMPONENTS:** The management function is responsible for integrating all other functions (within the NCPC; within the Department of Justice and Ministry of the Solicitor General; and externally) into a performing whole. Coordination is integral to all program functions since objectives achievement depends on the development and maintenance of effective partnerships (within the federal government, with the provinces/territories, municipalities, international organizations, the business community, NGOs, communities and associations).

**LINK TO ORGANIZATION CHART:** The NCPC is responsible for the management of the National Strategy. It is the role of the NCPC to implement the National Strategy, coordinate activities, and ensure that the objectives of the National Strategy are being advanced. NCPC management (Executive Director, the two Directors General and their respective managers) performs the NCPC management function. The National Chair and the National Steering Committee set strategic directions for the National Strategy and provide advice to Ministers. NCPC management takes operational decisions. NCPC Management receives advice from such committees as the National Steering Committee, the Federal/Provincial/Territorial Working Group, JMCs and the Interdepartmental Working Group and receives input from the Business Alliance. Responsibility for coordination is distributed throughout the NCPC. For example, the Director, Policy and Coordination is responsible for supporting and coordinating NCPC activities with a number of senior level committees (the National Steering Committee, the Interdepartmental Working Group, and Panels of Stakeholders). Coordination of the activities of the Federal/Provincial/Territorial Working Group is shared with the National Liaison Coordinator (as many JMCs are co-chaired by the Regional Liaison Consultants and the Federal/Provincial/Territorial Working Group members). The Director, Business Action Program on Crime Prevention is responsible for supporting and coordinating the activities of the Business Alliance.

**FACTORS INFLUENCING SUCCESS:**  
A focus on results; availability of timely results information on the performance of all programs, NCPC operations

**COMPONENT 2: RESEARCH AND POLICY**

**RATIONALE:** The NCPC is the federal community safety and crime prevention policy centre. Policy provides strategic advice on all aspects of federal community safety and crime prevention policy to Ministers, key partners and other stakeholders. Through its coordination role, the NCPC encourages the integration of these policy considerations into other related federal government initiatives. Research provides useful and timely information needed to inform policy, program development and the overall direction of the National Strategy. The projects funded under each of the grants and contributions programs provide the lessons learned to inform policy.

ACTIVITIES	OUTPUTS	REACH	EXPECTED IMPACTS		
			In 1-2 years	In 5 years	In 10-20 years
Assess federal crime prevention needs, interests Develop information base(s) re theories, practices (international organizations, public, non-profit and private sectors) Identify gaps (community safety and crime prevention policy/practices/reach) Integrate crime prevention policies into federal activities Develop a NCPC research and evaluation strategy and plan Support design / implementation of Investment Fund projects Analyze project evaluation results for policy implications Identify options, propose policies	Policies Discussion papers Fact sheets Analytic model/frameworks for each priority group Project evaluations Research reports Advice Lessons learned Program planning and monitoring tools Needs assessments Project evaluation toolkits	<ul style="list-style-type: none"> <li>• NCPC</li> <li>• National Steering Committee</li> <li>• Department of Justice</li> <li>• Ministry of the Solicitor General</li> <li>• Partners</li> <li>• Priority groups</li> <li>• All levels of government</li> <li>• NGOs</li> <li>• International organizations</li> <li>• Private Sector</li> <li>• Associations</li> <li>• Elected officials</li> <li>• Canadian public</li> </ul>	Improved understanding of community safety and crime prevention in Canada  Improved crime prevention project evaluation practice  Enhanced capacity for policy development	Advanced “state of the art” of crime prevention in Canada  Innovative crime prevention models identified  Better integration of research and evaluation findings in federal, p/t crime prevention policy	Holistic, comprehensive approach to crime prevention (social development and situational approaches linked)  Tested models replicated across Canada  Key results integrated into Canadian crime prevention practice  Coherent, effective federal p/t crime prevention policy (partners working together)

**LINK TO OTHER PROGRAM COMPONENTS:** Policy develops a framework for current and future funding activities. It establishes links to other government priorities, activities. Research provides policy with information on what works (theories, practices). It identifies gaps and supports the other three National Strategy components by providing information on the results of funded projects.

**LINK TO ORGANIZATION CHART:** Responsibility for policy analysis and development lies in a number of areas: the Senior Counsel reporting to the Executive Director (responsible for developing federal policy linkages); the two Directors General and the Director, Policy and Coordination (policy and program development). Responsibility for research and project evaluation lies primarily with the Director, Research and Evaluation.

**FACTORS INFLUENCING SUCCESS:** Effective coordination within NCPC and with other federal partners, levels of government. Build on work of other NCPC functions, activities. Ability to tap local expertise. Measurable results from project funding. Sufficient \$/FTEs allocated to analyzing lessons learned.



**COMPONENT 4: COMMUNICATIONS, PROMOTION AND PUBLIC EDUCATION**

**RATIONALE:** Communications, Promotion and Public Education refer to publicity and public awareness building about community safety and crime prevention and about effective community-based responses to crime and victimization.

ACTIVITIES	OUTPUTS	REACH	EXPECTED IMPACTS		
			In 1-2 years	In 5 years	In 10-20 years
Develop strategy (audiences, messages) Create effective delivery mechanisms Create, identify opportunities to deliver messages Improve “brand” recognition (increase profile of NCPC, National Strategy) Continue to develop and maintain best practices data base Package, disseminate information Create tools, resources for media	Application guides Web site 1-800 telephone number National Clearinghouse Parliamentarian’s Guide Press releases Northern radio clips Articles for print media Electronic media Videos Speakers’ Bureau Fact Sheets Manuals Conference papers Presentations Kiosk Lessons learned	Priority groups Governments (Federal/Provincial/Territorial) Municipalities Communities NGOs Crime prevention practitioners Associations Private sector Elected officials Media International organizations Canadian public	Increased awareness about balanced approach to crime prevention  Increased awareness of crime prevention programs across Canada  Enhanced crime prevention information networks	Increased support for crime prevention  National Strategy increasingly valued by partners / recognized by Canadians  Increased knowledge about effective crime prevention practices among partners, Canadian public  Improved access to useful, timely information about community safety and crime prevention by partners, Canadian public	Increased resources for social development and alternatives to criminal justice approaches to crime and victimization  Adoption of effective crime prevention practices across Canada  Increased support for alternatives to traditional criminal justice responses to crime  Key results integrated into Canadian crime prevention policy, practice

**LINK TO OTHER PROGRAM COMPONENTS:** Communications, Promotion and Public Education must coordinate with Policy and Research and Support to Communities components to ensure that lessons learned from the research and from the funded projects are disseminated effectively to the key partners, priority groups, crime prevention practitioners and more broadly to international organizations and the Canadian public.

**LINK TO ORGANIZATION CHART:** Responsibility for promotion is shared by the National Chair, the Senior Communications Advisor who reports to the Executive Director, NCPC and the Director, Promotion and Public Education who reports to the Director General, PICRE. Much of the promotion work directed to the private sector will be undertaken by the Director, Business Action Program on Crime Prevention on behalf of the Business Alliance on Crime Prevention. Moreover, all grants and contributions recipients are expected to inform people in their communities about their crime prevention work.

**FACTORS INFLUENCING SUCCESS:** Useful, timely information directed to appropriate audiences in appropriate formats; availability of lessons learned information; coherent messages.

### **3. EVALUATION ISSUES, QUESTIONS, INDICATORS AND SOURCES OF DATA**

#### **3.1 Introduction**

The purpose of this chapter is to outline the range of evaluation issues and questions that could be considered during the evaluation of the National Strategy and to show how these issues and underlying questions could be evaluated. We do not expect to address every question. Treasury Board requires that evaluators look at three principal issues: relevance, success and cost-effectiveness. Each is described in more detail below.

#### **3.2 Relevance**

Relevance issues address whether or not we are doing the right things and if we still need to keep doing them. In this way, we review the need for the continued existence of the program under review. There is also a need to reflect on the underlying rationale of a program and the philosophical basis upon which it was founded. In the case of the National Strategy, key elements of the program rationale include:

- there is a need for federal involvement in the area of community safety and crime prevention;
- through partnerships, the National Strategy will foster a more coordinated and integrated approach to crime prevention, particularly at the federal level;
- communities are in the best position to develop and implement effective crime prevention measures;<sup>23</sup>
- there is a need to support a balanced approach to crime prevention, which supports both traditional and social development approaches.

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<sup>23</sup> Provided that they have access to the appropriate tools, knowledge and in some cases, resources.



The relevance issues are listed in Table 2 along with the questions, evaluation indicators and potential sources of data.

### **3.3 Success**

Success issues look at what has been accomplished as a result of a program and the extent to which its objectives have been achieved. There is a need to reflect on the appropriateness of the program design to support the achievement of the objectives, since the program infrastructure developed for the National Strategy is new. Another issue concerns the clarity and appropriateness of roles within the NCPC and with external advisory bodies, the Department of Justice and the Ministry of the Solicitor General, and more generally to other federal departments and provincial/territorial partners. A final consideration is the capacity of the NCPC to monitor performance and to integrate these results into its decision-making processes.

The success issues are summarized in Table 3.

### **3.4 Cost-effectiveness**

Cost-effectiveness issues question whether or not there is a better way of achieving the desired results. In the evaluation of Phase II of the National Strategy, four cost-effectiveness issues have been identified. The first issue is the sufficiency of allocations between programs and among priority groups. The second is the extent to which the National Strategy has leveraged additional support for crime prevention (in terms of additional funding, in-kind support or in terms of providing communications support). The third is the extent to which the projects supported under the National Strategy have continued after federal funding has been discontinued. And finally, there is the issue about whether or not there are better ways of delivering a national crime prevention strategy. Throughout the evaluation process, we will be looking for ‘lessons learned’ during the implementation of the National Strategy in order to be able to share these with other initiatives or ongoing programs within the Department of Justice.

The cost-effectiveness issues are summarized in Table 4.

### **3.5 Sources of Data**

Listed below are the sources of data that will be used in the evaluation of the National Strategy.

#### **3.5.1 Key Stakeholder Interviews**

Interviews will be conducted with the key stakeholders in the National Strategy including: the NCPC, Department of Justice and Ministry of the Solicitor General staff; members of the external advisory committees: National Steering Committee, Business Alliance, Panels of Stakeholders, Review Committees, Joint Management Committees, Interdepartmental Working Group and Federal/Provincial/Territorial Working Group; provincial/territorial government representatives, Community Coordinators, and police and other crime prevention practitioners.

#### **3.5.2 File Review**

The evaluation will review NCPC files including: Treasury Board submissions, advisory committee minutes, strategic and operational plans, research reports, communications materials, and policy documents, project files, workshop and conference reports, funded project reports and any other documentation which provides insight into the operational and strategic management of the National Strategy.

#### **3.5.3 Ongoing Monitoring**

Following the approval of the framework document, the Department of Justice Evaluation Division will be assisting the NCPC and its partners to develop and implement a performance measurement strategy for the National Strategy. The NCPC will be responsible for gathering ongoing performance measurement data throughout the five-year period. One of the key tools that will be used to support the performance measurement strategy will be the Project Control System (PCS) database that has the potential to provide data on all the projects that have been submitted to the NCPC, including those that were not funded. In time, this system could be expanded to provide information on the results of the funded projects, based on the project evaluations submitted to the NCPC.

### **3.5.4 Public Opinion Polls**

For some time, the Department of Justice has supported ongoing opinion polling in a number of areas related to its mandate including crime and victimization studies and crime prevention. It is expected that this practice will continue over the life of the National Strategy and that the evaluation would make use of this data. There will also be opportunities over the course of the National Strategy, to add questions to these ongoing surveys, which is a cost-effective means of measuring Canadians' level of awareness and knowledge about crime prevention, the National Strategy and the balanced approach to crime prevention.

### **3.5.5 Project Evaluations**

The NCPC is currently developing an evaluation tool that will assist project applicants in planning and evaluating their Community Mobilization Program community safety and crime prevention projects. Through the use of this tool, applicants will be encouraged to report results in a relatively consistent manner, which in turn, will allow for some measure of comparability between projects or types of projects (i.e. workshops, needs assessments, pilot projects) over time.

Under the Investment Fund, the project evaluations will be more rigorous and will generally be conducted by independent evaluators. Evaluators are expected to develop and submit an evaluation framework to the Director, Research and Evaluation<sup>24</sup> and shall report project progress and impacts.

Applicants to the Business Action Program on Crime Prevention can also request funding for independent evaluation of the work supported under the program. Although the Crime Prevention Partnership Program does not make a project evaluation plan a specific requirement at the time of application to the program, the NCPC actively encourages funded applicants to evaluate their projects, where feasible. For those projects that do not have an evaluative component, the NCPC will want to develop a process to monitor what has happened as a result of these interventions.

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<sup>24</sup> The Director, Research and Evaluation manages the Investment Fund.

### **3.5.6 Literature Review**

A review of the national and international community safety and crime prevention literature will provide a context within which to assess various aspects of the National Strategy. Particular attention will be paid to research which documents successful approaches to community safety and crime prevention problems and which provides insight into how these interventions were evaluated. Another area to research is the cost-effectiveness of community safety and crime prevention approaches, particularly those using a social development approach.

### **3.5.7 Sub-studies**

A number of sub-studies will be conducted as part of the evaluation of the National Strategy. The charts show where information from these studies would be expected to provide information on particular issues. These sub-studies are described in greater detail in the next chapter.

**TABLE 2: RELEVANCE ISSUES**

ISSUES	QUESTIONS	INDICATORS	SOURCES OF DATA
RELEVANCE OF THE STRATEGY OBJECTIVES	<ul style="list-style-type: none"> <li>To what extent are the objectives of the National Strategy still relevant (developing effective crime prevention partnerships, mobilizing communities to implement effective solutions to crime and victimization and increasing public awareness and support for crime prevention)?</li> </ul>	Trends in public support for crime prevention Trends in provincial/territorial support for crime prevention Trends in federal partner support	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, CC, JMCs <sup>25</sup> Public opinion polls C&I Sub-study Benchmark Sub-study
PROGRAM RATIONALE	<ul style="list-style-type: none"> <li>To what extent is federal involvement in community safety and crime prevention issues appropriate?</li> <li>To what extent has the National Strategy fostered a more horizontal/integrated approach to managing community safety and crime prevention issues in Canada?</li> <li>To what extent has the National Strategy fostered an appropriate balance between social development and the more traditional approaches to crime prevention?</li> <li>To what extent is the community focus of the National Strategy appropriate?</li> </ul>	Support for federal role Perceived appropriateness of role  Joint priority setting/decision-making among partners  Effectiveness of funded projects  Support for community-based program Perceived appropriateness of community-based focus	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, CC, JMCs, Police, Practitioners File review Project evaluations Benchmark Sub-study C&I Sub-study Case studies Literature Review
CONTINUED NEED FOR THE NATIONAL STRATEGY	<ul style="list-style-type: none"> <li>Is there a continued need for federal involvement community safety and crime prevention issues?</li> <li>Does the National Strategy continue to meet the policy and program priorities of the Department of Justice and Ministry of the Solicitor General?</li> <li>Should other federal departments have more direct involvement with the National Strategy?</li> <li>Is there a continued need to target program resources to the four priority groups identified in Phase II of the National Strategy?</li> <li>What other groups if any, should be considered?</li> </ul>	Support for federal involvement Perceived need for Strategy Extent to which DOJ and MSG priorities are met Linkages to federal/departmental priorities Perceived needs of priority groups/other groups/gaps	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, CC, JMCs, Police, Practitioners  Public opinion polls  File Review  C&I Sub-study

<sup>25</sup> NSC National Steering Committee, NCPC (staff), DOJ Department of Justice, MSG, Ministry of the Solicitor General, CC contracted Community Coordinators, IWG Interdepartmental Working Group, FPT Federal/Provincial/Territorial Working Group, PS Panels of Stakeholders, BA Business Alliance on Crime Prevention, P/T provincial/territorial governments, JMCs Joint Management Committees, PCS data, Project Control System data, C&I Sub-Study, Coordination and Integration Sub-Study.

**TABLE 3: SUCCESS ISSUES**

ISSUES	QUESTIONS	INDICATORS	SOURCES OF DATA
PROGRAM DESIGN	<ul style="list-style-type: none"> <li>• To what extent has the organizational structure of the NCPC contributed to the efficient and accountable implementation of the National Strategy?</li> <li>• Are grants and contributions the most appropriate mechanisms to support community mobilization and capacity building in the area of community safety and crime prevention?</li> <li>• To what extent are the grant/contribution project selection/solicitation processes efficient (across jurisdictions, across programs)?</li> <li>• Has the NCPC developed the appropriate tools to guide applicants through the development of their proposals, planning and implementation of their projects, evaluation and the communication of results?</li> <li>• Has the NCPC developed appropriate communications mechanisms to provide Canadians with information about the National Strategy and the projects that have been funded?</li> <li>• To what extent have secondary media (such as internal organizational networks used by NGOs and private sector associations) been used to disseminate community safety and crime prevention information and tools?</li> <li>• To what extent has the communications activity undertaken by the funded applicants complemented the communications, promotions and public education activity undertaken the NCPC?</li> <li>• To what extent do the funded projects reflect the funding priorities established by the National Steering Committee, JMCs, BA and provinces/territories?</li> <li>• What other factors, if any, have influenced these decisions?</li> <li>• To what extent is the National Strategy flexible enough to support these different priorities?</li> </ul>	<p>Clarity of accountability structure                      Appropriateness of team model                      Efficiency of implementation</p> <p>Perceived appropriateness/adequacy of grants and contributions mechanism to support Strategy objectives                      Nature and direction of projects funded                      Quality of projects funded                      Efficiency of project selection process                      Timeliness of project selection/solicitation processes</p> <p>Appropriateness of tools                      Quality of project evaluations                      Effectiveness of decentralized communications function                      Use of communications tools                      Quality of communications plans                      Extent of media coverage                      Satisfaction with information</p> <p>Extent of coverage of federal, provincial/territorial government, and private sector priorities                      Gaps in coverage</p>	<p>Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, CC, JMCs</p> <p>Project evaluations</p> <p>File review</p> <p>Ongoing monitoring</p> <p>Case studies</p> <p>BAPCP Review<sup>26</sup></p> <p>User Satisfaction Survey</p> <p>Literature Review</p>

<sup>26</sup> Business Action Program on Crime Prevention Review.

**TABLE 3 : SUCCESS ISSUES (CON'D)**

ISSUES	QUESTIONS	INDICATORS	SOURCES OF DATA
CLARITY AND APPROPRIATENESS OF ROLES	<ul style="list-style-type: none"> <li>To what extent are the roles of the National Chair, National Steering Committee, Executive Director, JMCs, Interdepartmental Working Group, Federal/Provincial/Territorial Working Group, Panels of Stakeholders, Review Committees, and provinces/territories, municipalities/communities and other stakeholders clear and appropriate?</li> <li>Have there been changes to these roles since the launch of the Strategy?</li> <li>Is the role of the Ministry of the Solicitor General appropriate?</li> </ul>	Clarity of roles Appropriateness of roles Acceptance of roles Degree of understanding of responsibility for roles Changes in roles Appropriateness of MSG role	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, Con, JMCs, Police, Practitioners  File review  BAPCP Review
OBJECTIVES ACHIEVEMENT	<ul style="list-style-type: none"> <li>To what extent has the National Strategy encouraged broader participation in community safety and crime prevention interventions by non-governmental and community groups, and by the private sector?</li> <li>How have these partnerships contributed to the success of the National Strategy?</li> <li>Is the NCPC effective as the federal centre for crime prevention policy?</li> <li>To what extent has the National Strategy enhanced coordination of crime prevention-related activity between federal government departments/between levels of government?</li> <li>To what extent have results been integrated into NCPC policy and programming decisions?</li> <li>To what extent have the various approaches to crime prevention been shown to be effective and under what circumstances?</li> <li>To what extent has the National Strategy fostered innovative projects?</li> </ul>	Extent and nature of collaboration among partners/stakeholders Nature and role of partners Nature of projects funded Changes to roles of partners  Extent of coordination and integration of federal crime prevention-related policy  Effectiveness of interventions Nature and quality of projects funded Quality of project evaluations Examples of new/innovative practices Lessons learned	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, Con, JMCs, Police, practitioners  Ongoing monitoring C&I Sub-study Project evaluations File review Public opinion polls Benchmarking Sub-study Case studies BAPCP Review

**TABLE 3 : SUCCESS ISSUES (CON'D)**

ISSUES	QUESTIONS	INDICATORS	SOURCES OF DATA
OBJECTIVES ACHIEVEMENT (CON'D)	<ul style="list-style-type: none"> <li>• To what extent has the National Strategy increased community capacity to respond to crime?</li>   <li>• To what extent have results from the funded projects (lessons learned) been communicated effectively within the NCPC, to Department of Justice and Ministry of the Solicitor General, other federal government partner departments, provincial/territorial partners, NGOs, associations and other interested groups both nationally and internationally?</li> <li>• To what extent are Canadians aware/knowledgeable about the National Strategy and its results?</li> <li>• To what extent are the crime prevention tools (information, training, tools) that were developed with funding from the National Strategy, being used?</li> </ul>	<p>Change in support for crime prevention among p/t partners, NGOs, practitioners, private sector</p> <p>Change in private sector involvement in crime prevention</p> <p>Increased knowledge of effective crime prevention strategies</p> <p>Evidence of problem-solving approaches to crime prevention</p> <p>Evidence of crime prevention models being adopted at other sites</p> <p>Alternate sources of funding for crime prevention</p> <p>Complementary programming</p> <p>Sustained partnerships</p> <p>Sustained involvement in crime prevention</p> <p>Effective communication/policy linkages between federal departments/levels of government</p> <p>Level of awareness/knowledge of effective crime prevention practices among federal and provincial partners, NGOs, communities/ municipalities and Canadian public</p> <p>Use of tools</p>	<p>Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, Con, JMCs, Police, practitioners</p> <p>Ongoing monitoring</p> <p>C&amp;I Sub-study</p> <p>Project evaluations</p> <p>File Review</p> <p>Public opinion polls</p> <p>Benchmarking Sub-study</p> <p>Case studies</p>
PERFORMANCE MEASUREMENT	<ul style="list-style-type: none"> <li>• To what extent are performance measurement data being collected, analyzed and integrated into ongoing program management decision-making?</li> <li>• To what extent does the PCS provide the data required to monitor progress in the funding programs?</li> <li>• To what extent are project evaluations useful?</li> </ul>	<p>Completeness, accuracy, timeliness of performance data</p> <p>Quality/utility of PCS data</p> <p>Quality/utility of project evaluations</p> <p>Level of use of project evaluation information</p> <p>Awareness of project results</p>	<p>Interviews, NSC, NCPC, BA, DOJ, MSG, Con, JMCs,</p> <p>Ongoing monitoring</p> <p>Project evaluations</p> <p>Benchmarking Sub-study</p>



**TABLE 4: COST-EFFECTIVENESS ISSUES**

ISSUES	QUESTIONS	INDICATORS	SOURCES OF DATA
SUFFICIENCY OF RESOURCES	<ul style="list-style-type: none"> <li>• Have sufficient O&amp;M resources been allocated to support the developmental and community outreach work?</li> <li>• Are the allocations among funded program elements (NCPC, Safer Communities Initiative, and the Promotion and Public Education Program) appropriate?</li> <li>• To what extent are the allocations among the priority groups appropriate?</li> <li>• To what extent are the notional allocations of the CMP between provinces and territories appropriate?</li> </ul>	Sufficiency of resources Success /Funding rates <sup>27</sup> by program, by type of project, by region Adequacy of allocations	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, PS, P/T, Con, JMCs Ongoing monitoring File Review
LEVERAGING OF RESOURCES	<ul style="list-style-type: none"> <li>• To what extent has the federal investment in crime prevention leveraged additional support (dollars, in-kind including communications, promotions and public education activity)?</li> </ul>	Value of leveraged resources Value of leveraged resources by sector, by region	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, P/T, Con, JMCs Ongoing monitoring Project evaluations C&I Sub-study Benchmarking Sub-study
SUSTAINABILITY OF PROJECTS	<ul style="list-style-type: none"> <li>• To what extent has the National Strategy fostered sustained community involvement in community safety and crime prevention issues/activities after federal funding is discontinued?</li> <li>• To what extent has the National Strategy been effective in fostering sustained private sector involvement in community safety and crime prevention issues/activities after federal funding is discontinued?</li> </ul>	Proportion of crime prevention initiatives which continue	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, P/T, Con, JMCs Ongoing monitoring Project evaluations C&I Sub-study
ALTERNATIVE APPROACHES	<ul style="list-style-type: none"> <li>• Is there a better way to deliver a national crime prevention strategy?</li> <li>• What are the lessons learned from this initiative that are relevant to other DOJ programs?</li> </ul>	Comparison with other funding programs Comparison with other responses to crime and victimization	Interviews, NSC, NCPC, BA, DOJ, MSG, IWG, FPT, P/T, Con, JMCs Ongoing Monitoring Benchmarking Sub-study Case studies Literature Review

<sup>27</sup> # Success rates are the number of successful applications/ the total number of applications. \$ Success Rates are the Total \$ awarded/ Total \$ requested. The funding rate is the total \$ awarded / the total \$ requested by successful applicants.

## **4. EVALUATION STRATEGY**

### **4.1 Introduction**

The proposed strategy for the evaluation of the National Strategy on Community Safety and Crime Prevention comprises the following elements:

- formal evaluation
- ongoing monitoring and performance measurement
- sub-studies

Each is described in more detail below.

### **4.2 Formal Evaluation**

The formal evaluation work consists of this evaluation framework, a mid-term or implementation evaluation and the summative evaluation. The proposed schedule for each of these activities is shown in Table 5.

#### **4.2.1 Mid-term Evaluation**

The purpose of the mid-term evaluation will be to assess the appropriateness of the program design to support the achievement of the objectives of the National Strategy. The study will focus on process and management issues with an emphasis on providing recommendations (if required) to change or fine tune the management structure for the balance of this phase of the National Strategy. The evaluation will focus on the coordination and integration mechanisms, which have been put in place to support the federal and federal/provincial/territorial linkages. In addition, the efficiency and effectiveness of the administrative processes supporting the grants

**TABLE 5: PROPOSED SCHEDULE OF EVALUATION ACTIVITIES**  
**NATIONAL COMMUNITY SAFETY AND CRIME PREVENTION STRATEGY PHASE II (1998-2003)**

<b>EVALUATION ACTIVITY</b>	<b>FY 1998-99</b>	<b>FY 1999-2000</b>	<b>FY 2000-2001</b>	<b>FY 2001-2002</b>	<b>FY 2002-2003</b>
<b>Evaluation Framework</b>	■■■■■■■■	■			
Communications Sub-study	■■■■				
Benchmarking Sub-study	■■■■	■■■■■		■■■■■	■■■■
Development of Performance Measures		■■■■■			
Ongoing Monitoring		■■■■■■■■■■	■■■■■■■■■■	■■■■■■■■■■	■■■■■■■■
User Satisfaction Survey		■■■■■		■■	■■■
Case Studies		■■■■■	■■■■■	■■■■■	■■■■
<b>Mid-term Evaluation</b>			■■■■■		
Business Action Program on Crime Prevention Review			■■■■■		
Coordination and Integration Sub-Study				■■■■■■■■■■	
<b>Summative Evaluation</b>					■■■■■■■■

and contributions funding programs will represent a significant component of this study. And finally, the capacity of the performance measurement strategy and associated data collection practices to support the ongoing monitoring and management of the National Strategy will be examined.

#### **4.2.2 Summative Evaluation**

The summative evaluation will assess the relevance, cost-effectiveness and the impact of the National Strategy and the extent to which its objectives have been achieved. The evaluation will comprise a synthesis of the findings of the sub-studies conducted over the course of the National Strategy and will be supplemented by performance measurement data and interviews with key stakeholders who will provide a qualitative assessment of the impact of the National Strategy over the five years. The results of the evaluation will be used to recommend changes to the program design, priority groups, decision-making structures, communications and measurement strategies for the next phase of the Strategy. The summative evaluation may also be supplemented by national statistics and possibly with further original research, in order to fill in any gaps in information from the sub-studies.

#### **4.3 Ongoing Monitoring and Performance Measurement**

One of the cornerstones of the evaluation strategy will be the development and ongoing monitoring of the performance of the National Strategy by the NCPC. A focus on results will provide NCPC managers with the information they need to strengthen their programs and to make changes as required. However, in order to support performance measurement, these data must be electronically accessible and be collected in a regular, consistent and in a timely manner.

The Evaluation Division, Department of Justice will assist the NCPC in developing the performance measures and in assessing the data requirements to support these measures. A facilitator will be hired to work with NCPC staff and designated stakeholders to develop meaningful performance measures. The Benchmarking Study will provide baseline data for many of these measures.

## **4.4 Sub-Studies**

With a view to providing NCPC management with in-depth information about the performance of various aspects of the National Strategy, the Evaluation Division will undertake a series of six sub-studies to complement the formal evaluation work and ongoing performance monitoring of the National Strategy. Each study is described below.

### **4.4.1 Communications Sub-study**

The purpose of this study was to develop a strategy to evaluate the effectiveness of the Communications, Promotion and Public Education component of the National Strategy on Community Safety and Crime Prevention, Phase II. More specifically, the purpose of this study was to:

- clarify the key issues which should be addressed while assessing the effectiveness of the Communications, Promotion and Public Education component;
- assess the quality of existing information regarding public perceptions and key crime prevention partners' support and awareness of crime prevention at the beginning of the Strategy;
- develop a strategy for the evaluation of this component of the National Strategy, taking into consideration the information needs of the targeted audiences;
- identify the information requirements and the associated costs/skills required to collect and analyze this information.

### **4.4.2 Benchmarking Sub-study**

The purpose of this study is to document the level, nature and focus of crime prevention practice in Canada during the first year of Phase II of the National Strategy on Community Safety and Crime Prevention. To enable comparison, the same reference points will be re-examined in years four and five of the Strategy. Changes to these benchmarks will be interpreted to mean that the context within which the National Strategy is operating has changed. This study alone will not provide the data needed to determine the extent to which any contextual changes can be attributed to interventions supported under the National Strategy.

### **4.4.3 User Satisfaction Survey**

The purpose of this study is to examine the level of client satisfaction with the NCPC's primary information dissemination mechanisms, namely the *1-800* telephone number, the web site and the National Clearinghouse. It is through these mechanisms that applicants and people who are interested in crime prevention can obtain basic information about the National Strategy and the NCPC, the various funding programs, and in time, information about the projects that have been funded. The purpose of this study will be to assess the extent to which these mechanisms are meeting the information needs of the users and to ascertain if changes are required to improve the systems. This is important because for many people, these systems represent the first point of contact with the NCPC. To provide comparative data, the study will be replicated in the final year of the National Strategy.

### **4.4.4 Case Studies**

Case studies will be conducted in selected municipalities in which there have been community safety and crime prevention projects supported under the National Strategy. The purpose of the case studies will be to document the impact of these projects at the local level, and in particular, to look for evidence that the interventions have served to: mobilize communities to get involved in community safety and crime prevention issues; help develop local capacity to reduce the impact of crime and victimization; develop sustained partnerships; and where feasible, to secure alternate sources of support. Another important thrust of the case studies will be to assess the effectiveness of the communications activities undertaken by the funded applicants, particularly among key stakeholders in the community.

The initial work for these studies will be done in the second year of the Strategy and will involve investigating the nature of crime prevention activity in a range of communities across Canada. From this contextual overview, between three and five communities will be selected for more in-depth study. The balance of the work in FY 1999-2000 will involve developing a research framework and the preparation of community profiles. The case studies, which will conclude in FY 2002-2003, will involve a review of what has been accomplished based on documented changes to the community profiles (that can reasonably be attributed to Strategy-supported interventions), results reported in project evaluations and in-depth interviews with the key crime prevention stakeholders in each community.

It is through the case studies that we will be able to understand the impact of crime prevention projects on a community. While the results of the case studies may not be deemed to be representative of all projects or all communities, by their very nature, they do provide a depth of insight that general survey research cannot provide. Since the impacts are likely to be observed at a very local scale (perhaps, just a neighbourhood), case studies provide an effective means of documenting and illustrating intended and unintended impacts in detail.

#### **4.4.5 Business Action Program on Crime Prevention Review**

An independent review of the Business Action Program on Crime Prevention will be undertaken following the first year of program operation to determine the appropriateness of this program mechanism to foster and mobilize business sector participation and investment into community safety and crime prevention activities in Canada. The study will also assess the nature of the working relationships that develop between the Business Alliance on Crime Prevention and its Secretariat, the central NCPC office and the National Steering Committee and the degree to which these entities are able to collaborate effectively. And finally, the study will examine the efficiency of the grant review and selection processes.

#### **4.4.6 Coordination and Integration**

One of the fundamental philosophical building blocks of the National Strategy is the development of partnerships as a means of encouraging the coordination and integration of community safety and crime prevention activities between levels of government, sectors of the society and between communities of interest.

Under the two partnership programs (Crime Prevention Partnership Program and the Business Action Program on Crime Prevention), the focus is on developing community safety and crime prevention information and tools and disseminating this information using the existing communications networks belonging to NGOs and to private sector associations respectively. Here, the primary role of the partner is to augment the activities supported by the NCPC in the Communications, Promotions and Public Education Component of the National Strategy.

Partners may take on more varied roles in the support of the Community Mobilization Program or Investment projects, ranging from financial support to projects to a more participatory role in

designing, implementing, evaluating and disseminating results of community safety and crime prevention projects. This study will look at these various roles and examine the extent to which they meet the needs and expectations of those involved.

The Coordination and Integration Sub-study will complement the work started in the mid-term evaluation with respect to federal/federal and federal/provincial/territorial government partnerships. It will focus on the nature and role of partnerships in each of the four funding programs of the National Strategy. More specifically, the purpose of the study will be to assess what has been accomplished through partnership based on a review of selected projects in each of the four grant and contribution programs. Interviews with partners, NPCP staff and the funded applicants will be used to assess the extent to which the expectations of these partnerships, in terms of improving linkages between sectors of the society who share an interest in community safety and crime prevention issues, have been met.



## **APPENDIX A**

### **TERMS OF REFERENCE OF THE NATIONAL STEERING COMMITTEE**

## **National Steering Committee on Community Safety and Crime Prevention**

### **Terms of Reference**

The National Steering Committee on Community Safety and Crime Prevention is responsible to provide advice to the Minister of Justice and the Solicitor General of Canada

The National Steering Committee will meet regularly to review and advise on the links between the elements of the National Strategy and related activities at the national, federal, provincial-territorial and local levels. In particular, this will involve the review of plans and progress reports presented by the National Crime Prevention Centre and information on activities by partners (e.g., other levels of government, private sector and communities).

Also, the National Steering Committee will meet at least twice a year with the Minister of Justice and the Solicitor General of Canada to advise them on emerging issues. Information from the Steering Committee will also be provided regularly to the Federal/Provincial/Territorial Conference of Ministers responsible for Justice.

Under the direction of the National Chair, the National Steering Committee will consist of the following members, as determined by the Minister of Justice and the Solicitor General of Canada:

- National Chair
- Deputy Minister of Justice
- Deputy Solicitor General
- Executive Director of the National Crime Prevention Centre
- Head of the Business Alliance
- Two community/municipal experts
- Two provincial Deputy Ministers
- Four crime prevention experts

The work of the National Steering Committee will reflect the interest of the various sectors involved in crime prevention, identify linkages and help promote integrated action in support of crime prevention and community safety.

The National Crime Prevention Centre will provide secretariat support to the work of the Steering Committee.

1998

**APPENDIX B**

**MANDATE OF THE  
FEDERAL/PROVINCIAL/TERRITORIAL WORKING GROUP**

**Federal/Provincial/Territorial Working Group  
on Community Safety and Crime Prevention  
Mandate**

Provinces and territories have primary jurisdiction and responsibility to deliver many of the services and programs that contribute to safer communities. The federal government also has a significant role and mandate in crime prevention and community safety.

The F/P/T Working Group provides a forum for collaboration and coordination of community safety and crime prevention, especially with respect to Phase 2 of the National Strategy on Community Safety and Crime Prevention. The mandate is to:

- contribute to the achievement of the goals and objectives of the National Strategy on Community Safety and Crime Prevention;
- serve as a network to share information and develop solutions with respect to operational issues relating to the Community Mobilization Program;
- serve, as individual members, on the Review Committee for the Crime Prevention Investment Fund and the Crime Prevention Partnership Program and provide comments and assessment with respect to relevant project proposals;
- contribute to the development and dissemination of information and the promotion of public support for community safety and crime prevention;
- promote community safety and crime prevention within federal and provincial/territorial governments;
- influence the development of federal/provincial/territorial policy and program development in community safety and crime prevention that is complementary and supportive of goals at the national, regional and local levels;
- advise federal and provincial/ territorial Ministers responsible for Justice on developing policy and program work relating to community safety and crime prevention; and
- serve as a network to share information on provincial, territorial and federal initiatives relating to community safety and crime prevention efforts (development, service delivery, evaluation).

The Working Group will report to and support the F/P/T Deputy Ministers/ Ministers responsible for Justice by:

- providing status reports, discussion documents and action plans for consideration of Deputy Ministers' and discussion at federal/provincial/territorial meetings; and
- carry out such work as may be assigned.

September 1998

**APPENDIX C**

**TERMS OF REFERENCE OF THE  
INTERDEPARTMENTAL WORKING GROUP**

**Interdepartmental Working Group  
on Community Safety and Crime Prevention  
Terms of Reference**

Established in 1990, the Interdepartmental Working Group on crime prevention is responsible for the promotion and coordination of crime prevention activities at the federal level. It reports to the Steering Committee of Assistant Deputy Ministers on Violence in Canadian Society. It is chaired by Justice Canada through the National Crime Prevention Council Secretariat. The Working Group consists of representatives of the departments and agencies interested in community safety and crime prevention, including:

Justice	Status of Women
Solicitor General & agencies	National Defence
Health	Citizenship & Immigration
Canadian Heritage	Finance
Human Resources Development	Privy Council Office
Canada Mortgage and Housing	Treasury Board Secretariat
Indian and Northern Affairs	

The mandate of the Working Group is to:

1. Contribute to the National Strategy on Community Safety and Crime Prevention and promote the continuing development of effective strategies and initiatives in the area of community safety and crime prevention at the federal level.
2. Exchange information on departmental and agency initiatives relative to community safety and crime prevention and on developments and trends in this area.
3. Contribute to the development of relevant policies within departments and agencies.
4. Ensure a high level of coordination of federal efforts in the area of community safety and crime prevention and the elimination of violence in Canadian society.
5. Undertake special activities as required by the Steering Committee of Assistant Deputy Ministers.

6. Serve as the link between the National Crime Prevention Council and the federal government, its departments and agencies.
7. Explore and develop joint or complementary activities with the National Crime Prevention Council.

The Working Group accepts as the basis of its work the notion that effective crime prevention is first addressed through the major agents of socialization, including the family and local community and through access to the necessities of life and opportunities for self-sufficiency. As a consequence, the Working Group believes in the need for a multi-disciplinary and interdepartmental response, while recognizing the important role played by other levels of government and non-governmental organizations, local communities and individuals in the prevention of crime and in ensuring all Canadians live in safe communities.

January 1996



## **APPENDIX D**

### **MANDATE OF A PANEL OF STAKEHOLDERS: AN EXAMPLE**

## **Criminal Justice Associations Panel of Experts on Crime Prevention**

A feature of the National Strategy on Community Safety and Crime Prevention includes the establishment of panels of experts consisting of a small number of representatives from a particular sector working with the National Crime Prevention Centre (NCPC) to stimulate and ensure participation in community crime prevention. To date, panels of experts have been established to explore linkages with the policing community and municipalities. There is a need to involve other sectors. At the April 1998 NAACJ meeting with the Department of Justice and the Ministry of the Solicitor General, Monique Collette, Executive Director of the NCPC, invited NAACJ to designate a small number of members (5-8) to constitute a criminal justice associations panel of experts.

The role of the panels of experts is to act as a forum for discussion and identification of critical issues relating to crime prevention and the participation of particular sectors in community crime prevention. The panels are assisted by the NCPC through substantive, logistical support, and costs associated with meetings organized by the NCPC will be defrayed.

This process is intended to promote exchanges between the NCPC and representatives of criminal justice associations with respect to the National Strategy on Community Safety and Crime Prevention and establish linkages between criminal justice and crime prevention. As well, the NCPC may ask the panel of experts to provide comments on specific issues on an ad hoc basis. Finally, the panel of expert may wish to provide comments or recommendations to the National Steering Committee, which is responsible for overseeing all components of the National Strategy.

Once NAACJ has determined membership for the panel of experts, the NCPC will make the arrangements and schedule a first meeting of the group in September 1998.

June 15, 1998

**APPENDIX E**

**TERMS OF REFERENCE FOR THE  
BUSINESS ALLIANCE ON CRIME PREVENTION**

**Terms of Reference for the Business Alliance on Crime Prevention**  
***DRAFT***

**Mandate**

Through the Business Action Program on Crime Prevention, the Business Alliance on Crime Prevention will raise public awareness of crime prevention at the national level and support specific crime prevention projects, in order to provide Canadians with a better understanding of the range and value of traditional crime prevention activities (situational crime prevention such as target hardening, opportunity reduction, environmental crime prevention, place crime prevention) and also, social development approaches (e.g., investing in activities which support young children in families) and to increase the interest, support and participation of the business and professional communities in preventing crime.

The efforts of Alliance during Phase II of the National Strategy on Community Safety and Crime Prevention will assist in decreasing the rates of crime and the fear of crime and in increasing the number of business partners working to prevent crime in Canada. The Alliance will challenge and mobilize businesses to be part of the solution for a safer Canada.

The Alliance will have the responsibility of determining strategies to promote business/voluntary sector partnerships across Canada as well as reviewing and recommending for ministerial approval major crime prevention activities sponsored by national non-profit business and professional associations.

**Goal:**

The goal of the Alliance is:

- to achieve a more integrated approach to crime prevention by involving the business sector in seeking and implementing effective crime prevention solutions.

**Objectives:**

This will be accomplished by:

- encouraging industry/business sector support to undertake specific crime prevention activities;

- adapting the knowledge of business and lessons learned by the business sector for application at the community level;
- mobilizing the business sector to support local community-based crime prevention activities (e.g., ones undertaken as part of the Community Mobilization Program of the Safer Communities Initiative);
- promoting workplace volunteerism by business sector organizations (e.g., the Body Shops “Stop Violence Against Women” campaign);
- encouraging business organizations not directly concerned with crime prevention to incorporate it within the organizations;
- sharing information on emerging issues and new knowledge related to crime prevention/

**Membership:**

- Active members of key national business associations (8-10 individuals with an interest in crime prevention);
- The Chair of the National Strategy; and
- The Executive Director of the National Crime Prevention Centre, Justice Canada (ex-officio member).
- The Alliance will be co-chaired by the National Chair and one of its members.
- The founding members of the Business Alliance on Crime Prevention, the Insurance Council of Canada, the Canadian Bankers Association, the Retail Council of Canada and the Canadian Automobile Dealers Association, were named by the federal government. Additional members will be selected by the Alliance.

**Term:**

- 2 years subject to renewal.

**Meetings:**

- The Alliance will meet at least 3 times per year.
- Sub-committees/task forces chaired by individual Alliance members may be established to deal with specific issues.
- All decisions/votes require majority vote.

**Elements of the Program:**

- A grant funding program;
- A Business Alliance on Crime Prevention made up of active corporate leaders; and
- A mini-Secretariat to administer the funding program and support the Alliance.