



**PARTNERSHIP STUDY,  
NATIONAL STRATEGY ON COMMUNITY SAFETY AND  
CRIME PREVENTION, PHASE II**  
Summary Report

**November 2002**

**Evaluation Division  
Policy Integration and Coordination Section**



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## EXECUTIVE SUMMARY

This report provides a summary of the key findings of the Partnership Study<sup>1</sup>, a sub-study of the summative evaluation of Phase II of the National Strategy on Community Safety and Crime Prevention (the National Strategy). JamiesonHartGraves Consulting on behalf of the National Crime Prevention Centre and the Evaluation Division of the Department of Justice, Canada, conducted the Study in the winter of 2002.

Partnership development and implementation is a central thrust of the National Strategy and is therefore a key topic for the final evaluation of Phase II of the program (expected in January 2003). Since its inception, the National Strategy has fostered partnerships of various types through its crime prevention programs and activities.

The specific objectives of this study were to:

- Examine the nature and diversity of less formalized partnerships that have been developed within the National Strategy, and
- Examine the extent to which these partnerships have supported the National Strategy's development and implementation

This study is not a comprehensive assessment of the Strategy's contribution to partnership development in crime prevention. Rather, it provides insight into how the Strategy's approach to partnership development and implementation is perceived and experienced at national and project levels.

This study represents a first step in conceptualizing partnership within the context of crime prevention. It provides numerous insights into the nature and diversity of "less formalized" partnerships within the National Strategy, as well as information about how partnerships operate at national and community project levels.

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<sup>1</sup> For more detailed information on the results of the national and project level survey, readers should consult the *Partnership Study: Survey Report* November, 2002 available from the Evaluation Division, Department of Justice, Canada.

## **Methodology**

The methodology for this study included:

- A file review of a small sample of National Crime Prevention Centre (NCPC) project files
- A document review of National Strategy on Community Safety and Crime Prevention documentation on partnerships
- A review of recent literature addressing partnerships and crime prevention, and
- A key informant survey of NCPC managers, national partner organizations, project managers and project partners.

## **Key Findings**

- Overall there is a high level, strategic purpose to partnerships within the National Strategy: to promote integrated action of key governmental and non-governmental partners to reduce crime and victimization. Working together is seen to provide a way to think more strategically about addressing the root causes of crime and to ensure a coordinated, comprehensive response.
- Overall, the role of the National Strategy with regard to partnership matters is seen as multi-fold. It includes coordinating partners of various types as well as fostering and supporting the development of partnerships. It involves capitalizing on and facilitating efforts of partners, and expanding the scope of relationships with non-traditional partners.
- A majority of project managers interviewed for this study identified new project partners as being organizations that have not considered, or been considered to have, crime prevention as part of their mandate. This suggests that, within all four funding streams, the NCPC is having considerable success in attracting partnerships with organizations that, in the past, did not consider crime prevention part of their mandate or activity. As such, it appears as though the distinctions between “traditional” and “non-traditional” actors in crime prevention are evaporating.
- For their part, project managers and partners indicated that partnerships provided many benefits. They allowed activities that would otherwise not be possible because doing them alone would be too costly. Partnerships provided project partners with higher profiles in communities, with educational opportunities for staff, with information from databases and

made their work more effective and successful. Further, partnerships gave project partners a sense of the wider picture.

- Approaches to partnership development as well as partnership implementation vary within the funding streams of the Strategy. While there appears to be general agreement that partnerships are a good thing in crime prevention, the survey findings suggest that the perceptions of partnership – and experience in developing and implementing them – vary among partners at national and project levels. Working together is a common definition of partnership, however, in practice partners have different kinds of understandings, expectations, and ultimately experiences and success with this way of working.
- When placed under close scrutiny, a common definition of partnership is elusive. This is because partnership means many different things to different people. In practice, partnership encapsulates many types of relationships and approaches. The nature of roles, degree of formality and linkages (horizontal and/or vertical) vary considerably.
- In any given situation, partnerships may be quite varied. Some may be long-term partnerships with extensive connections, formal ties and horizontal linkages. Other partnerships in the same project or on the same committee may be short-term, informal and vertically linked.
- This diversity may pose a number of challenges, especially if partners have different expectations about their respective roles and responsibilities. An important axiom related to partnership success is that mutual understanding is necessary if partnerships are to be mutually satisfactory.
- Different perceptions among partners of the rationale for the partnership, the principles and values behind the partnership, and how it will work in practice may contribute to stressful operational environments and may limit the effectiveness of partnerships to achieve results.
- Lack of communication and lack of clarity about issues that are important to partners (e.g. constraints of confidentiality); failure to be inclusive; questions of trust, and the reality of competition, conflict and organizational autonomy within the criminal justice system are all potential stresses on partnerships.

The study confirms that there is broad consensus on the value of partnerships as a way to prevent crime and victimization. While some of the benefits of partnership are clearly being realized,

results could be enhanced if the NCPC were to employ a more consistent and strategic approach to partnership and partnership development.

These findings have specific implications for partnership development and management at both the national and community level. They imply the need for the NCPC to:

- Consider using the term “partnership” judiciously to signal a specific type of relationship, and
- Ensure it is strategic in its approach to developing and managing its external relationships.

## 1. INTRODUCTION

Partnership development and implementation is a central thrust of the National Strategy and is therefore a key topic for the final evaluation of Phase II of the program. Since its inception, the National Strategy has fostered partnerships of various types through its crime prevention programs and activities. Recent studies of the National Strategy have examined a number of aspects of partnership.<sup>2</sup>

With respect to the National Strategy, partnerships can be grouped into two broad categories: 1) the formal organizational partnerships within the National Strategy, the federal level partnerships between the Department of Justice Canada and Solicitor General of Canada, and the partnerships with provincial and territorial counterparts; and, 2) the less formally organized partnership arrangements with other actors and stakeholders in crime prevention from community to national levels. The latter category is the subject of this Study.

### Study Objectives

The specific objectives of this study were to:

- Examine the nature and diversity of less formalized partnerships that have been developed within the National Strategy.
- Examine the extent to which these partnerships have supported the National Strategy's development and implementation.
- Provide information about partnerships that will support the summative evaluation of the National Strategy.

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<sup>2</sup> See (2000) *Crime Prevention Practices in Canada 2000*. Evaluation Division, Department of Justice Canada; (2001) *A Discussion Paper on the Sustainability of Social Development Activities in Canada: Some Implications for Crime Prevention*. National Crime Prevention Centre; (2001) *Community Mobilization for Crime Prevention*, National Crime Prevention Centre.



## **Study Issues**

This study addressed 11 Study Issues (see Appendix 1). For the purposes of the analysis and presentation of key findings, the study issues were grouped into the following six areas:

- The Concept of Partnership
- Partnership Development and Application within the National Strategy and its Funding Streams
- What's Working Well...Not so Well
- Motivational Factors Associated with Partnership
- Insights into Effective Partnerships
- Insights and Implications.

## **Overview of Methodology**

The methodology included interviews of NCPC staff, national level, non-governmental partner organizations, community level project managers and project partners.

15 NCPC staff members including senior managers, directors of the various NCPC funding streams and regional liaison coordinators were interviewed. Representatives of 15 of 27 national level organizations identified by the NCPC also were interviewed.

Project managers of a random sample of 60 projects from the CMP, CPPP, BAP and CPIF programs were interviewed. A total of 42 CMP projects, 11 CPPP projects, four BAP projects and 3 CPIF projects were included in the sample. This sample included 20 projects from Ontario, 14 from Quebec, 10 from the Atlantic provinces, 8 from the Prairies and Northwest Territories and 8 from B.C. and the Yukon. The agencies contacted were operating at a variety of levels including: National (9), Provincial/Territorial (7), Municipal (9), Local/Neighborhood (23), Band Councils (4) and International (2).

The types of client groups identified by the organizations included: the community at large (16), specific communities or ethnic groups (12), children (12), youth (26), young adults (8), women and girls (6), and aboriginal communities (6).

Project managers were asked to identify up to five project partners for follow-up interviews. A total of 67 project partners were interviewed.

## 2. FINDINGS

### The Concept of Partnership

*What is partnership?* The literature review suggests that a range of actors use partnerships to address a range of societal issues, including the prevention of crime. According to Crawford, the expansion of partnerships within crime prevention has been a “quiet revolution.”<sup>3</sup> There have been increasing efforts to connect the traditional means of responding to crime (law enforcement) with the multi-sector approaches to policy development and service delivery design. These efforts are aimed at fostering broader engagement of the “community” in crime prevention and control. “Partnerships” along with “community” and “prevention” form the “new trilogy” of many governmental efforts to address crime.<sup>4</sup> Yet little is known about the concept of partnership, or the processes of partnership that can lead to successful outcomes.

In its most “common sense” form, partnership appears to be understood as a way of working together. Some of the reasons why partnerships are seen to be effective include their appeal as a holistic, problem-focused approach;<sup>5</sup> potential to foster a grassroots rather than a top-down approach to solving issues;<sup>6</sup> and the possibility they will produce results that could not have been achieved in isolation.<sup>7</sup>

When placed under close scrutiny, a common definition of partnership is elusive. This is because “working together,” means many different things to different people. In practice, partnership encapsulates many types of relationships and approaches. The nature of roles, degree of formality and linkages (horizontal and/or vertical) vary considerably. In any given situation, partnerships may be quite varied. Some may be long-term partnerships with extensive connections, formal ties and horizontal linkages. Other partnerships in the same project or on the same committee may be short-term, informal and vertically linked.

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<sup>3</sup> Crawford, A. (1997). *The Local Governance of Crime: Appeals to Community and partnerships*. Clarendon Studies in Criminology. Oxford: Clarendon Press, p. 55.

<sup>4</sup> Crawford, A. Crawford, A. (1998). *Crime prevention and community safety: Politics, policies and practices* (Longman Criminology Series). London: Addison Wesley Longman Limited.

<sup>5</sup> Crawford, A. (1998). *Crime prevention and community safety: Politics, policies and practices* (Longman Criminology Series). London: Addison Wesley Longman Limited, p. 170.

<sup>6</sup> OECD (1997) *Partnership in the United States*. Paris, France: OECD, pp. 33-41; 85-91.

<sup>7</sup> Frank, F. & Smith, A. (2000). *The Partnership Handbook*. Ottawa: Minister of Public Works and Government Services Canada Cat. No. MP43-373/1-2000E On-line [www.hrhc-drhc.gc.ca/common/partner.shtml](http://www.hrhc-drhc.gc.ca/common/partner.shtml).

This diversity may pose a number of challenges, especially if partners have different expectations about their respective roles and responsibilities. An important axiom related to partnership success is that mutual understanding is necessary if partnerships are to be mutually satisfactory.

On the one hand, it could be argued that it may not be realistic, or even desirable, to try to overly confine the concept of partnership, as elasticity allows partnership to be an organic, evolving concept. On the other, the lack of definition — and hence parameters to the relationship — is not without its own risks. Different perceptions among partners of the rationale for the partnership, the principles and values behind the partnership, and how it will work in practice may contribute to stressful operational environments and may limit the effectiveness of partnerships to achieve results.

According to the literature, partnership arrangements vary by a range factors, including the purpose of the partnership, function, representation, diversity, degree of inclusion, formality of the arrangement, level of partner commitment to the partnership, the extent of shared principles and values among partners, the allocation of responsibilities, the planning and decision making processes adopted, partner contributions to the partnership (such as knowledge, information, expertise and resources) and accountability arrangements.

The effectiveness of partnerships can be challenged by a variety of factors. A great deal depends on how the partnership is structured and the processes used to implement the partnership. Reaching agreement and implementing partnership arrangements can be particularly complex when there are many sectors or agencies involved. Power relations, operational dynamics and “turfism” are all potentially problematic if there are no mechanisms established to manage expectations or resolve problems. Lack of communication and lack of clarity about issues that are important to partners (e.g. constraints of confidentiality); failure to be inclusive (especially of those who work with clients); questions of trust (a fundamental dynamic in inter-agency relations), and the reality of competition, conflict and organizational autonomy within the criminal justice system are all potential stresses on partnerships.

### **The Concept of Partnerships within the National Strategy**

Partnership is frequently mentioned in the National Strategy’s strategic planning and evaluation documentation and communications materials. Although the documentation reviewed did not always clearly relate to a specific category of partnership, it is clear from the information reviewed and from the key informant interviews that partnership is a central tenet of the National

Strategy. The National Strategy's approach to partnership can be summarized in terms of its purpose within the National Strategy, its role with regard to partnership matters, as well as function of partnerships.

*Purpose of Partnerships within the National Strategy:* Overall there is a high level, *strategic* purpose to partnerships within the National Strategy: to promote integrated action of key governmental and non-governmental partners to reduce crime and victimization. Working together is seen to provide a way to think more strategically about addressing the root causes of crime and to ensure a coordinated, comprehensive response.

*Role of the National Strategy with Regard to Partnerships:* Overall, the role of the National Strategy with regard to partnership matters is seen as multi-fold. It includes coordinating partners of various types as well as fostering and supporting the development of partnerships. It involves capitalizing on and facilitating efforts of partners, and expanding the scope of relationships with non-traditional partners. Efforts to increase participation and representation are also noted. This suggests a very broad and encompassing role for the National Strategy in engaging a range of actors and stakeholders in partnership activity concerning crime prevention.

*Partnership Functions:* Partnership can be multi-functional. Partners play a variety of roles and functions at various levels. This may include, for example, providing strategic advice, sponsoring projects, helping to communicate/disseminate National Strategy information and providing support to projects.

*How National Partner Organizations Define Partnerships and View their Role and Function within the National Strategy.* National partner organizations provided a diverse range of definitions of partnerships. Common to all of them was the idea that partnership involves working together toward a common goal. The nature of their involvement in partnership is explored below.

*How Project Level Managers and Partners Define Partnerships within the National Strategy.* At the project level, we found that project managers and partners similarly subscribe to the concept of working together. Again, the description of the nature of their involvement in partnerships is explored below.

## **Partnership Development and Application within the National Strategy**

*What forms has partnership taken?* To determine the forms that partnerships have taken, we asked key informants at the national and project level about the nature of their involvement in National Strategy partnerships.

At the national level, seven national organizations identified themselves as NCPC partners. However, five organizations reported that they did not consider themselves partners with the NCPC. Their reasons included: the NCPC was not an active partner; the two organizations did not work together although they had similar goals and values; their contact with each other was limited; and a perception that the NCPC came to them after all the key decisions had already been made. Two organizations indicated that their partnerships were not what they could be. One partner organization indicated that the partnership had not gone beyond the NCPC being a funding source. One organization indicated that the power differences between them and the NCPC limited the extent of partnering. One national organization was unable to answer this question.

At the project level, managers of NCPC funded projects (referred to as project managers throughout this study) identified their project partners (referred to as project partners) for the purpose of this study. Of the projects identified by the project managers, 61 project partners (91%) identified themselves as partners in the projects. Six (9.0%) did not consider themselves to be project partners. This was because, although they were involved in some aspect of the project, they did not consider themselves to be working in ‘partnership’ with the lead agency.

National organizations elaborated on the extent of their involvement with the National Strategy. Of those who had consulted with the NCPC on policy issues, five indicated that they had been consulted several years ago (one only indirectly) and had not been involved since. Three others indicated that their involvement in consultation on policy issues is ongoing.<sup>8</sup> Only two national partner organizations indicated they have ongoing, long-term, comprehensive relationships with the NCPC; the remainder has more limited, informal and consultative relationships<sup>9</sup>.

At the project level, project managers and their project partners indicated they are, or were involved to varying degrees in the planning, development and implementation stages of the partnership project. Interestingly, as Table 1 indicates, the perspectives of project managers and

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<sup>8</sup> These are also the same organizations, which indicated involvement in an advisory capacity.

<sup>9</sup> National partner organizations did indicate that information sharing with the NCPC has been an ad hoc process and that they are interested in receiving regular updates, more information on recent activities, new tools and information on a wider range of issues.

project partners differ on the nature of their involvement, due to various factors such as their role, stake and experience within the partnership.

**Table 1 Nature of Project Partners' Involvement in Partnerships**  
**Comparison of Project Managers' and Project Partners' Perspectives**

Nature of Involvement	Project Managers (all, most, some)	Project Partners (Yes)
Copy of the proposal	73.6%	56.1%
Wrote a letter of support	82.7%	61.9%
Sat on committee preparing proposal	56.6%	49.2%
Planned for implementation	66.0%	66.7%
Responsible for implementation	77.3%	57.6%
Provided financial assistance	52.8%	27.3%
Provided human resources	84.9%	87.9%
Provided in-kind resources	81.1%	68.2%
Coordinated activities	73.1%	69.7%
Developed protocols	63.5%	47.0%
Shared decision making	69.2%	50.0%
Responsible for fiscal management	30.8%	18.5%
Responsible for reporting results	35.8%	47.7%

*How is partnership supported?* The National Strategy documentation includes broad descriptions of how partnership is envisioned. This Study examined how in practice the National Strategy supports partnership.

NCPC managers indicated that the four funding streams of the National Strategy — the Crime Prevention Partnership Program (CPPP), the Community Mobilization Program (CMP), the Business Action Program (BAP), and the Crime Prevention Investment Fund (CPIF)— support partnerships by: providing resources, facilitating contacts, assisting in building networks and promoting Crime Prevention Through Social Development (CPSD). Depending on the funding stream, partnership is also supported in a number of other ways (see Table 2 below). In general terms, partnership is being supported in ways that are consistent with the intent of each funding stream.

**Table 2 How Funding Programs Support Partnerships?**

**NCPC Managers' Perspectives**

Funding Stream	CPPP	CMP	BAP	CFIF
CPSD Philosophy (partnerships integral)	●	●	●	●
Provide Resources	●	●	●	●
Facilitate Contacts/Build Networks	●	●	●	●
Disseminate Information	●			
Develop Tools	●			
Joint Management		●		
Issue Focused – attracts diverse groups				●
Integrated Process				●

National organizations suggest that partnership support at the policy level seems inconsistent. While the NCPC consults with national level partners, there is a perception that the NCPC's closest ties are with the more powerful mainstream organizations.

*What are the types of partnerships with the National Strategy?* As noted above, there are many different types of partnerships. They may vary by factors such as purpose, function, structure, and type/role of partners involved and by representation. They also vary by time frame and processes.

*Partnership function* was chosen as the most logical way of organizing the information collected in this study. At the national level, development of the types of partnership was based on National Strategy documentation and initial interviews with NCPC managers. These were subsequently refined following interviews with national project level organizations.

For the project level, an initial typology based on the literature and previous fieldwork was used.<sup>10</sup> The typology was refined to include the following elements: consultation, cooperation, coordination and collaboration. The key informant interviews were used to confirm the typology.

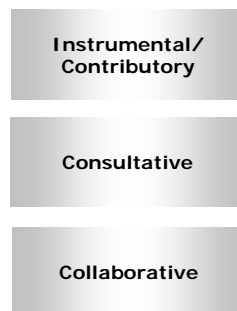
<sup>10</sup> See (2000) *Crime Prevention Practices in Canada 2000*. Ottawa: Evaluation Division, Department of Justice Canada.

## National Level Partnership Typology

The National Strategy's partnerships with national level partner organizations are seen as performing various functions. These partnerships serve as a means through which National Strategy managers can consult with key actors and stakeholders; seek advice on issues of shared concern; exchange information; solicit support for the promotion of CPSD and the dissemination of information on lessons learned; and engage in various forms of contact. National partner organizations' *expectations* of partnership within the National Strategy can also be categorized by the function they perform.

Overall, it is possible to categorize national level partnerships into three different types by function as depicted in Figure 2.

**Figure 2: Types of Partnerships with National Partner Organizations**



*Instrumental/Contributory Partnerships:* These are utilitarian partnership arrangements where information, knowledge or funds are exchanged but partners work separately. In exchange for funding or information, national organizations use their networks to facilitate National Strategy goals such as information dissemination or support for community-oriented work.

*Consultation:* These are ongoing and/or ad hoc arrangements that involve NCPC consultation with national partner organizations on issues of concern.

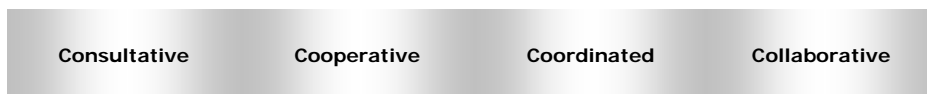
*Collaboration:* These are arrangements wherein national partner organizations actively participate in planning and decision-making regarding the National Strategy, including setting goals and directions.



## Project Level Partnership Typology

At the project level, the study confirmed that there is a continuum of involvement in partnership. Figure 3 categorizes the types of functions within partnerships.

**Figure 3: Types of Partnerships at the Project Level**



Partners at various points along this continuum take on roles and functions with respect to the partnership ranging from consultation (formal or informal) to complete collaboration (an arrangement that is more likely than not to be formal). These roles may be present in both short-term, project oriented partnerships as well as long-term, ongoing partnerships. As partnerships evolve, roles may be modified. Short-term project oriented partnerships may be a catalyst for pursuing partnerships in the future both with current partners and with new partners. The extent of involvement and the nature of the interaction increase and intensify from the consultative end of this continuum to the collaborative end. For example:

*Consultative partnerships* typically include limited contact between participants with clear expectations about the type of activity (consultation) involved. Partnerships were defined as consultative if the project partner had received a copy of the proposal or written a letter of support.

*Cooperative partnerships* were those in which project partners had cooperated in planning the project through any of the two following ways: receiving a copy of the proposal and/or written a letter of support and/or sat on a committee to develop the proposal. Partnerships were also defined as cooperative if project partners provided support (human resources or in-kind support) at the implementation stage but did not coordinate their activities or have responsibility for the project.

*Coordinated partnerships* are those that included at least one of the following: the provisions of resources (in-kind or human) to the project, decision-making or the development of protocols.

*Collaborative partnerships*, by contrast, imply a much greater level of interaction and a variety of roles. These can include joint decision-making and responsibility for collective action and accountability for results. Collaborative partnerships involved the following: planning for implementation; responsibility or partial responsibility for implementation; the provision of

human, financial or in-kind resources; decision-making responsibility; responsibility for reporting; and responsibility for fiscal management.

### Project Level Types of Partnership by Funding Stream — Project Managers’ and Project Partners’ Perspectives

In tables 3 and 4, the data on project partner involvement is classified into the types of projects within each funding stream. This is very preliminary and caution should be exercised when interpreting these results as the findings are based on a very small sample of projects.

	BAP	CMP	CPPP	CIFP	Total
Consultation	n=0 (0.0%)	n=1 (2.9%)	n=0 (0.0%)	n=0 (0.0%)	n=1 (1.9%)
Cooperation	n=1 (16.7%)	n=1 (2.9%)	n=1 (12.5%)	n=2 (33.3%)	n=5 (9.3%)
Coordination	n=3 (50.0%)	n=6 (17.6%)	n=1 (12.5%)	n=0 (0.0%)	n=10 (18.5%)
Collaboration	n=2 (33.3%)	n=25 (76.5%)	n=6 (75.0%)	n=4 (66.7%)	n=38 (70.4%)
<b>Total</b>	<b>n=6 (100%)</b>	<b>n=34 (100%)</b>	<b>n=8 (100%)</b>	<b>n=6 (100%)</b>	<b>n=54 (100%)</b>

Table 3 shows the type of partnerships by funding stream based on the perspectives of project managers. Caution is urged when interpreting these results since the samples involved are very small, for three of the four funding streams in particular. While the samples are very small, apart from BAP, project managers described the relationship with partners as collaborative.

**Table 4** Project Partners' Assessment of Partnerships by Funding Stream

	BAP	CMP	CPPP	CPIF	Total
Consultation	16.7% (n=1)	4.7% (n=2)	0.0% (n=0)	0.0% (n=0)	4.8% (n=3)
Cooperation	16.7% (n=1)	20.9% (n=9)	14.3% (n=1)	14.3% (n=2)	19.0% (n=12)
Coordination	33.3% (n=2)	46.5% (n=20)	42.9% (n=3)	42.9% (n=0)	44.4% (n=28)
Collaboration	33.3% (n=2)	27.9% (n=12)	42.9% (n=3)	42.9% (n=4)	31.7% (n=20)
<b>Total</b>	<b>100%</b> <b>(n=6)</b>	<b>100%</b> <b>(n=43)</b>	<b>100%</b> <b>(n=7)</b>	<b>100%</b> <b>(n=7)</b>	<b>100%</b> <b>(n=63)</b>

Table 4 shows the type of partnerships by funding stream based on the perspectives of project partners. While the data are similar to the classifications provided by the project managers, in all four streams, the most common form of partnership described by project partners was coordination. In coordination-type partnerships, project partners coordinated their activities with lead agencies. Then, depending on the specific requirements of the project, they had different levels of involvement in the projects. Some provided human and/or in-kind resources. Others developed protocols related to the work but did not work together.

*To what extent is the NCPC attracting partnerships with organizations that have not “traditionally” considered crime prevention as part of their mandate or activity?* Almost three-quarters (72.2%) of project managers interviewed for this study indicated that they have developed new project partners. Of these, most (81.6%) identified new project partners as being organizations that have not considered, or been considered to have, crime prevention as part of their mandate. Managers and partners appear to have a broader understanding of interrelationships and the need to work together. This suggests that, within all four funding streams, the NCPC is having considerable success in attracting partnerships with organizations that, in the past, did not consider crime prevention part of their mandate or activity. This appears to be the result of a concerted effort to implement the CPSD approach and with its adoption in the field. As such, it appears as though the distinctions between “traditional” and “non-traditional” are evaporating.

*At the national level, what is working well about the National Strategy's attempts to develop and implement the partnership approach? What is working not so well?* NCPC managers see the overall philosophy of CPSD, which includes a commitment to partnership, as working well. In addition, the NCPC managers reflected on what the NCPC had done to support partnership and noted that the NCPC had also contributed to partnerships by ensuring that tools, ideas and information were effectively disseminated. According to NCPC managers, this has resulted in the following:

- *Awareness of CPSD and the need for a multi-sectoral approach* has reached those people with whom NCPC managers have contact and this awareness is leading them to seek partnerships in projects not funded by the NCPC.
- An increased awareness, among those people with whom NCPC managers have contact, of the importance of *effective communication* has led to increased efforts to communicate ideas and information.
- Making *partnership a funding requirement* has contributed to groups and organizations seeking partners.
- *Commitment to partnerships* — seeing them as important and necessary — has led the NCPC to support their development and to encourage those asking for funding to seek partners.
- *Outreach has been a cornerstone of the National Strategy*. The NCPC has successfully developed horizontal ties both within and outside the federal government. These ties have contributed to the development of trust and rapport with a wide range of agencies. These ties endure and can be expanded.
- *Tools have been developed* that assist groups in forming partnerships and in pursuing particular crime prevention issues.
- *Multiple programs allow many different groups to apply* for funding. For example, the BAP has been successful in bringing businesses into crime prevention activity.
- *NCPC staff is assigned to each region*. Having regional staff has been effective for reaching all regions of the country. Regional staff is developing knowledge and experience that is making them more effective. For example, they are becoming better at guiding communities in the development of proposals because they know what is possible, what works well, and what the pitfalls are.

NCPC managers were also asked what was not working well with respect to the development of partnerships. Responses clustered around three categories — factors relating to the ability to implement partnerships (human resources and time frames), issues external to the NCPC related

to jurisdiction and willingness for agencies to work in partnership, and finally a concern about whether or not partnerships are sustainable. The following observations were common:

- *Unrealistic time frames* — NCPC managers noted that it takes time to build partnerships and this must be done before a project can be undertaken in partnership. Time frames are based on the delivery of a program or development of a product and don't take into account the time needed to develop partnerships.
- *Lack of human resources* — there is not enough staff to do all the tasks related to partnerships. These tasks included: sharing information, providing assistance on proposals, connecting groups and organizations who could potentially partner, assisting partnership development once projects are funded.
- *Different jurisdictional approaches to crime prevention* — there is a sense that the acceptance and application of the CPSD approach varies across jurisdictions, and therefore partnership development and implementation is progressing in different stages. In some jurisdictions there is a perceived resistance to partnering.
- Individuals within organizations continue to employ “*stove pipe*” thinking — they view issues/projects from the perspective of their own organization and do not consider connections to other groups or organizations.
- While projects are successful and partnerships are formed around projects, there is a concern that these partnerships may not be sustained once the project funding period is over.

National partner organizations indicated a number of positive features of the current approach to partnering. At the top are NCPC staff attitudes and commitment. In particular, NCPC staff members were praised for their openness, good will, being easy to deal with, having an objective approach to issues, being a stable point of contact and also for their role in sharing information, maintaining ongoing dialogue and providing tools.

National partner organizations indicated that the NCPC should expand its work on partnerships with national organizations at the policy level. These partnerships are perceived to be underdeveloped and that they could be enhanced through increased dialogue and discussion with organizations. National partners suggested that these discussions be inter-sectoral, work on improving coordination of efforts, and work toward building coalition and consensus. Specific recommendations include:

- Consensus building should be focused around a number of key themes
- Information flow/sharing should be improved and there should be better follow-up

- The project application process should be streamlined and
- Staffing shortages should be addressed.

*At the community project level, what is working well in terms of attempts to develop/implement the partnership approach? What is working not so well?* The majority of project managers had high levels of satisfaction with their partnership experiences. Thirty-four project managers (65.4%) indicated their partnerships went very well, 17 (32.7%) said they went well and one (1.9%) said their partnership went neither well nor badly. Two projects were not yet working with their project partners. Project partners were also very enthusiastic, with 81.5% reporting that the partnership went very well and 18.5% reporting that it went well.

In addition, project managers' expectations about partnerships were generally met. Thirty-seven of the 54 project managers (68.5%) indicated that their expectations about partnerships were fully met, 15 (27.8%) indicated that their expectations were partially met and two (3.7%) indicated that their expectations were not met at all.

### **Motivational Factors Associated with Partnership**

*What motivates partners to get involved with activities/projects funded within the National Strategy?* Project partners were asked how they became involved in the partnership. Some provided more than one reason. For 33 project partners, the lead agency had approached them. For 26, the partnership evolved from ongoing inter-agency discussions while for six respondents, the project partner approached the lead agency. Project partners were also asked what motivated them to participate in the partnership. For most (58 of the 67), it was commitment or concern about the issue/group that was the focus of the project. Good will toward the sponsoring organization was a motivating factor for 41 project partners and 39 cited a commitment to inter-agency partnerships. These data suggest that inter-agency partnerships are being recognized as an effective means of meeting crime prevention needs. They also indicate that partnerships congeal around particular issues or target groups while cutting across sectors.

*What would motivate partners to continue to work in support of the National Strategy? If partners are not motivated, why not — can they identify disincentives?* National partner organizations indicated a high degree of commitment and motivation to work in partnership with the National Strategy on crime prevention. Some national partner organizations suggested they have greater expectations for partnership than are currently being realized within the National Strategy. While there is a sense of willingness to work in support of the National Strategy, there is also a sense that partnerships could be more productive if they were accorded a more active,

substantive role than they have played to date. There is also a sense that national level partners have closer links to the National Strategy than do others and that this is a potential source of resentment.

Project managers and partners appear very motivated to continue to pursue partnerships in crime prevention, primarily because they see direct benefits. Most notably, partnerships allowed project partners to pursue activities that they could not have done on their own. Thirty-one project partners (48.4%) indicated that programs involving partnerships were more successful. These programs also provided instrumental benefits to project partners — information, funding, and tools. Project partners also indicated that partnering could be a mechanism for developing common goals — a key for successful partnerships according to both project managers and project partners. Thirty project partners (46.9%) indicated that their agency received benefits from partnering — including access to information and tools, and financial benefits. Partnering also allowed for activities that would otherwise not have been possible. Finally for 15 project partners (23.4%), partnering increased the resources available to them and/or their clients.

**Table 5 Benefits of Partnership – Project Partners’ Perspectives**

Perceived Benefit	Number of Partners	
Partnered programs are more successful	48.4%	(n=31)
Provides benefits to partner agency (information, knowledge, tools)	46.9%	(n=30)
Increases resources	23.4%	(n=15)
Allows activities that would not be possible otherwise	21.9%	(n=14)
Provides a sense of the wider picture	21.9%	(n=14)
Common Goals	18.8%	(n=12)

*Insights into Effective Partnerships: How do partnerships develop and evolve?* At the outset, there may be various reasons why a partnership arrangement is initiated, such as a common goal or purpose and/or a perceived need to work together, which may also include a requirement of funding. How a partnership evolves may be influenced by a variety of factors, including type of partnership, the expectations of the partnership, implementation processes, the time frame and the results to be achieved.

*What Factors Contribute to Successful Partnerships.* Although the literature is scarce, many different factors can be attributed to successful partnerships:

- *Purpose:* Partnerships that have a clear purpose and a mutual sharing of the benefits of partnership appear to have greater potential for success. Partnerships that involve creating new solutions, are based on sustainable approaches and that encourage empowerment and self-determination within the parameters of the partnership are seen to have particular promise.
- *Laying the foundation:* When partnerships establish a good foundation, which includes a shared understanding of the purpose and function of partnership, and are built on a shared sense of commitment to and understanding of the need to work together (with clearly acknowledged lines of interconnection and interdependency), they are more likely to be successful.
- *Shared principles/values:* Shared principles and values that serve to clarify the relationship and foster empowerment, inclusion and efficacy are also cited as characteristics of successful partnerships. Trust, patience, respect, flexibility, and pragmatism are also key elements.
- *Working structures/processes:* Creating an effective structure and process for partners to work together is also seen as important. This includes establishing a mandate and structure for partnership as well as boundaries; ensuring appropriate representation and facilitating the active involvement, engagement and participation of partners; addressing power and decision-making processes (including negotiation and conflict resolution mechanisms); and identifying and using mechanisms to communicate and share information. Ensuring accountability and including mechanisms to evaluate the partnership are also key considerations.
- *Leadership:* A number of authors suggest that leadership is an important aspect of successful partnerships. Chastkin (2001) expands on the notion of leadership to include the importance of brokering skills as a means of facilitating partnerships and networking. Public and political support (e.g. “champions”) is also considered a key ingredient.
- *Resources:* To work effectively, partnerships need to have access to appropriate resources, including funding, trained staff and volunteers and other skills sets necessary to implement the partnership.

When asked what, in their experience, had contributed to and what limited partnerships, NCPC managers identified a range of factors (see Table 6). They reported that partnerships were facilitated by a shared commitment to a CPSD approach, adequate resources and a requirement that prospective projects find partners, clear objectives, knowledge, outreach and information



sharing. These factors work to encourage groups and organizations to partner with others, build strong ties among groups and organizations that partner, and assist in partnerships working effectively.

**Table 6: Factors that Contribute to Community Project Partnerships**

<b>Factors</b>	<b>How factors contribute to project partnerships</b>
Commitment to CPSD	Requires a multi-disciplinary approach, means common goals and common values
Resources	Sufficient and adequate funding, human resources, and time to build partnerships and run programs/projects
Partnership as a funding condition	Forces groups/organizations to look for partners and to develop partnerships as integral to crime prevention activity
Attitude to partners	Trust, openness, respect, inclusion are all essential to having good working partnerships
Clear Objectives	Clarifies roles and expectations, helps to avoid potential conflicts
Knowledge	Contributes in a number of ways – information on how to build partnerships, on tools and effective strategies
Outreach by NCPC	Has helped groups to find partners
Information Sharing	Between/among partners helps to build trust and to ensure that partnerships are effective

According to NCPC managers, the factors that limit partnerships are the absence of those factors that contribute to partnerships. Thus, a lack of knowledge, inadequate resources, the absence of communication, and resistance to partnering (a lack of commitment to CPSD) limit the formation of partnerships. Resistance to partnerships comes for a variety of reasons. In part, it is due to conflicts over scarce resources (turf wars). But, it is also due to the costs of partnering being too high. Partners may find that in some partnerships, they are expected to “rubber stamp” decisions rather than to participate in a meaningful way. Resistance is likely where partners abuse power or act in ways to limit trust, are non-inclusive, do not share information, and where they are non-cooperative.

**Project Managers’ Perspectives**

Project managers were asked if any of eight factors identified in the literature contributed to successful partnerships and how they contributed. Over seventy-two percent (72.5%) of project

managers felt that shared values were important to successful partnerships. Funding was identified by 58.5% of project managers as important for successful partnerships. Most project managers (84.3%) indicated that common goals were important and 72.5% said that common values were important. Common goals help to maintain focus (which assists in achieving anticipated/planned outcomes) while common values provide different groups and organizations with a point of contact. Over half (56.9%) said that leadership was an important factor. Adequate preparation was identified by 44.4% of project managers as key to successful partnerships — it helps to bring the right project partners together. Shared decision-making (identified by 49.0% of the project managers) and the opportunity to fully participate (identified by 60.8%) provide project partners with a commitment to the project. These factors also provide project partners an opportunity to bring their concerns to the table. Mandates were important for 56.9% of project managers because they set limits and boundaries up front. Finally, the project managers noted that other factors impact on success such as timing — being at the right place at the right time, being able to attract the right project partners (new project partners, traditional and non-traditional project partners) and the nature of the community (resources, structure, level of mobilization).

**Table 7 Factors Project Managers Identified as Contributing to Successful Partnerships**

Factors	Yes	How
Strong Leadership	56.9% (n=34)	Provides outreach, brings groups/individuals into project
Adequate funding	58.5% (n=30)	Need funds to run a successful project
Common goals	84.3% (n=43)	Helps to maintain focus – assists in achieving outcomes
Shared Values	72.5% (n=37)	Provides a point of contact
Adequate Preparation	44.4% (n=24)	Key – assists in knowing who is out there in the community, identifying who to involve
Shared Decision-making	49.0% (n=25)	Allows concerns of all partners to be addressed Provides a sense of shared responsibility and contributes to joint problem solving
Opportunity to Fully Participate	60.8% (n=31)	Provides a sense of shared responsibility and contributes to joint problem solving
Clear Mandate	56.9% (n=29)	Limits scope a priori, clears what's to be done
Other	29.4% (n=15)	Timing; bringing together right partners; nature of community

## Project Partners’ Perspectives

What factors within the partnerships did project partners think contributed to successful partnerships? As can be seen in Table 8, project partners agreed that a number of factors were important to their successful partnerships. Common goals (86.2%) and shared values (75.4%) were the two most frequently cited factors. These were followed by leadership (67.2%), a clear mandate (60.0%), and the opportunity to fully participate (53.8%). These findings indicate that the factors that make partnerships successful for lead agencies and project partners are quite similar. The findings also suggest that while partnerships may be an effective and desirable way to deliver crime prevention programs, they are likely to be successful only when project partners have common goals and shared values.

**Table 8 Factors Project Partners Identified as Contributing to Successful Partnerships**

<b>Factors</b>	<b>Yes</b>	<b>How</b>
Strong Leadership	67.2% (n=45)	Provides outreach, brings groups/individuals into project
Adequate funding	41.5% (n=27)	Need funds to run a successful project
Common goals	86.2% (n=56)	Helps to maintain focus – assists in achieving outcomes
Shared Values	75.4% (n=49)	Provides a point of contact
Adequate Preparation	44.4% (n=24)	Key – assists in knowing who is out there in the community, identifying who to involve
Shared Decision Making	36.9% (n=24)	Allows concerns of all partners to be addressed Provides a sense of shared responsibility and contributes to joint problem solving
Opportunity to Fully Participate	53.8% (n=35)	Provides a sense of shared responsibility and contributes to joint problem solving
Clear Mandate	60.0% (n=39)	Limits scope a priori, clears what 's to be done
Other	27.7% (n=18)	Community size, staff, flexibility, provision of materials

*To what extent are partnerships continuing on after the initial NCPC project funding is over? At this stage, it is difficult to assess the extent to which partnerships will actually continue once NCPC project funding ends, however sixty-four of the project partners (94.0%) reported that they would pursue partnerships in the future. The most frequently noted factors that would encourage on-going partnership include funding, ongoing communication/dialogue with partners, resources/knowledge, commitment, shared values and common goals, knowing the needs of the*

community, networking/building partnerships and resources, having an impact and common objectives/vision.

Project managers and partners indicated that partnerships provided many benefits. They allowed activities that would otherwise not be possible because doing them alone would be too costly. Partnerships provided project partners with higher profiles in communities, with educational opportunities for staff, with information from databases and made their work more effective and successful. Further, partnerships gave project partners a sense of the wider picture.



### **3. INSIGHTS AND IMPLICATIONS**

*What are the implications for the future development of the partnership approach within the National Strategy?* An important message that emerged throughout this study is the value attached to partnering. At both national and community project levels, there is broad consensus that partnering is an important component of a sound crime prevention strategy. Respondents are appreciative of partnerships and believe that the same results could not be achieved by working in isolation.

#### **The Importance of Shared Understanding and Expectations**

While partnerships are widely seen as important and useful, they generate aspirations and expectations among those involved. As a result, partnership relationships can be sensitive ones. In this regard, the study found that shared understanding and values are keys to successful partnership relations. Respondents noted that there is a higher likelihood of success when a shared understanding of the purpose of the partnership exists and when people know the boundaries of the partnership, what is expected of them, and the anticipated results of the partnership. Conversely, a lack of clarity regarding purpose, roles and expectations can result in misunderstandings, dissatisfaction, and even resentment. A lack of clarity can hamper, or even jeopardize, the effectiveness of partnerships, the future of partnership development, and ultimately, the achievement of results.

These observations regarding the importance of shared understanding and expectations must be seen as part of a larger dynamic surrounding the nature of relationships between governments, key actors and stakeholders. That is, partnerships can take many forms and serve a variety of purposes. As we have noted throughout this report, these can range from informal and occasional contacts to highly structured and formal relationships featuring extensive collaboration. In certain circumstances, all forms can play a useful role. The important point is that the partnership relationships that develop reflect the interests and expectations of the participants.

## **A More Strategic Approach to National Level Partnerships**

These findings have specific implications for partnership development and management at both the national and community level. At the national level, they imply the need for the NCPC to:

- Consider using the term “partnership” judiciously to signal a specific type of relationship, and
- Ensure it is strategic in its approach to developing and managing its external relationships.

To date, the term partnership has been used somewhat loosely to describe a range of different types of relationships. As a first step, it is important that NCPC staff share a common understanding of what partnership means and ensure that they use the term “partnership” only in situations where a clear understanding exists that a relationship of a particular type (i.e. a partnership) is desired.

Adopting a more strategic approach would involve:

- Clarifying the links between the so-called “less formally organized” partnership development activities and the expected key results of the National Strategy: What are the expected results of this specific form of partnership activity? How does it link to the “formalized” partnership activity of the National Strategy?
- Identifying whom the key actors and partners are in relation to each component of the National Strategy, and their potential contribution to expected results of the National Strategy.
- Determining the type of partnership relationships required to achieve results — specifically, distinguishing between instrumental/contributory, consultative and collaborative types of partnerships.
- Investing in partnership development in areas where such relationships are likely to have the greatest impact in terms of moving the National Strategy forward and achieving the desired results — the reduction of crime and victimization.
- Recognizing that developing and managing relationships is a dynamic process that requires ongoing dialogue about common understanding and expectations, monitoring, assessment, refinement and rejuvenation.

Existing methods of contact and ongoing relations with numerous groups at the national level play an important role and should be nurtured and expanded. They afford federal government officials with opportunities to pursue and develop strategic partnerships with specific groups and organizations based on mutual interests and shared goals and values.

Other ways of interacting with key actors and stakeholders should also be explored. For example, other federal government departments<sup>11</sup> are successfully using stakeholder panels to involve a wide range of participants, such as researchers, NGO's, practitioners, and clients in strategic ways. These panels provide various kinds of opportunities for participants to play a variety of roles (such as advisory, research, topic-specific task groups) while clearly delimiting the roles and expectations placed upon them.

These suggestions attempt to address an important finding in the study related to partnerships at the national level. Many of the respondents had the perception that inner and outer circles of partnership exist within the National Strategy. Respondents who identified with the "outer circle" of partnership perceive "inner circle" partners as enjoying extensive contact and involvement with the NCPC. Those who perceive themselves in the "outer circle" described their contact with the NCPC as limited and sporadic.

Whether "inner" and "outer" circles exist or not, the perception of an inner and outer circle is a potential source of resentment. This speaks directly to the suggestions raised earlier. Specifically, the NCPC should carefully consider its approach to partnership and its use of this term. The perception also points to untapped opportunities for the NCPC, as respondents who identified with the "outer circle" indicated that they could make more beneficial contributions to the National Strategy with greater contact and involvement. It could employ a variety of strategies to build a range of productive and successful contacts and relationships including partnerships.

### **Strategic Partnerships at the Community Project Level**

Observations about partnership at the national level apply at the community level. It is easier for groups to manage partnership relations at the community project level since the tasks are more concretely defined (in proposals, letters of agreement, etc.) and expectations often involve pre-defined roles and activities around specific project activities. Nevertheless, those responsible for community level projects must often negotiate relationships with a variety of community stakeholders. They also enter into strategic partnerships with a more limited number of community partners.

A strategy that is similar to the one described for the national level could be used at the community level. The NCPC could facilitate effective partnership development by encouraging



groups to make strategic decisions regarding partnership development. This would include investing their resources in those partnerships that are most likely to contribute to the goals of community safety and crime prevention. In some cases, this may mean the involvement of priority groups (children and youth, girls and women, Aboriginal people, the elderly, etc.) and other stakeholders that can assist in achieving crime prevention goals. In other cases, it can mean forging relationships with key stakeholders in the community. As with the national level, partnership development at the community level should reflect strategic decisions about resource allocation and reflect the most promising use of resources to achieve crime prevention goals.

### **Distinction between traditional and non-traditional partners is blurred**

This study showed that the distinction between traditional and non-traditional partners in crime prevention is no longer useful. The criteria that had been used to distinguish traditional from non-traditional partners were based on historical roles and definitions usually linked to contact with the criminal justice system. This study has shown that these criteria no longer apply as a host of non-criminal justice agencies currently identify crime prevention activities as part of their ongoing mandates. Similarly, many of the “traditional” crime prevention agencies have adopted procedures and practices that reflect a broader worldview of crime prevention. Increasingly, they have come to recognize that crime prevention is intersectoral and interdisciplinary in nature.

### **Managing, Tracking and Assessing the Results of Partnership**

Partnership development and management demand commitment and resources. Partnership is a cornerstone of the Strategy and the findings from this study underscore wide consensus about the importance and value of partnerships in reducing crime and victimization. At the moment, within the National Strategy, evaluation information on partnership is limited and to date, there is limited capacity to track the development and impact of partnerships at either national or community-project levels. At the national level, there is a strong qualitative dimension to partnerships; however, innovative strategies to monitor and assess the effectiveness of partnership development activities are required. This should include strategies to tap into partner satisfaction with partnership experiences as well as strategies to assess the contribution that active partnerships are making to the reduction of crime and victimization.

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<sup>11</sup> For example, the Canadian Breast Cancer Initiative, the Federal Tobacco Control Strategy, and the National Strategy on HIV/AIDS all have mechanisms to involve and engage external actors.

At the community project level, NCPC project report templates require projects to provide both qualitative and quantitative information about partnerships. However, this information tends to be limited and challenging to synthesize. Requiring community groups to provide more in-depth information on partnerships is not necessarily the best option, due to the burden this places on groups, particularly those with limited capacity. A supplementary approach that the NCPC could consider is bringing together the representatives from similar types of projects from time to time, to share experiences, insights and lessons learned. The NCPC could then synthesize this knowledge and feed it back to others involved in community level initiatives.

At the same time, national level data management on partnerships should be improved to ensure that pre-post project partnership information is consistently collected and maintained (including up-to-date contact information).



## APPENDIX 1: STUDY ISSUES

Each study issue was classified according to its descriptive (D), conceptual (C), investigative (I) and evaluative (E) foci.

### Study Issue and Type

Study Issue	Type
<b>The Concept of Partnership</b>	
1. What is partnership?	C & D
<b>Partnership Development &amp; Application within the National Strategy and its Funding Streams</b>	
2. What forms has partnership taken?	I
3. How is partnership supported?	D
4. To what extent is the NCPC attracting partnerships with organizations that have not “traditionally” considered crime prevention as part of their mandate or activity?	I
5. What are the types of partnership?	I
<b>What’s Working Well...Not so Well?</b>	
6. At the <i>national level</i> , what is working well about the National Strategy’s attempts to develop and implement the partnership approach? What is not working so well?	E
7. At the <i>community project level</i> , what is working well at the Project level in terms of attempts to develop/implement the partnership approach? What is not working so well?	
<b>Motivational Factors Associated with Partnership</b>	
8. What motivates partners to get involved with activities/projects funded with the National Strategy?	I
9. What would motivate partners to continue to work in support of the National Strategy? If partners are not motivated, why not — can they identify disincentives?	I
<b>Insights into Effective Partnerships</b>	
10. How do partnerships develop and evolve?	I
11. What are the common elements that contribute to positive partnership experiences?	I
12. To what extent are partnerships continuing on after the initial NCPC project funding is over?	I
<b>Insights and Implications</b>	
13. What are the implications for the future development of the partnership approach within the National Strategy?	E