



**JUSTICE FEDERAL VICTIMS STRATEGY
EVALUATION
Final Report**

March 2016

**Evaluation Division
Corporate Services Branch**



Information contained in this publication or product may be reproduced, in part or in whole, and by any means, for personal or public non-commercial purposes, without charge or further permission, unless otherwise specified.

You are asked to:

exercise due diligence in ensuring the accuracy of the materials reproduced;

indicate both the complete title of the materials reproduced, as well as the author organization; and

indicate that the reproduction is a copy of an official work that is published by the Government of Canada and that the reproduction has not been produced in affiliation with, or with the endorsement of the Government of Canada.

Commercial reproduction and distribution is prohibited except with written permission from the Department of Justice Canada. For more information, please contact the Department of Justice Canada at: www.justice.gc.ca.

©Her Majesty the Queen in Right of Canada,
represented by the Minister of Justice and Attorney General of Canada, 2016

ISBN 978-0-660-05178-9

Cat. No. J2-372/2016E-PDF

TABLE OF CONTENTS

EXECUTIVE SUMMARY	i
1. INTRODUCTION.....	1
1.1. Purpose of the Evaluation	1
1.2. Structure of the Report.....	1
2. PROFILE OF THE JUSTICE FEDERAL VICTIMS STRATEGY	3
2.1. Overview and Historical Context.....	3
2.2. Governance of the Justice Federal Victims Strategy	4
2.3. Stakeholders and Beneficiaries	5
2.4. Resources	6
2.5. Justice Federal Victims Strategy Logic Model.....	7
3. METHODOLOGY	15
3.1. Issues and Questions Addressed in the Evaluation.....	15
3.2. Approach.....	16
3.3. Methodological Limitations and Mitigation Strategy.....	21
4. KEY FINDINGS	23
4.1. Relevance.....	23
4.2. Performance - Achievement of Expected Outcomes (Effectiveness).....	32
4.3. Performance - Demonstration of Efficiency and Economy	61
5. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE	73
5.1. Relevance.....	73
5.2. Performance	74

Appendix A : Interview Guides	79
Appendix B : Victims Fund File Review Template	105
Appendix C : Case Study Interview Guide: Victims Fund Projects	111
Appendix D : Case Study Interview Guide: Concrete Actions on Missing and Murdered Aboriginal Women.....	117
Appendix E : Victims Fund Surveys	123
Appendix F : Policy Case Study Interview Guide: <i>Canadian Victims Bill of Rights</i>	141
Appendix G : Policy Case Study Template: <i>Victims Matter</i> Campaign	145

ABBREVIATIONS

Action Plan	Action Plan to Address Violence and Violent Crime Against Aboriginal Women and Girls
CAC	Child Advocacy Centres
CLPS	Criminal Law Policy Section
CSC	Correctional Service Canada
CVBR	<i>Canadian Victims Bill of Rights</i>
Department	Department of Justice Canada
DFATD	Department of Foreign Affairs, Trade and Development
EAC	Evaluation Advisory Committee
ESDC	Employment and Social Development Canada
FCY	Family, Children and Youth Section
FPL	Family Police Liaison
FPT	Federal, provincial and territorial
FPTWG	Federal, Provincial and Territorial Working Group on Victims of Crime
FTEs	Full-time equivalents
FVS	Federal Victims Strategy
Gs&Cs	Grants and contributions
IAID	Innovations, Analysis and Integration Directorate
Justice FVS	Justice Federal Victims Strategy
MAPI	Measures to Address Prostitution Initiative
MMAW	Concrete Actions on Missing and Murdered Aboriginal Women
MPL	Missing Persons Liaison
NAP-HT	National Action Plan on Human Trafficking

NGOs	Non-government Organizations
NOV	National Office for Victims
O&M	Operating and Maintenance
ODPP	Office of the Director of Public Prosecutions
OFOVC	Office of the Federal Ombudsman for Victims of Crime
PBC	Parole Board of Canada
PCO	Privy Council Office
PCVI	Policy Centre for Victim Issues
PLEI	Public Legal Education and Information
PPSC	Public Prosecution Services Canada
PSC	Public Safety Canada
RCMP	Royal Canadian Mounted Police
RSD	Research and Statistics Division
TBS	Treasury Board Secretariat
TLOF	Time-limited Operational Funding
VCI	Victims of Crime Initiative
Victims Week	National Victims of Crime Awareness Week

EXECUTIVE SUMMARY

1. Introduction

The Justice Federal Victim Strategy (Justice FVS) is based on the premise that although many significant advances have been made in services, legislation, policies and programs for victims of crime, many challenges remain. There are also varying approaches across the country in victim services, programs and policies and an ongoing need for federal leadership in this area.

The evaluation of the Justice FVS was conducted between 2014 and 2015. In accordance with the 2009 Treasury Board *Policy on Evaluation*, the evaluation assessed the relevance and performance of the Justice FVS. In terms of relevance, the evaluation considered the continued need for the Justice FVS and the alignment of its priorities and activities with those of the Government of Canada, departmental strategic outcomes, and federal roles and responsibilities. With regard to performance, the evaluation considered both effectiveness (e.g., the extent to which the Justice FVS has achieved its objectives), and efficiency and economy (e.g., the degree to which appropriate and efficient means are being employed to achieve the desired outcomes).

The evaluation covers the Justice FVS activities, undertaken between fiscal years 2010-11 and 2014-15¹.

2. Methodology

The evaluation methodology consisted of eight lines of evidence, including a document and literature review, key informant interviews, victims financial assistance surveys, Victims Fund file review, Victims Fund case studies, policy case studies, directed studies, and a study of resource utilization.

¹ The evaluation did not include other activities undertaken by partner departments/agencies nor the Office of the Federal Ombudsman for Victims of Crime (OFOVC) that are involved in the Federal Victims Strategy (FVS).

The use of multiple data sources allowed for the triangulation of findings to clearly define areas of consensus, verify and validate results. A departmental Evaluation Advisory Committee also provided technical assistance throughout the evaluation.

3. Findings

3.1. Relevance

There continues to be a need for a coordinated federal response to ongoing and emerging victims of crime issues. The Justice FVS continues to be relevant and the four core activities are seen as appropriate levers to ensure that the outcomes are achieved.

There continues to be a need for the departmental Policy Centre for Victim Issues (PCVI) to provide a federal, provincial, and territorial coordination role with regards to information sharing and collaboration; to ensure that the development of legislation takes into consideration the needs of victims, that the criminal justice system is responsive towards victims and their needs; and to participate fully at the international level. As victims begin to exercise their newly enshrined rights under the *Canadian Victims Bill of Rights*, the need for a federal centre of expertise on victims' issues is expected to increase.

There also continues to be a need for the Victims Fund to support jurisdictions so that they can engage in innovative activities through pilot projects that are not supported through their provincial and territorial core funding; promote victims issues through the National Victims of Crime Awareness Week (Victims Week) funding; as well as enhance victim services especially in smaller jurisdictions and in the North where the need for support is highest. The Victims Fund has evolved to meet the continued need for culturally appropriate services for Aboriginal victims and supporting services for children and youth through child advocacy centres. There also continues to be a need to provide financial assistance for victims of crime to enhance their ability to participate and have a voice in the criminal justice system and to reduce financial hardship.

The Justice FVS is fully aligned with federal roles and responsibilities with regards to addressing victims of crime issues. During the evaluation period, the Justice FVS was also fully aligned with the priorities of the Government of Canada and the strategic outcome of the Department.

3.2. Performance

3.2.1. Effectiveness

The evaluation found that the Justice FVS was successful in achieving its objectives and expected outcomes. This was most evident with regards to increasing awareness and knowledge of victim issues, legislation and services available; enhancing the capacity for the delivery of appropriate, responsive victim services; and increasing access to services for victims of crime.

However, recognizing that there is variability in service delivery across Canada, the Department could play a role in enhancing the availability of services through the Victims Fund. This could be achieved by placing higher emphasis on capacity building and innovative projects that expand the scope and reach of new services to under-served areas and clientele. PCVI could also play a leadership role as Secretariat of the Federal-Provincial-Territorial Working Group on Victims of Crime (FPTWG) to facilitate discussion with provinces and territories on how to address the variability of access to services across the country.

3.2.2. Efficiency and Economy

The four functional areas of the Department involved in the Justice FVS are well integrated and coordinated, which is a result of long-standing relationships between the groups. In addition, PCVI is involved in all of the core Justice FVS activities, which ensures a consistent policy approach is used to address ongoing and emerging victim issues.

Although the Justice FVS was successful in achieving its expected outcomes, a number of government-wide and departmental spending limitations impeded the ability of PCVI to fully undertake the core Justice FVS activities, namely hosting in-person FPTWG meetings, and undertaking federal public awareness activities.

An analysis of the operational efficiency of the Victims Fund found that for every dollar invested in grants and contributions, the Department spent \$0.06 in administrative costs to support the delivery of the Victims Fund. This is modest considering that a significant amount of interaction with funding applicants and recipients is required to deliver and manage the Victims Fund.

1. INTRODUCTION

The Justice Federal Victim Strategy (Justice FVS) is based on the premise that although many significant advances have been made in services, legislation, policies and programs for victims of crime, many challenges remain. There are also varying approaches across the country in victim services, programs and policies and an ongoing need for federal leadership in this area.

1.1. Purpose of the Evaluation

In accordance with the 2009 Treasury Board *Policy on Evaluation*, the primary purpose of this evaluation was to assess the relevance and performance of the Justice FVS. In terms of relevance, the evaluation considered the continued need for the Justice FVS and the alignment of its priorities and activities with those of the Government of Canada, departmental strategic outcomes, and federal roles and responsibilities. With regard to performance, the evaluation considered both effectiveness (e.g., the extent to which the Justice FVS has achieved its objectives), and efficiency and economy (e.g., the degree to which appropriate and efficient means are being employed to achieve the desired outcomes).

The evaluation covers the Justice FVS activities, undertaken between fiscal years 2010-11 and 2014-15².

1.2. Structure of the Report

The report contains five sections including this Introduction. Section 2 provides the background of the Justice FVS, describing its governance, resources, stakeholders and beneficiaries, and presents the program logic model including activities, outputs and outcomes. Section 3 describes the methodology and multiple lines of evidence used in the evaluation. Section 4 summarizes the

² The evaluation did not include other activities undertaken by partner departments/agencies nor the OFOVC that are involved in the Federal Victims Strategy (FVS).

key findings, while Section 5 presents the conclusions, recommendations and the management response.

2. PROFILE OF THE JUSTICE FEDERAL VICTIMS STRATEGY

2.1. Overview and Historical Context

Efforts to respond to the needs of victims of crime have been ongoing within the Department of Justice Canada (Department) since the 1970s, when the Department entered into cost-sharing agreements for provincial criminal injuries compensation programs. Although these cost-sharing agreements ended in the 1980s, the Department began funding pilot projects to encourage the development of victim services and in 1988, the federal, provincial and territorial (FPT) Ministers responsible for Justice signed the *Canadian Statement of Basic Principles of Justice for Victims of Crime*. The *Statement* was part of a broader federal initiative that included a package of *Criminal Code* amendments motivated by the United Nations Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power and co-sponsored by Canada in 1985. The *Statement*, updated and endorsed by FPT Ministers in 2003, reflects the progress made in responding to the needs of victims of crime in Canada, and provides clear principles which focus on the needs of victims and the practical realities of the criminal justice system. It guides both levels of government in addressing the concerns of victims of crime.

In the 1990s, the federal government initiated a series of law reforms intended to benefit victims of crime and in 1996 established the Federal-Provincial-Territorial Working Group on Victims of Crime (FPTWG).

In the spring of 1998, the parliamentary Standing Committee on Justice and Human Rights launched a comprehensive review of the victim's role in the criminal justice system. Its report, *Victims' Rights – A Voice Not A Veto*, was tabled in the House of Commons in December 1998. The federal government's response (also tabled in December 1998) supported the Committee's recommendations and set out the government's strategy. This strategy included amendments to the *Criminal Code* (Bill C-79 which received Royal Assent on June 17, 1999)³ related to victims of

³ This enactment amended the *Criminal Code* to enhance the protection and participation of victims and witnesses in the criminal justice system.

crime and the creation of the federal Victims of Crime Initiative (VCI) in March 2000. In 2007, the Initiative was significantly enhanced and re-launched as the Federal Victims Strategy (FVS).

The objective of the FVS is to give victims a more effective voice in the criminal justice and federal corrections systems. Given the scope of this objective, the FVS is a horizontal initiative which involves more than one federal agency/department including Correctional Service Canada (CSC), the Parole Board of Canada (PBC), the Office of the Director of Public Prosecutions (ODPP), and the Office of the Federal Ombudsman for Victims of Crime⁴.

In 2005, as part of the Strengthening Community Safety Initiative, Public Safety Canada's (PSC) National Office for Victims (NOV) was established. Recognizing the importance of a consistent federal approach to victim issues, NOV was co-located with the Department of Justice Policy Centre for Victim Issues (PCVI). NOV and PCVI collaborate to ensure that activities are complementary and enhance the role of victims in the criminal justice system.

2.2. Governance of the Justice Federal Victims Strategy

PCVI is involved in all victim-related initiatives within the Department and at the start of the evaluation period (2010-11), it was responsible for all of the Justice FVS activities. This included the Victims Fund, administered by the Innovations, Analysis and Integration Directorate (IAID) of the Programs Branch.

However, as a result of a centralization of departmental functions between 2012 and 2014⁵, the Justice FVS governance structure changed⁶. Although collaboration continued to meet Justice FVS objectives, each respective departmental responsibility centre, namely PCVI, IAID, Research and Statistics Division (RSD) and the Communications Branch, became accountable for their own respective activities. Although the governance structure changed, PCVI continues to be seen as the

⁴ The OFOVC was created to provide a voice for victims of crime at the federal level and to ensure that the federal government meets its commitments to victims. The Ombudsman reports directly to the Minister of Justice and, as such, the OFOVC falls outside the Department's governance framework and is not included in the evaluation of the Justice FVS.

⁵ As part of the centralization of departmental functional areas, in 2012, the Communication Advisor that worked on Justice FVS activities no longer reported directly to PCVI. In 2014, IAID also took over full responsibility for management of the Victims Fund.

⁶ Although only the Communications Officer was co-located with PCVI prior to 2012, PCVI was still accountable for all victims' related activities in the Department until 2014.

centre of expertise for the Justice FVS. All core activities of the Justice FVS draw on PCVI expertise in the areas of victim issues, services and legislation.

2.3. Stakeholders and Beneficiaries

Federal Departments and Agencies

PCVI works to ensure that there is a consistent federal approach to victim issues and plays a leadership role in coordinating collaboration between the various federal partners in the FVS through its role as Secretariat of the FPTWG. Membership on the FPTWG is drawn from a wide group of federal officials with a mandate to respond to victims of crime, from the Department⁷, NOV in PSC, CSC, PBC, Royal Canadian Mounted Police (RCMP), ODPP, and Canadian Criminal Justice Statistics in Statistics Canada, as well as provincial and territorial Directors of Victims Services, and some Crown policy counsel.

Provincial and Territorial Governments

There is a shared jurisdiction in Canada in responding to the needs of victims of crime, which makes FPT partnership essential. This partnership is advanced through the FPTWG.

The Department works together with provincial and territorial governments on many areas of shared jurisdiction and mutually agreed upon activities to benefit victims of crime. It is through this collaborative relationship that many of the outcomes, and ultimately the objectives of the Justice FVS, can be realized.

Non-Governmental Organizations

Non-governmental organizations (NGOs) that work with or provide services to victims of crime are key stakeholders in the Justice FVS, particularly through their work on events related to National Victims of Crime Awareness Week (Victims Week) and through participation in the National Victims of Crime Advisory Committee, chaired and led by PCVI.

⁷ Membership from the Department on the FPTWG includes: PCVI, Family, Children and Youth Section (FCY), Criminal Law Policy Section (CLPS), and the Aboriginal Justice Directorate.

2.4. Resources⁸

The Justice FVS brings together six victims initiatives for which the Department receives funding:

- Victims of Crime Initiative (VCI), announced in 2000⁹;
- Strengthening Community Safety II, announced in 2005¹⁰;
- Federal Victims Strategy (FVS), announced in 2007, renewed in 2011 and made permanent in 2012;
- Child Advocacy Centres (CACs), announced in 2010, with enhanced funding in 2012 and again in 2015;
- Time-Limited Operational Funding (TLOF) announced in 2012; and,
- Concrete Actions on Missing and Murdered Aboriginal Women (MMAW) announced in 2010 and renewed in 2015 through the Action Plan to Address Family Violence and Violent Crimes against Aboriginal Women and Girls (Action Plan).

The following table presents resources made available for the Justice FVS through Treasury Board Submissions for each year that is included in the evaluation period.

Table 1. Justice FVS Resources Allocated to the Department During Evaluation Period

Initiative Resources	2010-11	2011-12	2012-13	2013-14	2014-15	Total
Salary + Operations and Maintenance (O & M) ¹¹	\$4,852,931	\$5,436,870	\$5,436,870	\$5,436,870	\$5,436,870	\$26,600,411
Grants and Contributions (Gs&Cs)	\$10,186,556	\$10,186,556	\$11,586,556	\$11,586,556	\$11,586,556	\$55,132,780
Total Resources ¹²	\$15,039,487	\$15,623,426	\$17,023,426	\$17,023,426	\$17,023,426	\$81,733,191

⁸ Although outside the scope of this evaluation, the Victims Fund was increased in 2015 with the addition of the non-legislative Measures to Address Prostitution Initiative (MAPI).

⁹ The VCI became part of the FVS when it was announced in 2007.

¹⁰ The Strengthening Community Safety II Initiative provided Treasury Board authority for the Victims Fund to provide financial assistance for victims and support persons to attend PBC hearings.

¹¹ In 2010, the Department also received \$6M in O&M for the Government of Canada advertising campaign. Although this campaign was included in the evaluation, funding was only for one year so is not represented in Table 1.

¹² Total resources excluding employee benefit plan and accommodation costs and an additional \$6M in O&M received in 2010 for the Government of Canada advertising campaign. Key informants also indicated that IAID, Communications Branch and the Research and Statistics Division (RSD) have also relied on additional staff resources at points throughout the five years. However, since these additional resources have not been systematically tracked, the actual amounts are unknown.

In addition to the \$82 million allocated to the Department through Justice FVS Treasury Board Submissions, \$6M in O&M was also made available in 2010-11 for the Government of Canada *Victims Matter* Campaign. When these additional resources are included, the total resources allocated to the Department for FVS-related activities over the five years was \$88 million.

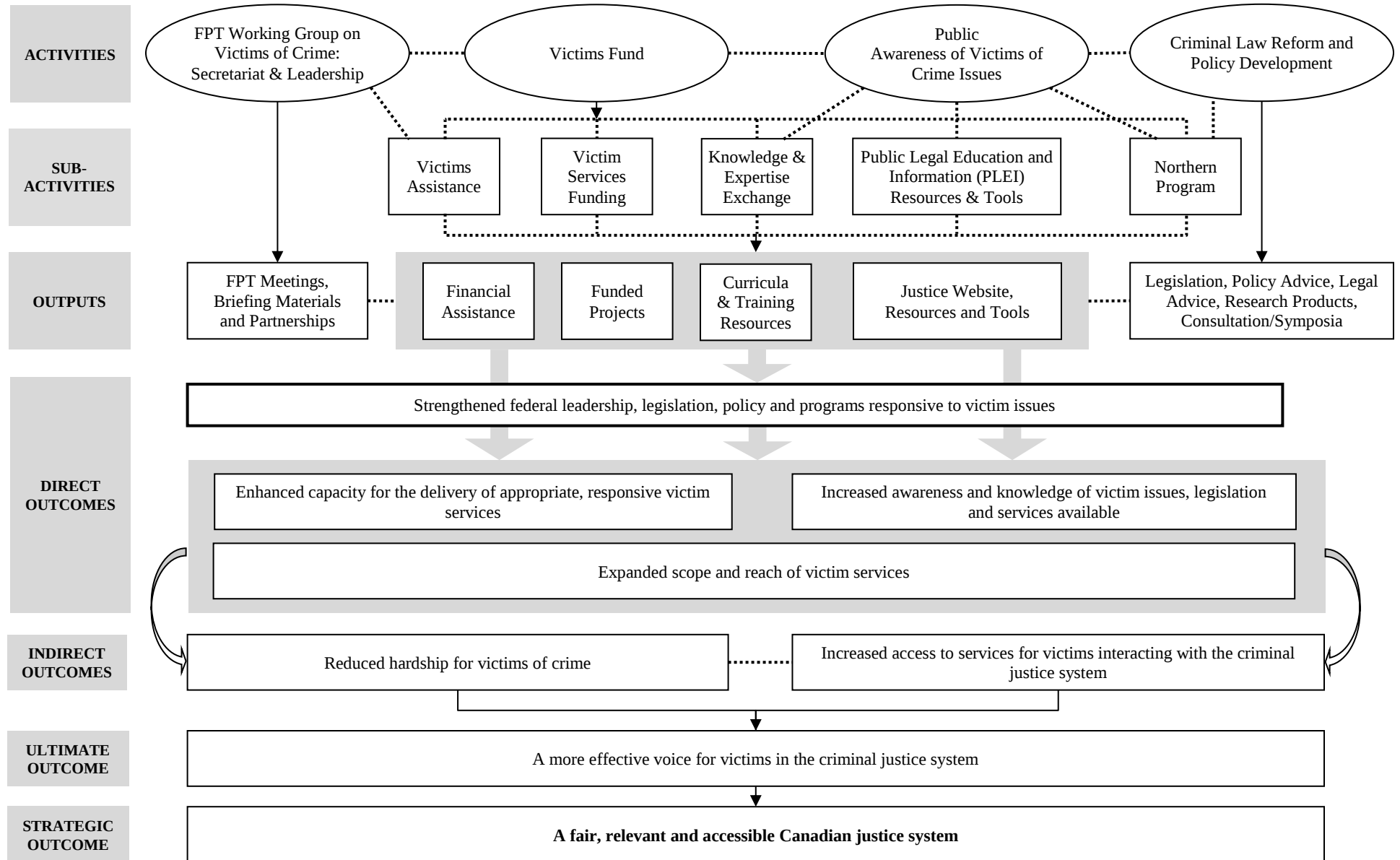
On average, 21 full-time equivalents (FTEs)¹³ worked within the Department to undertake the four core activities of the Justice FVS between 2010 and 2015.

2.5. Justice Federal Victims Strategy Logic Model

The ultimate outcome of the Justice FVS is to contribute to a more effective voice for victims in the criminal justice system. This is expected to be achieved through a number of activities which reduce hardship for victims of crime, increase participation in the criminal justice system and increase access to services for victims. The program theory is based on the assumption that victims that are well supported or have opportunities to participate will have an increased capacity to have an effective voice in the criminal justice system. The Justice FVS Logic Model, on the next page, outlines the various activities, outputs and outcomes that are expected to contribute to the empowerment of victims to have a more effective voice.

¹³ Although Treasury Board authorities provided funding for 26.5 FTEs, through the six Justice FVS Initiatives, the number of FTEs staffed varied each year of the Justice FVS with an average of 21 FTEs during the five-year timeframe covered by the evaluation.

Federal Victims Strategy Logic Model – Justice Canada Component



2.5.1. Justice FVS Activities and Outputs

The Justice FVS is implemented through four overarching strategic activities, which include the FPTWG, Victims Fund, Public Awareness of Victims of Crime Issues, and Criminal Law Reform and Policy Development. PCVI acts as the main responsibility area within the Department that is involved in all four of the strategic activities, which are all interrelated.

Federal, Provincial and Territorial Leadership and Coordination

The FPTWG, chaired by the Director of PCVI, is a forum to collaborate, share information and expertise across jurisdictional boundaries, identify emerging issues, and work with other FPT working groups through subcommittees (e.g. Aboriginal Justice, Family Violence, Restorative Justice, and Implementation of the *Canadian Victims Bill of Rights* [CVBR]) on priority areas. It is through this network that best practices can be shared across the country, as well as means to identify and conduct research. It is also a venue for formal and informal discussions about programs (e.g. CACs, Aboriginal victims, restorative justice) and legislation (e.g. CVBR, RCMP referrals, restitution legislation, victim impact statements, victim surcharge).

PCVI also works closely with other federal departments and agencies (NOV, RCMP, PBC, CSC) that share an interest in and have a mandate to respond to the concerns of victims of crime. They participate in PSC Portfolio meetings, liaise with the Federal Ombudsman's office (e.g., coordinate the federal government response to the Ombudsman's Annual Reports), work with the Department of Foreign Affairs, Trade and Development (DFATD) through the financial assistance to Canadians victimized abroad, and work with PPSC in support of the Crown Witness Coordination Program in the territories. PCVI also works on an ad-hoc basis with other departments whose activities include policy, program or legislative initiatives that will impact victims of crime, such as Employment and Social Development Canada (ESDC) (e.g. Program for Missing and Murdered Children).

The Victims Fund

The Victims Fund, resourced through six key FVS funding initiatives¹⁴, is a Gs&Cs program managed by the IAID. The Victims Fund is a core component of the Justice FVS, used to advance departmental policy priorities in the area of victims of crime; identify emerging areas of concern

¹⁴ The six initiatives included in the evaluation are: VCI, FVS, Strengthening Community Safety II, CACs, TLOF, and MMAW which were renewed and expanded as the Action Plan.

and practice; and advance shared objectives with respect to victim issues with other levels of government and non-governmental stakeholders. It is also one of the few ways the federal government can engage in victim services due to the constitutional division of powers (e.g. through the provision of Gs&Cs to victim serving agencies and individual victims of crime).

The Victims Fund is divided into three components:

- a) The **Provincial and Territorial Component** aims to promote access to justice and participation of victims in the justice system through the development of law, policies and programs, and to enhance victim assistance programs across Canada. Given the unique circumstances in the North, the Victims Fund also provides resources for the three territorial governments to assist victims with emergency costs related to their criminal victimization, participation in the criminal justice system, and access to victim services.
- b) The **Projects and Activities Component**, available to a wide range of groups and organizations, aims to promote access to justice and participation of victims in the justice system and the development of law, policies and programs; promote the implementation of principles, guidelines and laws designed to address the needs of victims of crime and articulate their role in the criminal justice system; contribute to increased knowledge and awareness of the impact of victimization, the needs of victims of crime, available services, assistance and programs and legislation; and promote, encourage and/or enhance governmental and non-governmental organizations' involvement in the identification of victim needs and gaps in services, and in the development and delivery of programs, services and assistance to victims, including capacity building within NGOs.

In addition, PCVI undertook policy efforts to increase the scope and reach of program investments by including three new funding initiatives under the Victims Fund Projects and Activities Component in 2010:

- funding in support of the federal initiative MMAW in an effort to assist provincial and territorial victim services as well as Aboriginal community organizations to adapt, enhance, develop, or design victim services aimed at responding to the specific, multi-faceted issue of missing and murdered Aboriginal women. All projects are expected to include one of the following elements: improved outreach and communication with Aboriginal victims and their families; culturally sensitive support for family members of missing and murdered Aboriginal women; or enhanced community support;

- funding to create new CACs or enhance existing CACs in Canada to provide a coordinated approach to addressing the needs of children involved in the criminal justice system, either as victims of or witnesses to abuse. CACs are child-focused centres that address investigation, treatment and prosecution of child abuse. They seek to minimize system-induced trauma by providing a single, child-friendly setting for child victims or witnesses and their families to seek services, and by reducing the number of interviews and questions directed at children during the investigation or court preparation process; and
- TLOF grants to help NGOs maintain services by covering operating expenses such as staff payroll, office space rental, and limited capital expenditures for up to two years.

The MMAW and CAC initiatives were complemented by policy activities to increase the scope and reach of these investments.

c) The **Financial Assistance Component** is designed to provide direct, limited, financial assistance¹⁵ to:

- individual registered victims of offenders under federal jurisdiction/supervision who incur expenses to attend PBC hearings in respect of the offender who harmed them;
- individuals who attend with or support a registered victim to attend PBC hearings;
- individual Canadian victims of a specified serious violent crime in a foreign country for emergency situations of undue hardship where no other source of financial assistance is available, or an individual support person to accompany, attend with or support a Canadian victimized in a foreign country (including to participate in court proceedings related to that offence); and
- individual victims of crime in exceptional circumstances for emergency situations of undue hardship where no other source of financial assistance is available.

¹⁵ Family members or survivors of homicide who incur expenses to attend early parole eligibility hearings (s. 745.6 of the Criminal Code) are also eligible for financial assistance in certain cases. Bill S-6, which came into force on December 2, 2011, repealed faint hope hearings under s. 745.6 for offenders. However, offenders who have served less than 15 years of their sentence on the coming into force date can still apply for early parole within 90 days after the day on which they have served 15 years of their sentence. With this change, financial assistance for family members/survivors of homicide who incur expenses to attend early parole eligibility hearings is still only available for those particular cases.

Public Awareness of Victims of Crime Issues

Public awareness of victims of crime issues are advanced by the Justice FVS through various mechanisms, the Victims Fund and through direct activities of the PCVI. These types of activities within the Justice FVS are varied, but have a shared objective of raising awareness about legislation intended to benefit victims, services available, and victim issues among victims of crime, the public, and criminal justice professionals.

Criminal Law Reform and Policy Development

Criminal law reform and policy development within the Justice FVS encompasses a range of activities including the development of policy options, legislative options and legislation and supporting legislation through Parliament, in addition to legal analysis, litigation support, policy advice, research, international activities and sharing information through victims related symposia, as well as stakeholder consultation including the National Victims of Crime Advisory Committee and the FPTWG, both chaired by PCVI.

PCVI also works with territorial colleagues to build the capacity of northern service providers to better meet the needs of northern victims of crime. The Northern Program, implemented in 2007 and advanced by the Victims Fund, is aimed at raising awareness about the needs of victims living in northern regions, supporting victim service providers to undertake site visits to encourage linkages and networking between and within northern jurisdictions, and supporting northern specific training (including the development of a northern victims services training program).

2.5.2. Direct Outcomes

Strengthened federal leadership, legislation, policy and programs responsive to victim issues.

This outcome is expected to be achieved through the collective work that the Department undertakes through the four core activities. It reflects the identification of emerging victims of crime issues and the implementation or coordination of responses at the federal level. Federal leadership in this area is also expected to be strengthened as a result of Justice FVS efforts to develop policies and programs for victims of crime that have a national or regional focus.

In turn, this outcome is expected to contribute to the following related three direct outcomes of the Justice FVS:

- **Enhanced capacity¹⁶ for the delivery of appropriate, responsive victim services.**

The Justice FVS is intended to result in victim-serving agencies having additional staff, and service providers having effective tools, knowledge and training to do their work in support of victims of crime in their community.

- **Increased awareness and knowledge of victim issues, legislation and services available among targeted audiences.**

The Justice FVS is expected to raise awareness and increase knowledge about victim issues, legislation and services available among victims of crime, the general public, criminal justice professionals and victim service providers.

- **Expanded scope and reach of victim services.**

The Justice FVS is expected to expand the scope of services available to under-served victims of crime (e.g. children and youth, elderly, minority populations, Aboriginal communities) as well as emerging communities of victims of crime (e.g. victims of technology-driven crime). In addition, the Justice FVS is expected to expand the geographic reach of services for victims of crime by supporting the expansion of services into under-served geographic areas, as well as supporting victim service providers to use new forms of technology to communicate information across a large geographic space.

2.5.3. Indirect Outcomes

Reduced hardship for victims of crime, including reduced financial and non-financial hardships associated with interacting with the criminal justice system.

The Justice FVS is expected to reduce the financial hardship for victims by providing financial assistance in specific areas that are linked to the jurisdiction of the federal government, including financial assistance to registered victims of crime to attend PBC hearings and to Canadians who have been victimized abroad. The Justice FVS is also expected to reduce hardship for victims by providing financial assistance to address exceptional/emergency needs of victims in the three territories; by supporting the development of CACs; and increasing the availability of testimonial aids for vulnerable victims/witnesses.

¹⁶ This excludes capital infrastructure and real property.

Increased access to services for victims interacting with the criminal justice system.

The Justice FVS is expected to increase access to services for victims of crime, which takes many forms and intersects at all points of entry along the continuum of the criminal justice system. The Justice Strategy supports not only new services, but also increased availability of existing services by enhancing capacity (e.g. hours, location). It is also expected to enhance the delivery of existing services by increasing accessibility in such areas as languages in which services are provided, supporting translation services, expanding types of services provided to reflect the needs of the community being served, and supporting the development of culturally relevant victim services (e.g., for Aboriginal victims of crime, families of missing or murdered Aboriginal women).

2.5.4. Ultimate Outcome

The ultimate outcome of the Justice FVS is to contribute to a more effective voice for victims in the criminal justice system. This is expected to be achieved through developing policies and legislation that increase victim participation, providing victims opportunities to participate in the criminal justice process and enhancing their experience with the system. Also, it is expected that if victims are well supported and informed, they will have a more effective voice. This outcome is linked with the broader strategic outcome of Justice Canada of *a fair, relevant and accessible Canadian justice system*.

3. METHODOLOGY

3.1. Issues and Questions Addressed in the Evaluation

The five broad issues (see Table 2) addressed in the evaluation provide a framework for evaluating the direct, indirect and ultimate outcomes of the Justice FVS.

Table 2. Evaluation Issues and Questions

Evaluation Issue	Evaluation Question
Relevance	
Continued Need for Program	To what extent is there a continuing need for the Justice FVS?
	To what extent do the core activities of the Justice FVS continue to be relevant?
Alignment with Government Priorities	To what extent are the activities of the Justice FVS aligned with 1. Government of Canada priorities and 2. Strategic priorities of the Department of Justice?
Alignment with Federal Roles and Responsibilities	To what extent do the activities of the Justice FVS align with federal roles and responsibilities?
Performance	
Achievement of Expected Outcomes	To what extent has the Justice FVS contributed to strengthened federal leadership, legislation, policy and programs responsive to victim issues?
	To what extent has the Justice FVS enhanced capacity for the delivery of appropriate, responsive victim services?
	To what extent has the Justice FVS contributed to increased awareness and knowledge of victim issues, legislation and available services?
	To what extent has the Justice FVS contributed to expanding the scope and reach of victim services?
	To what extent has the Justice FVS contributed to reducing hardship for victims of crime?
	To what extent has the Justice FVS contributed to a more effective voice for victims in the criminal justice system?
Demonstration of Efficiency and Economy	Are there any other ways to deliver the Justice FVS that would improve its performance, both the achievement of objectives and/or to increase its efficiency?
	What resources are being used? How did the resource level affect the results achieved?
	Is the Victims Fund being administered efficiently?
	Is the allocation of resources appropriate to ensure the outcomes are being achieved?

3.2. Approach

The evaluation methodology consisted of eight lines of evidence including a document and literature review, key informant interviews, financial assistance surveys, Victims Fund file review, Victims Fund case studies, policy case studies, directed studies and a study of resource utilization.

The use of multiple data sources allowed for the triangulation of findings to more clearly define areas of consensus. The directed studies also allowed for additional data to be collected over a longer period of time and on a broader range of topics to ensure a more complete picture of the Justice FVS activities and their impacts, rather than solely focusing on one period of time of data collection for maximizing confidence in the evaluation findings.

A departmental Evaluation Advisory Committee (EAC) with representation from PCVI, IAID and RSD provided technical assistance throughout the evaluation, and contract resources were used to assist with some of the data collection. The Department's Evaluation Division was responsible for some of the data collection, analysis of all of the lines of evidence and reporting.

3.2.1. Document and Literature Review

The document and literature review consisted of reviewing secondary documents including research reports, event evaluation surveys, government documents, policy documents, communications materials, announcements, analysis of media analysis and administrative data. The EAC identified relevant documents to be included in this review for the time period ranging from April 2010 to March 2015.

3.2.2. Key informant interviews

Key informant interviews addressed the majority of the evaluation questions and were a principal line of evidence. In-person individual and group interviews as well as telephone interviews were conducted with key informants (n=36) identified by the EAC. The distribution of key informants is shown in Table 3 (below). Interview guides were tailored for each respondent group (see Appendix A). The following table provides a summary of the interviews conducted.

Table 3. Key Informant Interviews

Key Informant Group	Number Interviewed
PCVI	7
IAID	8
RSD	1
Communications Branch	1
FPTWG on Victims of Crime	19
Total Interviewed	36

3.2.3. Victims Fund File Review

A sample¹⁷ of Victims Fund projects funded between 2010 and 2015 (n=91 or 9%) was reviewed. These files included all funding agreements that were negotiated with the provinces and territories, TLOF projects, MMAW projects, and a sample of NGO projects that were funded between 2010 and 2015. Table 4 provides a summary of the types of files reviewed.

Table 4. Victims Fund File Review

Victims Fund File Type	Number of Files
Provincial and Territorial Projects	27
TLOF Projects	10
NGO Projects	40
MMAW Projects	14
Total Files	91

The following three documents were reviewed for each file: PCVI Funding Proposal Review Form, Grant and Contribution Approval Document, and the Project Summary Report. A file review template (see Appendix B) was used to ensure consistent information was collected across the different types of files.

3.2.4. Victims Fund Case Studies

In addition to reviewing project files, a sample of NGO projects (n=16) and MMAW projects (n=5) were included as case studies. The case studies involved a more detailed review of the files, as

¹⁷ Between 2010 and 2015, there were a total of 1059 projects funded through the Victims Fund.

well as a telephone interview with a representative from the project¹⁸ (n=23). Table 5 provides a summary of the case studies conducted.

Table 5. Victims Fund Case Studies

Case Studies	Number of NGO Projects	Number of MMAW Projects
National Initiative	2	
Pan-Territorial Initiative (Yukon, Northwest Territories, Nunavut)	1	
British Columbia	2	1
Alberta		1
Saskatchewan		1
Manitoba	2	2
Ontario	4	
Quebec	3	
Prince Edward Island	1	
Yukon	1	
Total Projects	16	5

Two different interview guides were developed for the case study interviews (see Appendices C and D).

3.2.5. Victims Fund Financial Assistance Surveys

Between 2010 and 2015, a total of 655¹⁹ completed Victims Fund financial assistance surveys were returned to the Evaluation Division (see Table 6 below). These surveys were a key line of evidence for the evaluation, since they are the only opportunity for victims and their support persons to provide feedback directly to the Department on the impact of the financial assistance they received.

¹⁸ For two of the MMAW case studies, two individuals were interviewed.

¹⁹ In addition to the surveys for the Financial Assistance Component, the Victims Fund, through the Provincial and Territorial Component, supports the administration of Territorial Travel and Emergency Fund programs. The Evaluation Division received 31 Nunavut Travel Support Program surveys and 41 Territorial Victims of Crime Emergency Fund surveys between 2010 and 2015. These surveys were not included in the analysis of the Financial Assistance Component of the Victims Fund, though their results are considered in this evaluation report.

Table 6. Victims Fund Financial Assistance Component Surveys

Financial Assistance Survey	Total Received
Financial assistance for victims to attend a PBC hearing	511
Financial assistance for a support person to attend a PBC hearing with a victim	101
Financial assistance for Canadians victimized abroad	43
Total	655

The different Financial Assistance Survey questionnaires are included in Appendix E.

3.2.6. Policy Case Studies

To ensure evaluation coverage of the policy work undertaken as part of the Justice FVS between 2010 and 2015, two policy case studies were completed. These included examining the process used in the development of the CVBR through key informant interviews (see Table 7 below) and the 2010 Government of Canada advertising campaign *Victims Matter* through a document review. The data collection instruments used for the policy case studies can be found in Appendices F and G.

Table 7. CVBR Policy Case Study Key Informant Interviews

CVBR Key Informant Groups	Participated in a Group Interview	Participated in an Individual Interview	Number Interviewed
PCVI	5		5
Criminal Law Policy Section	3	1	4
Communications Branch	1		1
RSD		1	1
Family Children and Youth Section		1	1
Human Rights Law Section		1	1
Public Prosecution Service Canada		1	1
PSC		1	1
Total	9	6	15

3.2.7. Directed Studies

In preparation for the Justice FVS evaluation, a number of directed studies were undertaken between 2012 and 2015 to allow for a more in-depth examination of some of the priority areas of the Justice FVS. The results of these studies were used as primary lines of evidence for the evaluation. Table 8 summarizes the methodologies used for the directed studies.

Table 8. Directed Studies

Directed Study	Methodology Used
Survey of Criminal Justice Professionals for the Evaluation of the FVS	- Online survey of criminal justice professionals (police, Crown and victim service providers) (n=1,155) - Comparison of results with a 2002 benchmark study (level of awareness of criminal justice professionals and organizations) and 2003 multi-site survey of victims of crime and criminal justice professionals across Canada
Public Awareness: Victims Week (2012)	- File review that included funding applications (n=162) and 120 project summary reports (n=120) for the 2012 Victims Week - Key Informant Interviews with members of the Victims Week Organizing Committee and PCVI (n=24) and funding recipients (n=14) - Case studies from a sample of 2012 Victims Week funded projects (n=10) - Victims Week 2012 Symposium Exit Surveys (n=45) - Document review including evaluations from 2007-2011 Victims Week Symposiums
Impact of Technology on Victims of Crime	- Key Informant Interviews with PCVI, RSD, Criminal Law Policy Section (CLPS), Communications Branch, IAID, FPTWG (n=25) - File review of 28 technology projects (n=28) and Victims Week media files (n= 16) - Case studies of a sample of projects that use technology (n=13)
Understanding the Impact of CACs in Canada ²⁰	- Interviews with multi-disciplinary teams at six CAC sites (n=59) - Interviews with children and youth (n= 20) and caregivers (n=28) - Analysis of case file data (n=895 cases that have come in contact with six CACs)

3.2.8. Resource Utilization

The evaluation included a number of questions in the departmental key informant interview guides to gain a greater understanding of how resources were used and whether there are ways to increase efficiency in how the Justice FVS is delivered. In addition, as per the Treasury Board Secretariat's

²⁰ The Understanding the Impact of CACs in Canada study is ongoing until February 2017. As such, the results included in the evaluation are based on mid-project results.

(TBS) guidelines in the *Directive on the Evaluation Function* (2009), an analysis of financial data²¹ collected from all responsibility centres was undertaken. This data was used for an analysis of resource utilization through three perspectives: economy, operational efficiency and allocative efficiency. The results of this analysis along with the results of the key informant interview questions are reported together to address TBS *Directive on the Evaluation Function* Core Issue #5, the Demonstration of Efficiency and Economy.

3.3. Methodological Limitations and Mitigation Strategy

The methodological limitations of the evaluation, as well as the strategies used to mitigate them, are outlined below by line of evidence.

Key Informant Interviews

The key informants interviewed during the evaluation and various directed studies were selected based on their involvement and knowledge of the Justice FVS. Since the key informants were identified by representatives from the EAC who have a vested interest in the outcome of the evaluation, there is a potential for selection bias.

There is also the possibility of self-reported response bias, which occurs when individuals are reporting on their own activities and may therefore want to portray themselves in a positive light.

The potential for selection and self-reported response bias was mitigated by the triangulation of multiple lines of evidence to verify findings against other sources and perspectives. This reduced concern that the evaluation findings were based on a single method or source.

Victims Fund File Review

A total of 1059 projects were funded between 2010 and 2015 through the Victims Fund. Although it was not possible to review all files, a sample of 297²² (28%) Victim Fund files were included in the directed studies and the evaluation. The files reviewed during the evaluation and the directed studies were selected with input from the EAC, which has the potential for selection bias. To

²¹ Financial data included salary, O&M and Gs&Cs. The analysis of resource utilization did not include the Government of Canada advertising campaign *Victims Matter* as it was a one-time special initiative. However, the results of the Campaign are included in the Key Findings section of the report.

²² In addition to the 91 Victim Fund project summary reports reviewed during the evaluation, an additional 206 files were reviewed as part of the Directed Studies.

mitigate this limitation, all provincial and territorial projects, TLOF and MMAW files were included in the file review, and samples of Victims Week, CAC and NGO projects were done in a systematic way to ensure representation of the different jurisdictions and types of projects as randomly as possible.

The data available on file for the projects reviewed also varied and in some situations was incomplete. Therefore the use of the file review data is limited to providing descriptive information on the types of projects funded.

Victims Fund Financial Assistance Surveys

The Victims Fund financial assistance surveys were mailed to victims, with completed surveys returned to the Department. The use of a mail-out paper survey tends to have a lower response rate than other methods of administering a survey (e.g., online, in-person or by e-mail). The Victims Fund financial assistance surveys between 2010 and 2015 had a response rate of 29%. Although this is an accepted response rate for a mail-out survey, the low response rate can have a potential for non-response bias, which can produce results that do not accurately reflect a population's view or feelings.

Even though it is not possible to generalize the results of the Victims Fund financial assistance surveys to the entire population of victims who received funding, the surveys provide important information on the impact of funding on those who responded and are considered within these parameters in the evaluation.

Resource Utilization

Although a full analysis of the Justice FVS resources was undertaken, the operational efficiency and allocative efficiency analyses were limited. The focus of the operational efficiency analysis was based solely on the Victims Fund, the operational component of the Justice FVS. As for the allocative efficiency analysis, it focused on the one aspect of the Justice FVS for which sufficient data existed: whether providing financial assistance to victims to attend PBC hearings is an appropriate use of resources.

Additional data would need to be collected in the future to allow for a more robust analysis of the allocation of resources under the Justice FVS, including a more thorough analysis of the benefits of financial assistance to victims. This could be done through enhancing the surveys currently used to collect information from victims who have received financial assistance.

4. KEY FINDINGS

This section combines information from all lines of evidence and presents the findings according to the broad evaluation issues of relevance and performance.

4.1. Relevance

The evaluation considered the continuing need for the Justice FVS, the extent to which the core activities are aligned with federal government priorities, and the Justice FVS's alignment with federal roles and responsibilities. This section outlines the results of this analysis.

4.1.1. Continued Need for the Justice FVS

All key informants indicated that the Justice FVS continues to be relevant and that the four core activities are the most appropriate levers to ensure that the Justice FVS outcomes are achieved.

There continues to be a need for PCVI to provide an FPT coordination role to facilitate information sharing, collaboration and research which has an impact on public awareness and the quality and consistency of victim services; to ensure there is cohesion in developing legislation that takes into consideration the needs of victims; and to ensure that the criminal justice system is responsive towards victims and their needs. As victims begin to exercise their newly enshrined rights under the CVBR, the need for a federal centre of expertise on victims' issues will increase.

On an international level, the Government of Canada has taken a leadership role with respect to victims' issues. There continues to be a need for Canada to lead by example and to participate fully at the international level, including through responding to international surveys and requests for information on victim matters. With the enactment of the CVBR, it is also expected that there will be an increased demand for information at the international level.

All key informants also indicated that there is a continued need for the Victims Fund to support jurisdictions so that they can engage in innovative activities through pilot projects that are not supported through their provincial and territorial core funding; promote victims issues through Victims Week funding; as well as enhance victim services especially in smaller jurisdictions and in the North where the need for support is highest. The Victims Fund has also evolved to meet the continued need for culturally appropriate services for Aboriginal victims and supporting services for children and youth through CACs. There also continues to be a need to provide financial assistance for victims of crime to enhance their ability to participate and have a voice in the criminal justice system and to reduce financial hardship.

4.1.1.1 Emerging and Ongoing Issues

The evaluation identified, predominately through key informant interviews, a number of emerging and ongoing issues that also speak to the continued need for the Justice FVS.

Impact of Technology

The increase in the use of technology has changed the landscape for victims of crime. Key informants indicated that victims want faster and easier access to information and more accessible services (e.g., applications and social media). Technology has also changed the way victims can participate in the criminal justice process (e.g., use of closed-circuit television as a form of testimonial aid).

With advances in technology and the prevalence of social media, there are also new forms of technology-based crimes that are impacting victims (e.g., identity theft, cyberbullying and sexual exploitation on the internet). Increased media attention on cyber intimidation and bullying, scams, and child sexual exploitation has led/contributed to a more focused emphasis on vulnerable populations and increased protections, information and supports for victims of these crimes.

Awareness of the Needs of Victims

When asked during the evaluation, just over half of key informants interviewed indicated that they believe that the needs of victims have changed over the past five years. However, upon closer examination, the needs themselves may not have changed as much as the landscape (e.g., impact of technology), awareness, expectations and the response to addressing the core victim's needs (e.g., to be engaged, to have a voice, to be kept safe, to receive compensation, to receive information, and to be treated with respect) that have changed.

According to key informants, public awareness of victims' issues and needs have increased in part due to victims being a central priority for the federal government and that all crime issues have been framed as victims' issues. It is believed that increased awareness (generally and through consultations to develop the CVBR) has led to increased expectations around availability of services; expectation for more specialized services that respond to the different types of victimization and populations; recognition that vulnerable victims accessing programs have multiple pre-existing needs and layers of trauma; recognition that there are many barriers in rural and remote communities for victims to receive support; the need to increase culturally relevant victim services; and from the northern perspective, although there is better understanding of what are culturally responsive services to victims, victims are still finding it difficult to participate in the criminal justice process (e.g., attend criminal justice proceedings).

Support for Victim Services

According to the Statistics Canada Victim Services Survey, the number of victims served increased from 409,598 in 2010 to 458,615 in 2012, an 11% increase over the two years and a 21% increase from when the survey began in 2002²³. This highlights the demand for services for victims of crime.

There also continues to be a demand for federal funding to meet the need for enhancing existing services and expanding the range of specialized responses for victims. Between 2010 and 2015, the Department received a total of 1,743 applications from victim-serving organizations as well as provinces and territories for funding through the Victims Fund. In addition, 3,754 individual victims or support persons applied for financial assistance during this period of time.

The Department provided financial assistance to 2,294 victims (including support persons) and put in place 1,059 funding agreements during this five-year period. For three of the funding streams (Victims Week, TLOF and CACs), the demand for funding was higher than the amount available each year.

The number of victims being contacted by the PBC also rose by 44% between 1989 and 2013 (between 2010 and 2013, there were 66,407 contacts with victims), demonstrating an increase in involvement of victims with the PBC²⁴. During the same time period, 4,187 victims and support persons were observers during a PBC hearing for which the Victims Fund provided financial

²³<http://www5.statcan.gc.ca/cansim/a26?lang=eng&retrLang=eng&id=2560019&pattern=&stByVal=1&p1=1&p2=-1&tabMode=dataTable&csid=>

²⁴ <http://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/crrctns-cndtnl-rls-2013/index-eng.aspx%20-%20f7> (Figure F7)

assistance to approximately 33% (n=1,375) of the victims and support persons that attended. Although the majority of victims did not require financial assistance to attend, a departmental survey of victims who had received financial assistance to attend a PBC hearing between 2010 and 2013 indicated that 28% would not have been able to attend without the funding.

Support for Northern and Aboriginal Victims of Crime

In 2009, almost 322,000 Aboriginal people aged 15 years or older, or more than one-third (37%) of the Aboriginal population living in the provinces, reported having been a victim of at least one of the eight offences covered by the General Social Survey in the preceding 12 months. This compares to about one-quarter (26%) of non-Aboriginal people who reported having been victimized over the same period²⁵.

Also, between 2009 and 2013, the rate of crime was higher in the territories compared to the rest of Canada and in 2013, the crime rates in all three territories were four to eight times higher than the rest of Canada (four times higher in Yukon, six times higher in the Northwest Territories (NWT) and eight times higher in Nunavut). Although the rates of crime in Canada decreased between 2011 and 2012 by 3%, the rates of crime increased in all three of the territories (1% in NWT and Yukon and 3% in Nunavut).

The high rate of victimization among Aboriginal people and Northern residents is attributed to the high prevalence of risk factors associated with offending and/or victimization, such as being young, living in a lone-parent family, living common-law, high level of unemployment, and the consumption of alcohol²⁶.

The dynamics of crime, victimization and service delivery in the North are also different from the rest of Canada:

- reliance on circuit court so there is limited time with victims/witnesses;
- limited infrastructure in many communities (such as “service hubs”, victim services, or offender programs);
- high costs of business and life in the North (travel, food, supplies);

²⁵ <http://www.statcan.gc.ca/pub/85-002-x/2011001/article/11415-eng.htm>

²⁶ <http://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/rd3-rr3/p3.html>

- high crime rates of violent victimization that, like levels of substance abuse, stem from residential schools experiences and other policies of colonialism (community and individual trauma);
- lack of roads and distance between communities (note that while this presents isolation on one hand, it can also build community resilience on another);
- cycle of crime and victimization is strong in the North – there is a significant relationship between childhood victimization and adult offending (or further victimization);
- approach to victim services as part of a larger community justice model (a more holistic view); and
- the importance of community driven models and responses, drawing on the strength of community knowledge, community experience and community resources.

Given these issues, the PCVI established a Northern Program, tapping into policy and program resources to build the capacity of northern service providers to better meet the needs of the victims of crime they work with. The Northern Program advanced in full collaboration with territorial and federal colleagues. The Program has evolved over the years and has shifted activities to continue to invest in areas where the Justice FVS has a role and federal leadership and assistance is sought.

Culturally Appropriate Services for Aboriginal Victims and Families of Missing or Murdered Aboriginal Women

There are also disproportionately higher rates of violence against Aboriginal women than non-Aboriginal women. In 2009, almost 67,000 or 13% of Aboriginal women aged 15 or older living in Canadian provinces reported being a victim of violence in the previous 12 months²⁷. Overall, the rate of self-reported violent victimization among Aboriginal women was almost three times higher than the rate of violent victimization reported by non-Aboriginal women. This was the case for spousal violence, as well as violence perpetrated by other family members, friends, acquaintances and strangers. In addition, an operational report released in 2014 by the RCMP indicated that 225 cases of missing and murdered Aboriginal women and girls remain unsolved today²⁸.

The federal government, in partnership with provinces, territories and community organizations, implemented a number of initiatives to help address the high rates of victimization of Aboriginal

²⁷ <http://www.statcan.gc.ca/pub/85-002-x/2011001/article/11439-eng.htm>

²⁸ <http://www.rcmp-grc.gc.ca/pubs/mmaw-faapd-eng.pdf>

women, including the implementation of the MMAW Initiative in 2010, which was renewed and expanded under the Action Plan in 2014 for an additional five years.

4.1.2. Alignment with Government Priorities

Victims of crime have been seen as a priority for the Government of Canada since the implementation of the VCI in 2000, and increased its importance with the creation of the FVS²⁹ in 2006. The Government of Canada continually strengthened its position that victims of crime are a key priority by ensuring ongoing funding for the FVS in 2011 upon renewal of the Justice FVS; as well as making explicit references to victims of crime in a number of Throne Speeches³⁰ (2010, 2011 and 2013), Federal Budgets/Economic Action Plans, and over 76 announcements related to projects funded via the Victims Fund, CVBR, and victims surcharge (2010-2015).

The 2013 Speech from the Throne also announced that measures would be introduced to increase support for victims of crime with the introduction of a victim's bill of rights, as part of the Government's Plan for Safe Streets and Communities, which focused on holding violent offenders accountable, enhancing rights of victims and increasing the efficacy of the justice system³¹.

In 2014, the Prime Minister announced the introduction of legislation to create a victims bill of rights, stating that: "Our Government wants victims of crime across this country to know that we have listened to their concerns and that we are squarely on their side. Victims will have enforceable rights in Canada's criminal justice system, will be treated with the respect and fairness that they deserve, and will have a stronger voice"³². The CVBR received Royal Assent on April 23, 2015, and came into force on July 23, 2015. Budget 2014 indicated that funding would be available to support its implementation.

²⁹ The FVS builds on the VCI that was established in 2000.

³⁰ More specifically, the 2010 Throne Speech indicated that "justice must be effective, swift and true. It must also be fair to victims of crime". The 2011 Throne Speech more specifically outlined this priority by stating that "our Government has always believed the interest of law-abiding citizens would be placed ahead of those of criminals". The 2013 Throne Speech clearly stated that victims of crime have been and continue to be a priority for the Government that "believes that the justice system exists to protect law-abiding citizens and our communities. For too long, the voices of victims have been silenced, while the system coddled criminals. Our Government has worked to re-establish Canada as a country where those who break the law are punished for their actions: where penalties match the severity of crimes committed; where the rights of victims come before the rights of criminals".

³¹ Speech from the Throne: October 16, 2013, pp.12

³² <http://pm.gc.ca/eng/node/35649>

This increase in priority for the Government of Canada was reflected in the many initiatives it supported and the fact that the past five years were very active with regards to development of legislation, programs, and initiatives in the area of victims of crime. Since 2010, the Department³³ has:

- implemented two new Justice FVS initiatives, MMAW and CACs in 2010;
- implemented the *Respecting the Mandatory Reporting of Internet Child Pornography by Persons who Provide an Internet Service Act* (Bill C-22) in 2011;
- renewed and made the FVS permanent in 2011;
- introduced TLOF for the provision of victim services and enhanced funding for CACs in 2012;
- supported the National Action Plan on Human Trafficking (NAP-HT) in 2012 by designating funding in the Victims Fund for human trafficking-related projects³⁴;
- implemented the *Increasing Offenders' Accountability for Victims Act* in 2013 which doubled the victim surcharge that offenders must pay and ensured that it is automatically applied in all cases;
- conducted nation-wide consultations on the development of the CVBR in 2013 which was then introduced in 2014 and received Royal Assent in 2015, followed by an announcement of funding to support the implementation of the CVBR;
- implemented the *Protecting Canadians from Online Crime Act* (Bill C-13) and the *Not Criminally Responsible Reform Act* (Bill C-14) in 2014;
- announced new five-year funding for the Action Plan to Address Family Violence and Violent Crimes Against Aboriginal Women and Girls (Action Plan), a five-year initiative to prevent crime and support Aboriginal victims in 2014; and
- announced the *Protection of Communities and Exploited Persons Act* (Bill C-36) and introduced funding in support of non-legislative Measures to Address Prostitution Initiative (MAPI) in 2015 for five years.

These initiatives affirm that victims of crime have been a key priority for the Government of Canada.

³³ PCVI also supported other federal departments in the development of victim's initiatives through providing a victim's policy lens.

³⁴ In 2015, this funding was rolled into the non-legislative Measures to Address Prostitution Initiative (MAPI).

4.1.3. Alignment with the Strategic Outcome of the Department

Victims of crime have also been a priority of the Department since the implementation of the VCI in 2000. This continued with the expansion of the Justice FVS in 2007 and throughout the five-year period included in this evaluation.

In 2010-11, one of the Department's three operational priorities was to "actively participate in initiatives to tackle crime and to support safe and resilient communities"³⁵. Implementation of two new initiatives (MMAW and CACs) was identified as a key way to advance this priority.

In 2011-12, focus on victims as a priority was further highlighted by specifically identifying victims in the Report on Plans and Priorities as part of the departmental operational priority: "active participation in initiatives to support Government priority of better protecting Canadians and promoting initiatives to respond to the concerns of victims of crime"³⁶. Key initiatives were to roll-out the CACs and MMAW funding.

In 2012-13 the departmental priority shifted "to support victims of crime"³⁷ as a separate priority which continued through 2013-14 and 2014-15. Key initiatives undertaken by the Department to realize this priority included:

- developing and funding of victim-focused programs in collaboration with partners and stakeholders to advance the inclusion of victims;
- advancement of policy and legislation intended to benefit victims;
- providing Gs&Cs funding through the Victims Fund to encourage initiatives that promote access to justice for victims of crime, enable victims to participate in the criminal justice system, support CACs and the families of missing and murdered Aboriginal women, and increase awareness about victims' issues and available services;
- providing registered victims of crime with funding to attend PBC hearings,
- ensuring that citizens victimized abroad receive financial assistance, where eligible;
- leading national awareness initiatives and support activities related to ongoing and emerging victim needs and services;

³⁵ <http://www.tbs-sct.gc.ca/rpp/2010-2011/inst/jus/jus-eng.pdf> pp 6

³⁶ <http://www.tbs-sct.gc.ca/rpp/2011-2012/inst/jus/jus-eng.pdf> pp 6

³⁷ <http://www.tbs-sct.gc.ca/rpp/2012-2013/inst/jus/jus-eng.pdf> pp 6

- developing a victims bill of rights; and
- applying a ‘victims lens’ to criminal law reform and collaborating with other federal departments to ensure a consistent approach to victims’ issues.

This evolution of the departmental operational priority reflects the recognition of victims as a growing Government of Canada priority demonstrated in the growth of the Justice FVS with the addition of four new initiatives (CACs, MMAW, TLOF, and MAPI) between 2010 and 2015 and the development of the CVBR.

4.1.4. Alignment with Federal Roles and Responsibilities

The Justice FVS is fully aligned with federal roles and responsibilities with regards to addressing victims of crime issues. In 1988, following the *United Nations’ Declaration of Basic Principles of Justice for Victims of Crime (1985)*, the FPT Ministers Responsible for Criminal Justice developed the *Canadian Statement of Basic Principles of Justice for Victims of Crime* to guide Canadian society in promoting access to justice, fair treatment and provision of assistance for victims of crime.

FPT Ministers responsible for Justice acknowledged and agreed that the needs of victims are a priority, and during a meeting in 1997 expressed support for inter-jurisdictional cooperation to address them. They also indicated their support for ongoing consultations to develop a victim’s strategy to enable the federal government to undertake a role complementary to the primary role of the provinces and territories.

The shared role in addressing victims’ issues was further highlighted in the 1998 Parliamentary Standing Committee on Justice and Human Rights report, *Victims’ Rights – A Voice, not a Veto*, indicating that:

“Any discussion of the criminal justice system in Canada must bear in mind that both the federal and provincial/territorial levels of government have legislative jurisdiction. Consequently, victims’ involvement in the criminal justice process can be affected by more than one level of government or institutional action. Parliament has jurisdiction over the enactment of legislation in relation to criminal law and procedure (including evidence), and penitentiaries. Provincial/territorial levels of

*government have legislative jurisdiction over the administration of justice, including policing and the prosecution of Criminal Code offences, and prisons”.*³⁸

In 2003, FPT Ministers Responsible for Criminal Justice renewed the *Canadian Statement of Basic Principles of Justice for Victims of Crime*. The renewed Statement, led by PCVI through the FPTWG, recognizes that all provinces and territories as well as the federal government share the responsibility and obligation to improve the experience of victims in the criminal justice system while working within each jurisdiction’s respective mandates. While the provision of victim services and assistance is primarily a provincial responsibility under the administration of justice, federal jurisdiction for victims of crime is in the development of criminal law (and limited direct services through federal prosecutions and corrections of federal offenders), which included the introduction of the CVBR in 2014 and its enactment in 2015.

4.2. Performance - Achievement of Expected Outcomes (Effectiveness)

This section outlines the extent to which the Justice FVS’ direct and indirect outcomes have been achieved and the impact they have had on realizing the ultimate outcome of a more effective voice for victims in the criminal justice system. This outcome is achieved by providing victims opportunities to participate in the criminal justice process and enhancing their experience with the system. In addition, it is expected that if victims are well supported and informed, they will have a more effective voice.

4.2.1. Strengthened Federal Leadership, Legislation, Policy and Programs Responsive to Victim Issues

Key informants (85%) indicated that through the four core activities of the Justice FVS, the Department has strengthened federal leadership, legislation, policy and programs responsive to victim issues. PCVI acted as a centre of expertise to ensure that a coordinated response to victim issues was used by the Department through all of the core Justice FVS activities. In particular, key informants identified the legislative amendments, including the development of the CVBR and the FPTWG forum for sharing information and collaborating on victim issues, as most contributing to achievement of this outcome. Other examples provided were PCVI’s role in organizing the annual Victims Week; the role the Department played in the establishment and enhancement of CACs across the country; the use of webinars and funding provided to address the needs of families of

³⁸ <http://www.parl.gc.ca/HousePublications/Publication.aspx?DocId=1031526&File=15>

missing and murdered Aboriginal women and victims; facilitation of knowledge exchanges and conducting research; collaboration with other federal departments on victim issues policy development (e.g., ESDC to implement the Federal Income Support for Parents of Murdered or Missing Children grant in 2014); the support provided for increasing public awareness (e.g., funding of projects and events during Victims Week); and support to the delivery of victim services through the Victims Fund.

Strengthened Leadership through Coordination and Collaboration

As Secretariat of the FPTWG, PCVI works to bring people together to facilitate discussion, networking, sharing of best practices, and collaboration around different areas related to victims. Priority areas that the FPTWG focused on between 2010 and 2013³⁹ were varied and included work with the RCMP on a policy for referral to victim services at the investigative stage; implementing victim-related *Criminal Code* amendments; intersection between family law and criminal law; Aboriginal victimization; restorative justice; development of online training programs for service providers; restitution enforcement; development of CACs; use of victim surcharge; safety planning and risk assessment; competencies for victim service providers; streamlining of the criminal justice system for children; cyberbullying; and victims' rights. Many of these priorities were realized through the Justice FVS activities.

In the area of CACs, PCVI also took a leadership role in developing a network comprised of representatives from approximately 25 CACs across Canada as well as officials from the Department (IAID, RSD, Evaluation, and PCVI). The network began in April 2014 and meets on a quarterly basis via teleconference (three meetings occurred in the first year). The network promotes information sharing regarding research, training, and promising practices in the development and operation of CACs. In late 2014, the network calls were reorganized to include a focused discussion on specific topics (e.g., forensic interviewing).

During the period of this evaluation, as part of the Northern Program, a Northern Essential Skills Curriculum was developed to ensure that those working with victims in the territories have a consistent and common training base. It is expected to be delivered across all three territories in 2016.

In partnership with territorial governments, direct assistance to Northern victims was also provided through either a Victims of Crime Emergency Fund (Northwest Territories and Yukon) or a

³⁹ FPTWG meeting minutes were only available for review during the evaluation for meetings held between 2010 and 2013.

Victims of Crime Travel Fund (Nunavut) supported by the Victims Fund. There are no criminal injuries compensation programs in the territories, and this small investment for the most serious needs has been made available to assist in addressing this gap. Results of surveys of victims (n=72) who had received financial assistance through a territorial emergency or travel fund between 2010 and 2015 indicated that 99% found the support helpful and 33% indicated they could not have covered the costs without the financial assistance from these program. Costs covered included travel related to attending court, child care expenses, travel to shelters, travel to attend services, emergency assistance with replacing groceries and clothing, and replacement/repair of damaged property.

Ongoing, dedicated policy and program support for the design of multiyear Victims Fund agreements with each territory are also part of the Northern Program. Through this process, innovative and territorial specific service delivery models are being discussed, designed and implemented.

PCVI has also supported an ongoing network with monthly meetings that identify shared training opportunities, provide opportunities for debriefing and support between territories, peer to peer assistance, and opportunities for further pan-territorial collaboration. The network is made up of territorial victim services, Public Prosecution Services and PCVI, and other federal colleagues have joined calls to provide northern specific updates on their work (e.g. RCMP referral regulations, federal corrections policy, northern research).

Finally, through the Northern Program, PCVI committed \$100K to support an increased number of face-to-face interviews with northern victims of crime to improve the representativeness of the population, and hence the quality of data for the 2014 General Social Survey on Victimization to ensure that policy and program efforts are evidence based and reflective of northern voices.

Through the combination of policy, programming and a heavy emphasis on relationship building, the Northern Program has and continues to contribute to:

- increased access to victim services, as many programs are now in place where they were not before. Included are first responders, court-based victim services, and emergency funding assistance;
- increased collaboration across the North (and between territorial governments and PPSC) on areas of shared interest (child victims, essential skills for those who work with northern victims of crime, vicarious trauma, as well as memoranda of understanding outlining roles and responsibilities);

- increased capacity for the delivery of culturally responsive victim specific programs that reflect northern realities; and
- the development of a peer network – a community of practice across the three territories.

PCVI also acts as the liaison between the Office of the Federal Ombudsman on Victims of Crime and federal departments. PCVI collaborated with the National Office for Victims and other federal agencies to respond to the annual reports from the Ombudsman as well as special reports such as “Every Image, Every Child: Internet-Facilitated Child Sexual Abuse in Canada”.

Strengthened Legislation

Between 2010 and 2015, the Department undertook a number of *Criminal Code* amendments including five victims-related Bills sponsored by the Minister of Justice. These Bills focused on mandatory reporting of online child pornography, requiring offenders to pay mandatory increased victim surcharges, enhancing the protection and safety of victims, protecting Canadians online, and culminating in the enactment of Bill C-32, the *Victims Bill of Rights* in April 2015, which represents the largest legislative initiative related to victims of crime undertaken by the federal government.

The following are the Bills that received Royal Assent:

- **C-22**, led by CLPS and received Royal Assent on March 23, 2011, *An Act Respecting the Mandatory Reporting of Internet Child Pornography by Persons who Provide an Internet Service*. This enactment imposed reporting duties on persons who provide an Internet service to the public if they are advised of an Internet address where child pornography may be available to the public, or if they have reasonable grounds to believe that their Internet service is being or has been used to commit a child pornography offence. This enactment made it an offence to fail to comply with the reporting duties.
- **C-37**, led by PCVI and received Royal Assent on June 19, 2013, *Increasing Offenders' Accountability for Victims Act*. This enactment amended the *Criminal Code* to change the rules concerning victim surcharges. More specifically, it required that 30% of any fine is paid as a victim surcharge and in the event that no fine is imposed, the offender is required to pay \$100 for a summary conviction or \$200 for an indictable offence as a victim surcharge.
- **C-13**, led by CLPS and received Royal Assent on Dec 9, 2014, *Protecting Canadians from Online Crime Act*. This enactment updated the *Criminal Code* on investigative techniques for cyberbullying and included a new offence on the non-consensual distribution of intimate

images. The enactment amended the *Canada Evidence Act* to ensure that the spouse is a competent and compellable witness for the prosecution with respect to the new offence of non-consensual distribution of intimate images.

- **C-14**, led by CLPS with collaboration from PCVI was first introduced in Senate as C-54 in 2013 and received Royal Assent on April 11, 2014, *Not Criminally Responsible Reform Act*. This enactment amended the mental disorder regime in the *Criminal Code* and the *National Defence Act* to specify that the paramount consideration in the decision-making process is the safety of the public and to create a scheme for finding that certain persons who have been found not criminally responsible on account of mental disorder are high-risk accused. It also enhanced the involvement of victims in the regime and made procedural and technical amendments.
- **C-32**, led by PCVI and received Royal Assent on April 23, 2015, *Victims Bill of Rights Act*. This Bill enacted the CVBR, which specifies that victims of crime have the following rights: to information, to have their security and privacy considered, to protection, to request testimonial aids, to convey their views about decisions and to have them considered, to present a victim impact statement and have it considered, to have courts consider making a restitution order in all cases, and to have a restitution order entered as a civil court judgment that is enforceable.

Bill C-32 was a lengthy and complex bill that enacted a stand-alone Act (the CVBR) to enshrine rights for victims of crime for the first time at the federal level, and gave greater specificity to those rights through amendments to the *Criminal Code* and the *Corrections and Conditional Release Act*. The work involved in supporting the Bill through Parliament was significant due to the complexity of the Bill and included: producing a clause by clause binder including revisions following amendments to the Bill made by committee; drafting multiple versions of comprehensive Questions and Answers to address different briefing requirements of departmental and elected officials; working with drafters on numerous revisions to the Bill; drafting numerous speeches for parliamentary debates and committee appearances; identifying and providing written analysis of issues raised at committee and debates; providing written analysis and options for amendments; and drafting briefing notes and talking points on the Bill for domestic and international meetings attended by the Department.

The development of the CVBR also involved the Department working with a number of other federal partners (including PPSC, PSC, Indigenous and Northern Affairs Canada, ESDC, DND, and Status of Women Canada) on policy options as well as coordinating a three-track consultation process (online public consultation, provincial and territorial engagement and in-person

consultations with key stakeholders and victims by the Minister of Justice), one of the largest public consultation processes the Department had undertaken since 2006.

Most key informants interviewed for a case study of the CVBR felt that the process was successful in bringing together all of the federal departments, using collaborative virtual teams⁴⁰ to ensure that all parts of the Department were involved, and managing the public consultation process. Although the provinces and territories were invited to participate in the public consultation process, it was not possible to fully engage the provinces and territories in the development of the CVBR, due to Cabinet confidences, until after the Bill was introduced in the House of Commons. Some case study key informants (15%) expressed concerns that the inability to consult with the provinces and territories during the development of the CVBR may have a future impact on implementation and in particular on service delivery.

Strengthened Policy and Programs

PCVI also advanced a number of non-legislative policy responses over the five years to respond to victim issues and advance priorities of the Department and the FPTWG. These included the need for more specialized victim services by advancing policy priorities for children and youth victims through the support of CACs; addressing the need for culturally appropriate services for Aboriginal victims of crime as well as their families through MMAW; expanding the Victims Fund to enable time-limited operational funding to help organizations focus on the delivery of services; developing non-legislative measures to address issues of prostitution; and supporting the PSC-led NAP-HT through making funding available to projects that improve services to victims of human trafficking.

Although the delivery of victim services is the responsibility of the provinces and territories, the Victims Fund provides an opportunity for the Department to take leadership in advancing victim services through supporting innovative pilot projects (e.g., Community Resource Coordinator for the Toronto Integrated Domestic Violence Court); expanding the reach of services through supporting national victim service organizations, supporting knowledge exchanges and the development of curriculum for service providers (e.g., Alberta e-learning and pan-territorial essential skills), raising public awareness through supporting Victims Week events (e.g., 798 projects were supported between 2010 and 2015), and providing financial assistance to victims

⁴⁰ A virtual team refers to a group of individuals who work together across organizational boundaries, have complementary skills, are committed to a common purpose, and share an approach to work for which they hold themselves mutually accountable <http://managementhelp.org/groups/virtual/defined.pdf>.

and their support persons to ensure that they are able to participate in criminal justice hearings and receive assistance in exceptional circumstances as a result of their victimization.

Through victims-related research, the Department was also able to strengthen its policy response, advance priorities and enhance awareness of victim issues. Between 2010 and 2015, PCVI and RSD undertook a number of research projects and created PLEI products⁴¹, including:

- 18 research papers (e.g., *Testimonial Support for Vulnerable Adults (Bill C-2): Case Law Review (2009 - 2012)*, *Victims' rights in Canada*, *The Federal Victim Surcharge in Saskatchewan*, *Health Impacts of Victimization*, and *An Estimation of the Economic Impact of Violent Victimization in Canada*, 2009);
- 13 fact sheets (e.g., *Third-Party Records in Sexual Offence Cases*, *Child Advocacy Centres*);
- 25 articles in total: five in each annual Victims of Crime Research Digest (e.g. *Aboriginal Victimization in Canada: A Summary of the Literature*, *Canadian's Awareness of Victim Issues: A Benchmarking Study*, *The 2009 General Social Survey on Victimization in the Territories: Lessons Learned*, *The Darker Side of Technology: Reflections from the field on responding to victim's needs*, *Building Our Capacity: Children's Advocacy Centres in Canada*, and *a Snapshot on Cyberbullying – An overview of cyberbullying's key issues*); and
- six articles as part of a Building Knowledge Series (e.g., role of the victim advocate, and online luring and the internet).

These products have been posted on the departmental website to help with raising awareness and capacity of victim service agencies. The research agenda was a key mechanism for PCVI to examine emerging victim issues, monitor the implementation of policies, programs and legislation, and advance the priorities of the Justice FVS.

PCVI also engaged in a number of stakeholder consultation processes through the development of the CVBR. There were over 300 submissions during a five-month online consultation, 15 FPT working groups and 18 roundtables across the country. There were also four in-person meetings (no meeting was held in 2014-15) with the National Victims of Crime Advisory Committee to discuss challenges facing front-line victim services workers, research, and legislation impacting victims of crime.

⁴¹ Most of these research products as well as others can be found on the Departmental website: <http://www.justice.gc.ca/eng/rp-pr/cj-jp/victim/index.html>

4.2.1.1 Impediments to Fully Achieving the Outcome

Although key informants indicated that the Justice FVS has been successful in strengthening federal leadership, legislation, policy and programs responsive to victim issues, the full achievement of this outcome was impeded. The level of work on the four core activities (FPTWG, Victims Fund, Public Awareness of Victims of Crime Issues, and Policy Development and Criminal Law Reform) was impacted by a number of factors related to the growth in scope of the Justice FVS, resource constraints and the challenge of developing the CVBR in a limited time period without additional resources.

FPTWG

The FPTWG is the main vehicle for moving national and regional priorities forward for victims of crime. The bi-annual in-person meetings, conference calls and collaborative work are considered invaluable to achieving the objectives of the Justice FVS. As a result of departmental limitations on hosting events and travel, one of the FPTWG in-person meetings was not held in 2014-15. Key informants (11%) indicated that the 18-month gap between meetings had an impact on the sharing of information and best practices, collaboration on projects, and coordination of FVS activities at the federal level (e.g., reduce duplication of efforts and inconsistencies in activities).

In addition to a reduction in the number of FPTWG meetings, departmental participation at the meetings was also reduced to address an internal concern of over-representation of federal officials at these meetings. Only those making a presentation were invited to the meetings. By not being a part of these meetings, some departmental key informants (36%) indicated there was an impact on their ability to exchange information important for building connections, identifying best practices, developing policy and identifying new research topics.

Scope of the Justice FVS

Between 2010 and 2015, there was a significant increase in scope of the Justice FVS with the inclusion of specialized initiatives and increased funding components. The Victims Fund increased to \$11.5M per year from \$8.8M in 2009 with the addition of specialized initiatives (e.g., CACs, MMAW, and TLOF) and was further expanded with the addition in 2015 of the funding available for MAPI and assisting with the implementation of the CVBR.

This growth increased the level of work required for the IAID on the Victims Fund (e.g., review and approval of proposals), and for PCVI and RSD through the policy development required to

create specialized responses to victim issues (e.g., development of new Memoranda to Cabinet, Treasury Board Submissions, and research).

The Department also had the added priority of leading the development of the CVBR within a very tight timeline⁴². This was in addition to the regular activities expected in the delivery of the Justice FVS. In 2013, PCVI, RSD, Communications Branch and a number of other counsel within the Department (e.g., CLPS, FCY, Human Rights Law Section, and Constitutional, Administrative and International Law Section) came together to undertake an extensive public consultation process and develop legislative options for the CVBR which was introduced in April 2014. Even with the support of other counsel within the Department, it was challenging to balance the work required to develop the CVBR with the other priorities identified through the Justice FVS.

The increased level of work and limitations on staffing, hosting events and travel had a significant impact on the ability of the Department to fully realize all of the Justice FVS core activities. More specifically, these limitations led to a reduced capacity to advance work in the area of public awareness (e.g., update the departmental website, develop new PLEI products and tools), hold in-person meetings of the FPTWG, and limited the ability of PCVI staff to work on other potentially emerging areas both domestically and internationally.

4.2.2. Enhanced Capacity for the Delivery of Appropriate, Responsive Victim Services

Almost all key informants (92%) indicated that the Justice FVS has enhanced capacity for the delivery of appropriate, responsive victim services. This was achieved predominantly by supporting projects through the Victims Fund, information sharing through the FPTWG and various policy initiatives (e.g., webinars, Northern Program teleconference calls, CAC network).

Victims Fund

Between 2010 and 2015, 24% of all Victims Fund projects⁴³ indicated that one of their expected outcomes was to enhance the capacity for the delivery of appropriate, responsive victim services. This was to be achieved through promoting implementation of principles, guidelines or laws to address the needs of victims of crime, or promoting, encouraging and enhancing government and NGO involvement in identification of victim needs and gaps in services.

⁴² Public consultations for the Bill occurred between April and September 2013, a Memorandum to Cabinet for the Bill was submitted in November 2013, and the Bill was introduced in April 2014.

⁴³ Including all provincial, territorial and NGO projects.

A review of 91 Victims Fund project summary reports (2010 - 2015) indicated that 30 of the projects (33%) were successful in enhancing capacity, including new skills being developed, increasing community capacity, and developing new information and technology systems.

For example, one funded project involved the development of new training curriculum for service providers in northern communities. It is an example of cross jurisdictional collaboration in Canada on training initiatives and illustrates the importance and appetite to build community focused capacity building.

***Northern Institute of Social Justice, Yukon College:
“Essential Skills for Northern Victim Services Workers - Phase I & II”***

This project used an innovative, pan-territorial approach to designing, developing, and delivering a training curriculum for victim service providers in northern communities. This work was led by the Northern Institute of Social Justice and directed by a working group made up of Justice Officials from the Yukon, Northwest Territories, and Nunavut governments.

The objective of the project was to provide consistent, common training for those who work with victims in the North that is grounded in the northern context, drawing on northern strengths and history. Each module covers a key topic (such as the criminal justice system, courts, victim trauma, service practices) that is discussed through a northern lens to ensure that the content reflects northern realities.

Although work was still ongoing with regards to the development of the curriculum at the time of the evaluation, the client organizations felt that the project helped working group members to learn about cultural and administrative capacity differences in how each of the territories provides victim services (and other programming); increased knowledge of the challenges each territory faces and the reasons for the differences in the way they respond; and helped to pioneer and pilot a model for future pan-northern collaboration that could be used to address other social justice-related training needs and service delivery.

The curriculum is set to roll out in 2016 with a general focus on the North and specific information by territory woven in using technology that is northern accessible.

Another project involved the delivery of training for community-based victim support workers to enhance their capacity to respond to the needs of victims of sexual and intimate partner violence, child abuse and stalking.

Ending Violence Association of British Columbia: “The Basics and Beyond: Ensuring Core and Emerging Competencies for Victim Service Workers in BC.”

In total, 293 representatives of the target groups attended the training, including frontline responders of sexual violence, domestic violence and child abuse from across BC, namely, victim services workers, victim outreach workers, stopping the violence counsellors, Aboriginal women, police and other responders to violence against women, as well as academics. The project included training sessions on both core competencies (e.g., Community-Based Victim Services, Stopping the Violence Counselling, Outreach, and Multicultural Outreach services) necessary to provide support for victims and workshops on new and emerging issues in the field, addressing the needs of victim support workers new to the field and those who have many years of experience.

The overall objectives of the training session was deemed to be met by the client organization. The training addressed existing capacity development gaps for victim support workers, helped them upgrade their skills and knowledge in the field and provided an opportunity to network and learn from others’ experiences.

The Victims Fund also supported the exploration, development and enhancement of services by funding 25 CAC projects across Canada. Funding was used to support a number of activities including, but not limited to, needs assessments and feasibility studies; the development of protocols between partner organizations; demonstration or pilot projects; staff victim advocate and coordinator/executive director positions; the purchase of video recording equipment for forensic interviews; training; and research and evaluation to advance knowledge of CACs in Canada.

A study started by the Department in 2012, involving six CACs in Canada, found that funding from the Justice FVS has been crucial for the establishment and further development of CACs. Five of the participating CACs indicated that they would not exist without the funding they received through the FVS. Interviews with CAC multi-disciplinary teams found that they would not have had the formal, structured approach to supporting young victims, witnesses and families without this funding. Protocols, Memoranda of Understanding and Letters of Understanding were developed which supported inter-agency collaboration. As a result, service gaps were reduced and victims, witnesses and families received the services and supports they needed and were less likely to experience re-victimization by the systems intended to help them.

Funding also supported staffing, in particular the position of the Victim Advocate at CACs, a key component of providing service and support – both practical and emotional – to victims and families. The Victim Advocate is the person who most frequently provides ongoing support and

information to CAC clients. Program coordinators and executive directors were also hired through the funding which allowed the work of the CAC and its partners to move forward in a more timely and coordinated manner.

At some sites, the funding was used to purchase new or updated equipment, such as a new computer system/interview system for the CAC, televisions that are used in the children's playrooms and youth and family rooms, video game systems, as well as with toys, games and movies. These amenities were identified as important in creating a child and family-friendly environment.

Funding also supported professional development and knowledge exchange, such as training, conference attendance and site visits where multi-disciplinary team members could learn from each other through exchanging experiences and effective practices with those from other CACs.

Support was also provided through the Justice FVS to build capacity for the delivery of culturally appropriate responses to families of missing and murdered Aboriginal women. A case study of five MMAW projects supported through the Victims Fund found that they all have enhanced capacity of the organizations to deliver culturally relevant services for victims. For one organization, the funding allowed them to bring services directly to families in the community, while another was able to hold a family gathering which helped build capacity for a support system for families. Funding also enabled the staffing of three Missing Person Liaison (MPL) positions in one province, ensuring that families have the information they need about the investigation and permitting officers in the three police services to focus on the investigation.

Recognizing the need to tailor the response to each community, three program models emerged through the different projects supported. These included:

- Funding for specialized victim service providers, Family Police Liaison (FPL) or MPL positions that work within a policing environment to provide dedicated, ongoing assistance to families of missing or murdered Aboriginal women. FPL/MPLs ensure that families have the information they need about the investigation into their family member's murder or disappearance (e.g., status, updates), that they understand the criminal justice process and their role in it, that they have access to available community resources and programs, and that they receive assistance in a manner that is culturally responsive. For police, FPL/MPLs permit the investigator to focus on the investigation, knowing that family members have the support and information they need. FPL/MPLs also increase police awareness about the experiences and needs of family members to inform improvements to procedures and practices.

- Community-based Trauma/Grief Counselling and Victim Services is another model that has been supported. Delivered through Aboriginal community organizations, several projects have been successful in providing culturally appropriate counselling and assistance to families of missing or murdered Aboriginal women. Family members have access and participate in culturally appropriate healing practices; the goal is to assist families to move from trauma to recovery to healing and strength.
- A third model is Family Gatherings that provided family members an opportunity to connect, share experiences and form a “natural support network”.

In addition to providing project funding for capacity-building initiatives, the Department provided TLOF funding to 10 NGOs through the Victims Fund to enable organizations to spend more time on fulfilling their organization’s mandate effectively and enhancing their ability to address the long-term sustainability of their organization. Examples of the type of activities this funding supported included: purchase of up-to-date equipment and software; an increase of staff resources; an increase in staff knowledge and skills through a variety of training approaches; website upgrades; workshop delivery; and expanded reach in terms of providing court support services.

Policy Initiatives

In addition to the projects supported through the Victims Fund, PCVI also facilitated a number of capacity-building initiatives including sharing best practices through the FPTWG (e.g., Alberta e-learning project was considered in the development of core competencies in a Northern context, Saskatchewan Adult Restitution Program informed the development of a restitution program in Nova Scotia, Male Survivors of Sexual Abuse in Ontario, and Support for Victim Service Workers in Manitoba).

The Aboriginal Victims of Crime Sub-Committee of the FPTWG, co-chaired by PCVI, also undertook a national overview of victim service policies and practices related to families of missing or murdered victims, as well as how victim services could be or are delivered in a culturally responsive method. These were provided to all FPTWG members to assist with provincial and territorial program design and policy development related to victim services for Aboriginal victims of crime.

PCVI also established the Working Group on National Guidelines for CACs in 2014 to explore the development of national guidelines to facilitate the consistent development and implementation of CACs across Canada. A steering committee comprised of representatives from two of the 15 CACs on the Working Group, from a consulting firm and from PCVI, facilitated the work of the

Working Group by planning all meeting agendas, reviewing documents and organizing teleconference and in-person meetings. Working Group members are also members of the national CAC network. Since 2014, two in-person meetings of the Working Group have occurred, one in November 2014 in Toronto and one in March 2015 in Calgary. Communication has also continued via email and teleconference. The PCVI facilitates the planning of the conference calls with steering committee members and the secretariat functions of the Working Group in collaboration with the Steering Committee.

PCVI helped build capacity by creating national opportunities for dialogue (e.g., CAC Network and MMAW network-building); hosting annual Victims Week symposiums; facilitating knowledge exchanges (e.g., CACs: Building Knowledge, Building Capacity, CAC research meeting, and CAC next steps meeting); webinars (e.g., CAC and MMAW); and working with territorial partners on the development of a pan-territorial essential skills program that is expected to be rolled out in 2015-16.

4.2.3. Increased Awareness and Knowledge of Victim Issues, Legislation and Services Available

Knowledge of victim issues has grown considerably over the last 10 years. A survey of police, Crown and victim service providers undertaken by the Department in 2012 indicated that there is a perception that victim's awareness, knowledge and involvement in the criminal justice system improved between 2002 and 2012. This perception was strongest among victim service providers who work the most closely with victims.

All key informants indicated that the Justice FVS increased awareness and knowledge of victim issues, legislation and services available through FPT collaboration, policy initiatives, project funding, and awareness-raising initiatives by the Department, including the *Victims Matter* advertising campaign in 2010.

***Victims Matter* Campaign**

To raise awareness among Canadians⁴⁴ about services available to victims of crime, the Department⁴⁵ launched a large-scale two-month advertising campaign in the fall of 2010 in partnership with other federal departments. The main objectives of the Campaign were to inform

⁴⁴ The target population consisted of all Canadians over the age of 18.

⁴⁵ PCVI and the Communications Branch were the lead responsibility areas from the Department on the Campaign.

Canadians that services are available to victims of crime and to encourage these victims and their support networks to access information and assistance available. The advertising campaign ran between November 1 and December 26, 2010 and included television, print, out-of-home (posters in transit shelters), cinema and Internet advertisements. Operators at 1-800-O Canada were also available throughout the Campaign to provide callers with information or refer them to other sources of help. A website was also launched to support the Campaign and approximately 83,000 visits to the website were made as a direct result of the advertising campaign. Almost 72% of those visits were from individuals who typed the website's address straight into their browser or into the google.ca search engine. Visits were also generated through other sources: about 14% of the overall traffic came from online advertising, including banner ads and Facebook initiatives.

A telephone survey (n=1,005)⁴⁶ during the second month of the Campaign found that the overall recall of the advertisements was comparable to the recall of other Government of Canada advertisement campaigns, with 36% of respondents able to recall (unaided) seeing or hearing an ad, compared to the Government of Canada benchmark of 43%. In terms of demographics, women had a higher unaided recall than men (39% versus 33%); those living in urban areas had a higher unaided recall than those in rural areas (38% versus 30%); and amongst the different age groups, 18-25 year olds had the highest unaided recall (44% for print and 49% for the TV advertisements).

In line with findings from other Government of Canada advertising campaigns, respondents found the television ads (39%) far more memorable and impactful than advertising in other media (e.g., 10% found the newspaper ads more memorable, 8% the transit ads and 6% the internet ads).

Overall, 7% of respondents said they took action as a result of the advertising campaign⁴⁷. Given that the subject matter touches a narrower portion of the population than other Government of Canada advertisements of a more general nature, but has deeper impact and consequences for those whom it does touch, this finding was deemed positive by central agencies in the Government of Canada. Moreover, the relatively high unaided recall of those aged 18-25, as well as the fact that 15% of that age group took some action, should be considered a very successful outcome, given that youth experience one of the highest violent victimization rates of all age groups.

⁴⁶ A summary of the results of the telephone survey can be found at http://epe.lac-bac.gc.ca/100/200/301/pwgsc-tpsgc/por-ef/justice_canada/2011/028-10/summary.htm

⁴⁷ A slightly higher percentage of victims (11%) versus non-victims (6%) took action and a higher percentage of women (11%) versus men (3%) took action.

Victims Fund

In addition to raising awareness through the national *Victims Matter* Campaign, over 60% of projects funded through the Victims Fund between 2010 and 2015 identified an increase in knowledge and awareness of the impact of victimization as one of their expected outcomes. The review of Victims Fund project summary reports found that 57% of the projects were successful in increasing awareness or knowledge of victim issues as a result of their funding. These included: new information being disseminated (14%), change in awareness by participants (16%), best practices or response to emerging justice issues being identified (15%), or knowledge/understanding furthered (12%).

One project reviewed as part of the evaluation involved the dissemination of intervention kits on youth cyber-harassment. It is an example of how technology is being used to benefit victims of crime.

***Association québécoise Plaidoyer-Victimes:
“24 Hours Text Message: Intervention Kit on Youth Cyberbullying”***

The project developed an intervention kit on youth cyber-harassment to raise awareness and mobilize French-speaking youth and service providers to take action. The project’s central product is a 28-minute professionally produced video “24 heures textos” (24 Hours Text Messaging). The video tells the story of Maude, a 16 year-old student, who falls in love with Vincent, a schoolmate. Through their relationship, viewers witness how text messages, sexting, and social media can encourage intimacy among youth, but also how a few clicks can transform these technologies into instruments of harassment and intimidation.

The funded organization sold 300 kits containing the video and guide (on CD) and the kits are being used by parents, police services that go into schools, and in youth centres, reaching an estimated 15,000 youth. In addition to making the toolkits available, the organization has participated in policing and judicial forums to further raise awareness of the issue cyberbullying.

The Victims Fund also supported a national knowledge exchange in 2012. Although the event was funded through the Victims Fund, PCVI collaborated with colleagues in the Department working on the Family Violence Initiative and RSD to support the event. This is an example of how the Victims Fund was used to advance a policy initiative identified through the FPTWG. RSD also prepared a review of different assessment tools, *Intimate Partner Violence Risk Assessment Tools: A Review*, which was released prior to the event.

National Knowledge Exchange on Risk Assessment, Risk Management and Safety Planning

A two-day knowledge exchange was held in October 2012 in London, Ontario led by a small group of experts in the area who shared information on promising practices in the area of safety planning, risk assessment and risk management for victims of domestic violence, a priority of the FPTWG. Approximately 80 academics, researchers, police officers, Crown prosecutors, victim services workers, and policy makers participated in the knowledge exchange. A follow-up online survey of participants to the knowledge exchange found that 74% felt that the content of the event extended their knowledge of these issues.

A review of technology-related projects between 2010 and 2013 identified that the Victims Fund supported 28 projects that used technology to disseminate information to increase awareness and knowledge of victims' issues (including technology-driven victimization) and increase the capacity of service providers to deliver responsive victim services, or increase access to victims interacting with the criminal justice system. These projects included development of websites, a video game to educate youth on what constitutes abuse, e-learning and webinars for service providers, and online resources and a DVD to which service providers could refer victims for information or assistance. Over half of the projects supported had national reach through the use of technology, and increased the focus on issues related to particularly vulnerable populations such as children and youth, Aboriginal people, women experiencing domestic violence, and persons with disabilities. In addition, the Victims Fund support for testimonial aids, specifically closed-circuit televisions and videoconferencing capacity, is another way that technology has benefited victims.

Policy and Communication Activities

The Department also directly undertook a number of policy initiatives to raise awareness and enhance knowledge since 2010.

Victims Week

In support of the Victims Week each year, PCVI hosts a one-day symposium in the National Capital Region to launch the week. In 2015, to recognize the ten-year anniversary of the Victims Week, three federal symposiums were held across the country (Vancouver, Gatineau, and Halifax). A total of 1,448 participants attended the symposiums between 2010 and 2015. Results from the participant evaluations indicated that by attending the symposium, 76% of participants surveyed learned (more) about services that are available for victims of crime; 61% better understand the

role victims play in the criminal justice system; 66% feel they are better equipped to serve the needs of victims; and 74% are more aware of the needs of victims.

In addition to the Victims Week symposiums, events were funded in every jurisdiction across the country (between 2010 and 2015, over 798 events were funded) to increase public awareness and the capacity for the delivery of victim services.

Knowledge Exchanges and Webinars

The Department also hosted a number of knowledge exchanges and webinars that increased the knowledge of partners and stakeholders and helped enhance the capacity of CAC and MMAW victim service providers.

- PCVI hosted a *Building Seamless Services for Children and Youth who are Victims or Witnesses of Crime in Canada - Knowledge Exchange on CACs*, which was held over three days in Ottawa (February-March 2011). The event laid a foundation of knowledge on the CAC model and was attended by representatives from police services, victim services, mental health and medical services, child advocates, as well as Crown prosecutors, policy analysts and academics. As a result of the event, the Victims Fund supported the development of a national website for CACs (www.cac-cae.ca).
- RSD hosted with PCVI a two-day meeting in Ottawa (Jan 2012), *Building Knowledge, Building Capacity*. The meeting brought together representatives from different CACs to discuss possible research needs to enhance the capacity of CACs. An evaluation of the event found that all respondents⁴⁸ felt that their participation in the event increased their knowledge of the CAC model. This event was followed up in April 2013 with a two-day *CAC Next Steps* meeting in Toronto that was funded through the Victims Fund. It included one representative from each CAC, with speakers on a variety of seminal issues including protocols, governance, and trauma.
- Three *Developing Effective CACs* webinars (2014-15) were organized by PCVI on the following topics: Getting Started, Governance and Decision Making, and Creating a Service Delivery Model. Results from online evaluations of the sessions found that 77% of participants of the three webinars indicated an increased knowledge as a result of the information shared.

⁴⁸ 23% indicated their knowledge had increased to some extent, 38.5% indicated to an extent and 38.5% to a great extent.

- PCVI delivered three MMAW webinars (2014-15) on the following topics to build a community of practice and to share knowledge: *Assisting Families within an investigation/policing environment*; *Assisting families through culturally responsive counselling and assistance*; and *Sharing Models and Practice*. Interviews with four service providers, as part of the MMAW case studies, indicated that the webinars increased their knowledge and capacity to address the needs of their clients. Key informants interviewed for the MMAW case study indicated that the webinars resulted in the beginnings of a community of practice among those working with families within a victim services framework and increased awareness about the various methods to assist families.

Online Products and Resources

In 2009, the PCVI developed a Victim Service Directory to assist victims and their families with locating services across the country. The number of services listed on the Directory increased from 364 in 2009 to 776 in 2015. PCVI also posted on the Justice Canada website a bi-annual newsletter as a vehicle to share information on policy-related activities and projects that have received funding. Between 2012⁴⁹ and 2015, various PCVI newsletters were viewed 3,107 times and 516 PDF copies were downloaded.

In addition, PCVI developed a number of PLEI products that were posted on the website between 2012 and 2015 to increase awareness and knowledge, which were viewed 53,991 times. These include: *A Crime Victims' Guide to the Criminal Justice System* (viewed 36,517 times), *Canadian Statement of Basic Principles of Justice for Victims of Crime, 2003* (viewed 2,735 times), *Victim Impact Statement* (viewed 13,164 times), and *Working with Victims of Crime: A manual applying research to clinical practice* (viewed 1,575 times and 659 PDF copies were downloaded). Also, a total of 2,053 hard copy publications were distributed (*Working with Victims of Crime*, *Policy Centre for Victim Issues*, *A Crime Victim's Guide to the Criminal Justice System*, and *Victims Matter*).

RSD, in collaboration with PCVI, also developed a number of research products that were posted on the Justice Canada website, including the annual *Victims of Crime Research Digest* (25 articles), 18 research studies, 12 fact sheets and six articles as part of a building knowledge series. Between 2012 and 2015, the research products were viewed 50,043 times and 5,275 PDF copies were downloaded. The most viewed (10,966 times) research product was the *2010 Victims of Crime Research Digest*, No. 3, which included the following articles: *Documenting the Growth of*

⁴⁹ Statistics are only available starting in 2012 with the installation of a new web tracking system.

Resources for Victims/Survivors of Violence, “Explain Please!” Working with Victims and Restitution, Aboriginal Victimization in Canada: A Summary of the Literature, Accessing Hard-to-Reach Populations: Respondent-Driven Sampling, Victim Services in Canada: Results from the Victim Services Survey 2007/2008, and Victim-Related Conferences in 2010.

The Communications Branch also prepared several victims of crime-related ministerial announcements and news releases. Between 2010 and 2015 there was a total of 76 victim-related announcements by the Minister of Justice across Canada. Of these 43 were related to projects funded under the Victims Fund (23 specifically on CACs), 25 were related to legislation (five were about victim surcharge and 20 were on the CVBR with 18 specifically regarding consultations), six were related to the Victims Week, and two were to introduce the new Federal Ombudsman. In 2014, the Department also started social media channels to raise awareness of research findings, new legislation, and other information (Twitter, Facebook and the Department’s YouTube Channel – Sharing our Stories Videos).

In general, over the past five years, the amount of information on victims of crime that the Department has put online for the public increased significantly. Between 2011⁵⁰ and 2015, there were 701,988 visits to the Justice Canada Victims web page, 979,326 pages and 113,954 publications viewed, with “*A Crime Victim's Guide to the Criminal Justice System*” (36,517 views) being the most viewed publication.

In 2011, the PCVI web page was one of the top nine most visited in the Department, and two of the victims of crime publications included (*Impaired Driving* and *A Crime Victims Guide to the Criminal Justice System-Going to Court*) were in the top 100 pages viewed for the Department. In 2012, when the Department redesigned the Justice Canada website, victims of crime were featured⁵¹ on the main page.

Also between 2010 and 2015, a total of 539 calls were received on the departmental general enquiries line regarding questions for PCVI and regarding the Victims Fund, with 151 calls (28%) being received in November 2010 corresponding with the *Victims Matter* Campaign.

Even though a significant amount of information was disseminated, key informants highlighted the need for additional information on specific types of victims (e.g., victims with disabilities, youth, elderly and children and how to provide services to those groups in the North); the need for information on other federal funding available in addition to the Victims Fund; and the need for

⁵⁰ There are no web metrics for 2010-11.

⁵¹ Along with Family Law: Child Support and the National Anti-Drug Strategy.

paper products for some communities even though the government is moving towards online content.

4.2.3.1 Impediments Impacting Departmental Public Awareness Activities

Although the Department was successful in undertaking a number of public awareness activities and all key informants indicated that the Justice FVS has increased knowledge and awareness, a few departmental key informants (11%) identified factors that impacted their ability to engage in public awareness activities.

Resource Limitations

PCVI had limited resources (time and people) to undertake public awareness activities due to priorities in the other core activities. Often awareness-raising activities were relegated to being done on the side with a greater reliance on the Victims Week and the Victims Fund to fill the gap. This was an issue particularly during the development of the CVBR, which was the principal Justice FVS priority of the Department between 2013 and 2015.

Limitations on travel between 2012 and 2015 impacted the ability of PCVI and RSD to participate in meetings and events (e.g., knowledge exchanges, bilateral meetings with United States partners, and other international workshops and conferences), reducing the visibility of the Department and impacting the ability to share information with other jurisdictions, organizations, and internationally who would benefit from their expertise. To address these challenges, PCVI sought other opportunities to build capacity, such as creating the national CAC network to facilitate information sharing regarding best practices, tools and resources.

The undertaking of research by the RSD for public dissemination was also impacted by more stringent approval processes for contracting public opinion research and disseminating research results through the departmental website.

4.2.4. Expanding the Scope and Reach of Victim Services through the Victims Fund

Through the Victims Fund, the Department has contributed to expanding the scope of victim services available across the country by supporting service delivery in every jurisdiction, thereby enhancing the reach of services. Further, an additional 39 projects were funded between 2010 and 2015 as a result of specialized initiatives (MMAW and CAC). By increasing the number of specialized programs for victims, access to services has been increased for previously under-served

populations (e.g., children, youth and Aboriginal communities), including providing services for families of victims through a number of MMAW projects.

Minority Language Groups

The Victims Fund also provides opportunities to enhance the capacity of under-served communities to access victim services.

The review of Victims Fund project summary reports indicated that 20% of funded projects (n=18) had an impact on a minority language group including: an official language community by providing services or engaging an official language minority community (n=6); making materials available to an official language minority community (n=9) (e.g., one project created an online guide with resources, tools, and information for French-speaking youth and young victims of crime which was disseminated in all French-speaking Ontario high schools, thus enabling students to access French-language information and victim services for young Francophones); and/or involved an official language minority community in partnership or collaboration on a project (n=5).

One of the projects funded provided the community with an opportunity to discuss with the RCMP the need to have French-speaking police officers available so that women can report sexual assaults and other crimes in their first language.

Liard Aboriginal Women's Society: "Bridging the Gap: A Cross-Cultural Conversation Between Kaska Women, First Nations, RCMP and Community Agencies"

The project involved workshops in Whitehorse and Watson Lake, Yukon to share knowledge of cultural and community contexts to assist the RCMP and other first responders to better respond to violent crime against Aboriginal women and in northern communities, and to build trust between the groups. A total of 65 participants from a range of community and service organizations attended the two workshops (RCMP, front-line service providers, women's groups, and First Nations Elders).

Les EssentiElles, L'Association Franco-Yukonnais Women's Directorate, participated in the Whitehorse workshop, and had an opportunity to speak about the specific needs for RCMP to make available French-speaking police for women to report sexual assaults or other crimes in their first language, in keeping with Canada's official languages policy.

Women and police reported that they learned a lot about positive social responses to women, and using accurate language to ensure more just responses to women reporting violence. The RCMP representatives that participated also indicated they have better understanding of violence against women and Aboriginal culture.

Three projects also highlighted the need to provide services in several Aboriginal languages. One other project partnered with the Ontario Camp for the Deaf to facilitate services for the under-served deaf population in their province.

Use of Technology

Advances in technology have also assisted victim service providers with expanding their scope and reach of services. A review of all technology-based projects supported through the Victims Fund (n=28) between 2010 and 2013 found that 17 projects (60%) expanded accessibility by creating websites and posting material online, as well as targeting specific under-served populations including:

- targeting justice professionals and service providers (speech/language pathologists) and improving their understanding and knowledge of the needs of people with communication disabilities in the criminal justice system. Training was also delivered on communication and alert devices for people who are deaf or hard of hearing. Presentations described these devices and identified various agencies in the community that could loan/provide them, and how service providers could utilize such devices to increase access to persons with disabilities;
- developing a video game for youth to learn about what abuse is and how they can get assistance; and
- preparing an intervention kit on youth cyber-harassment for French speaking youth.

When asked about other technological methods that could be used to improve accessibility to victim services, key informants had several suggestions, which reflect the variety of technologies now used to communicate and the need to give victims more options for interacting with victim services. The suggested technologies included: texting, chat rooms and online forums, use of social media to increase awareness, smart phone apps for victim services or to assist with safety planning, and use of Skype or other virtual encounters (e.g., tele-counselling, online counselling) for the delivery of services. Although key informants recognized that for some of the above technologies, privacy and security concerns are an issue, they also pointed out that these technologies would

help them tailor the nature of interactions to meet client preferences and further enhance the ability to reach a wider range of victims.

4.2.5. Reducing Hardship for Victims of Crime

Key informants (85%) indicated that the Justice FVS helped reduce hardship for victims of crime, mainly through the Victims Fund.

Financial assistance was provided directly to victims to increase their ability to participate in criminal justice proceedings, especially in the North where costs for travel are high and when a victim needed to travel outside Canada. Between 2010 and 2015, a total of 2,294 victims or support persons (87% were for PBC hearings) were approved to receive a total of \$3,675,067 in financial assistance through the Victims Fund to reduce their financial hardship and to assist them in their participation in the criminal justice system.

Although 53% of victims surveyed (n=497) indicated that they would still have participated or could have covered some/all the costs associated with participating in a PBC hearing or criminal justice proceeding abroad, 96% of victims indicated that the funding received was useful/helpful in reducing their financial hardship. In addition, 90% of victims who received funding for a support person indicated that it was important to have financial assistance for support persons in helping them attend the PBC hearings.

Key informants also highlighted projects funded through the Victims Fund that reduce hardship for victims. These included training to service providers about best practices for supporting people who have suffered trauma; culturally sensitive responses to families of missing and murdered Aboriginal women; supporting the implementation of testimonial aids (e.g. support for the capital costs in one province to facilitate implementation of the 2006 amendment to the *Criminal Code*, establishing closed-circuit televisions in every court room); resources for the three territorial governments to assist victims with emergency costs and/or travel to participate in criminal justice proceedings; the piloting and sharing of results from innovative projects, such as the restitution program in Saskatchewan which helps victims with enforcement – the model from that program has been taken up by two other provinces; and the development of CACs which seek to reduce system-based trauma for child and youth victims and witnesses.

The CAC multi-site study found that some CACs have the ability, by themselves or through their partners, to alleviate some financial hardships; for example, emergency cell phones, bus tickets or taxi slips, and food vouchers can be provided. The CACs were also found to play a very important

role in reducing the stress and re-victimization, in part by limiting the number of times victims have to tell their stories. Victims and their family members had a safe and welcoming place to go for forensic interviews and to obtain information and supports. There is a central point of contact, with someone who can provide updated information and assist with navigating often-intimidating systems.

In the opinion of the victims' non-offending caregivers who were interviewed as part of the CAC study, non-financial hardships have been reduced because they had a single point of contact where someone could provide emotional support, information updates, and referrals to supports and services. Not only did this reduce stress for families, it also saves time, as they have faster access to services, support and information and do not have to deal with multiple parties.

A case study of the Snowflake Place for Children and Youth Inc. highlighted the impact CACs have had on reducing hardship for young victims of crime.

Snowflake Place For Children and Youth Inc.: "The Development of Phase 1 of the Winnipeg Children's Advocacy Centre"

The project aimed to develop a comprehensive, multi-disciplinary and culturally appropriate CAC in Winnipeg, Snowflake Place. The CAC has helped to reduce hardships on child victims of abuse and their families in a number of ways. For example, prior to the establishment of the CAC, child victims of abuse and their families would be interviewed a number of times by representatives of different programs and services, which was difficult for them. Snowflake Place helps to organize one interview where representatives of all programs are present and alleviated the hardships for victims going through multiple interviews. Prior to the establishment of the CAC, child victims of abuse and their families would be taken to a police station, which was cold, unfriendly and sometimes intimidating to victims. Snowflake Place is child friendly and has the necessary facilities to improve the experience of children and their family members. The victims are treated as the centre of attention and supported and empowered by professionals. Snowflake Place has a family room, which is designed to minimize stress and provides a much better experience to family members compared to those waiting at the reception of a police station.

Key informants (19%) highlighted that the variability of the types and level of victims' services available within/between jurisdictions continues to cause hardships for victims of crime. Although responsibility for the delivery of services rests with provinces and territories, key informants (15%) stressed that the Department, through the Victims Fund, can help play a role in enhancing services

across the country to help increase access to services that may be contributing to the hardship for victims.

There is also an opportunity for the federal government to take a leadership role in the discussion of developing a basic level of standards for the delivery of services through the FPTWG. This could build on the work already started in developing training curricula for staff and volunteers (e.g., Alberta e-training and the pan-territorial essential skills).

4.2.6. Increased Access to Services for Victims Interacting with the Criminal Justice System

As with the outcome of building capacity, almost all key informants (96%) indicated that the Justice FVS has increased access to services for victims and although the delivery of services is a provincial and territorial responsibility, the federal government has a role to play in supporting provinces, territories and NGOs through the Victims Fund.

Between 2010 and 2015, 17% of Victims Fund projects identified promotion of access and participation in the justice system, and development of law, policies and programs as one of their expected outcomes. Examples of projects funded to enhance services included streamlining and expanding services available to child victims of crime, the training and utilization of a crisis response dog, integration of testimonial aids into court rooms to reduce the trauma that can be associated with testimony, capacity enhancements to services through the hiring of additional frontline and managerial level staff, providing court support services such as assisting with the preparation of victim impact statements and providing other direct supports to victims and families of victims, including emotional and crisis support.

As stated earlier, the review of Victims Fund project summary reports found that 20% of projects were successful in increasing access to services for victims in language minority communities, and over 54,999 individuals directly received services or participated in workshops or information sessions supported through Victims Fund projects.

The implementation of CACs also addressed many previous gaps in the system. Findings from a US study⁵² on CACs found that communities with CACs had more coordinated investigations and greater law enforcement involvement in the investigations. Children who were seen in CACs had

⁵² Cross, T., Jones, L., Walsh, W., et al. (2008). Evaluating Children's Advocacy Centres' Response to Child Sexual Abuse. Juvenile Justice Bulletin. Office of Juvenile Justice and Delinquency Prevention, pp. 2-3. Available at <https://www.ncjrs.gov/pdffiles1/ojjdp/218530.pdf>.

better access to medical exams and received more referrals for mental health services. In addition, caregiver satisfaction with the investigation was higher in CAC communities than in comparison communities.

In all of the six Canadian multi-site study CACs, multi-disciplinary team members identified increased access to medical examinations (n=3), greater use of testimonial aids (n=1), and more child-friendly environments, both for forensic interviews (n=5) and court appearances (n=3).

The 14 projects funded through the MMAW Initiative have also been essential in increasing access to services for families of missing or murdered Aboriginal women. In some jurisdictions, family members of missing persons are not eligible for victim services unless there is a police report. A review of five MMAW funded projects found that funding of FPL/MPL positions are enabling more access to information and services at the investigative stage and more seamless referrals to other support agencies for families. In addition, outreach workers, within a victim services framework, are able to bring culturally responsive grief and trauma counselling services directly to under-served populations within their community.

Key informants for the MMAW case study identified the following outcomes that were achieved as a result of the funding they received for their program:

- increased access to information among families about the criminal justice system generally, as well as case-specific information about the investigation of the missing or murdered loved one (though FPLs and family gatherings);
- increased family access to specialized, culturally responsive services for families of missing or murdered Aboriginal women that are community-based and integrated with other services (e.g., services designed and delivered by Aboriginal women, located in Aboriginal communities, provided in language of community, linked to cultural organizations and Elders, relationship driven/family-centered approach, reflective of the worldview of the victim, and respectful of past negative experiences with police and other official agencies – perceived and real);
- increased awareness among police and other agencies about the experiences and concerns of Aboriginal victims and families (e.g., actions and motivations of family members – fears and concerns – are better understood and more positively responded to);
- increased levels of trust between police and families (in some cases disclosure of additional case-specific information from families to police);

- through networking (e.g., PCVI-led webinars) with other service delivery organizations, identification of methods to overcome jurisdictional gaps in service delivery (both between provinces and territories and within) when families reside in different jurisdictions from where the case is being investigated;
- increased awareness of community resources and services available for families; and
- reduced feelings of isolation among families.

Although the Justice FVS has increased access to services for victims of crime, key informants (19%) identified the need for different avenues to ensure cross-cultural representation of victims in the criminal justice system. Aboriginal people and minority immigrant populations need to be considered in the development of legislation, programs, services and public awareness material to enhance their knowledge of the criminal justice system and awareness of and access to culturally appropriate services.

Also, as indicated earlier, the use of technology has expanded the reach and scope of victim services, which in turn can increase the ability for victims to have access to services. A few key informants (7%) indicated that they would like to utilize technology to better meet the needs of victims (e.g., to enable victims in rural areas to be able to access information directly in their community without having to drive into urban settings, to purchase laptops for staff to be able show victims their impact statements when they meet with them, and to provide interactive learning models).

4.2.7. More Effective Voice for Victims in the Criminal Justice System

Most key informants (88%) indicated that the Justice FVS has contributed to a more effective voice for victims in the criminal justice system as a result of the work undertaken to advance the direct and indirect outcomes of the Justice FVS. More specifically, this was accomplished through financial assistance provided to victims and support persons; enhancement of the capacity for, reach, and scope of victims' services and programs through the Victims Fund; and increase of the awareness of services and programs. The Justice FVS has provided victims with opportunities to participate in the criminal justice system. Also, through legislative amendments (e.g., testimonial aids and restitution through the *Victims Bill of Rights Act*), funding for training of service providers, and the implementation of special initiatives (e.g., CACs and MMAW), the Justice FVS has enhanced victims' experiences with the criminal justice system.

Key informants highlighted the following as contributing the most to enhancing the voice of victims:

- Legislative amendments to the *Criminal Code* (and other related Acts) have created a more active role and enhanced the experience of victims in the criminal justice system (e.g. testimonial aids and restitution through the *Victims Bill of Rights Act*, and changes to the not criminally responsible legislation which require notification of victims). It is anticipated that the *CBVR* will contribute to a cultural change in the criminal justice system as victims exercise their enforceable rights.
- Financial Assistance provided through the Victims Fund as well as the provincial and territorial travel programs have enhanced the voice of victims by facilitating their participation in criminal justice proceedings.
- Support of the Victims Fund has increased the capacity of victim service agencies (e.g., staffing, training to have better informed service providers to act as champions for victims); increased access to services including under-served populations (e.g., Aboriginal communities, and children); increased awareness of victim issues (e.g., website development, webinars, knowledge exchanges); and increased availability of testimonial aids in courtrooms to improve victim participation in the system, as many victims would not have been able to testify without the aids.
- Funding for CACs has reduced non-financial hardships for children and youth victims because they provide a single point of contact for emotional support, information updates, and referrals to support and services, which has provided a more supportive and navigable criminal justice system for vulnerable victims.
- FTPWG has enabled the provinces and territories to work together, share best practices and learn from each other during the implementation of new legislation.

Some key informants (19%) identified areas where the Department could affect change to further enhance the voice for victims of crime. These included placing more focus on information sharing of best practices; undertaking more research to understand emerging issues; updating PLEI materials; and actively engaging in meaningful consultations through the FPTWG, National Victims of Crime Advisory Committee and with victims on victim issues.

4.3. Performance - Demonstration of Efficiency and Economy

As per the Treasury Board's 2009 *Policy on Evaluation*, the evaluation included an analysis of the efficiency and economy of the Justice FVS. This involved key informant interviews to assess whether there are alternative ways to deliver the Justice FVS to increase its effectiveness; analysis of resources to determine how they were used; analysis of the operational efficiency of the Victims Fund; and an examination of the appropriateness of the allocation of resources among the four core activities. In addition, the evaluation considered the effectiveness of the financial assistance provided to victims to attend a PBC hearing in increasing victims' participation and reducing their financial hardship.

4.3.1. Design and Delivery of the Justice FVS

Key informants were asked to consider how the Justice FVS is structured (governance, integration and coordination, policies) and delivered in the Department to assess whether there are alternatives that would enhance the effectiveness of the Justice FVS in achieving its outcomes.

Governance Structure, Integration and Coordination of the Different Functions/activities within the Department

The four functional areas involved in the Justice FVS are well integrated and coordinated, which is a result of long-standing relationships. The areas have learned to operate effectively in an environment where new priorities are regularly introduced (e.g. MMAW, NAP-HT, CACs, MAPI, CVBR). This included collaborating in the development of new Memoranda to Cabinet and Treasury Board documents with the Finance and Planning Branch, as well as working with others in and outside the Department on the development of the CVBR.

The development of the CVBR provided an opportunity to use virtual teams that allowed for further collaboration with different expert areas of the Department (e.g., CLPS, FCY, Human Rights Law Section, and the Constitutional, Administrative and International Law Section). Without this coordinated effort through the virtual teams, managed by PCVI, it would not have been possible to develop the CVBR in the timeframe permitted.

Although some key informants expressed concern over the changes to the governance structure (e.g., centralization of functional areas and PCVI no longer being responsible for the Victims Fund) having an impact on the level of coordination between the core activities of the Justice FVS, at the time of the evaluation, there continued to be integration and coordination of all activities due

to established relationships and processes. It was indicated that this level of coordination and integration could be maintained by bringing together the different functional areas for regular meetings and continued identification of opportunities for collaboration.

Delivery of Departmental Services and Policies

The last evaluation recommended that the IAID have the flexibility to move funding between the various Victims Fund components. This flexibility has improved the ability to manage the demand for funding, especially for the Victims Week and CACs. Also, in response to the last evaluation, the Department has entered into five-year funding agreements with the provinces and territories which has reduced the administrative burden for both the Department as well as the recipient, and has allowed for longer-term planning.

However, there continue to be issues with regards to the approval process for projects that may be contributing to the ability to commit the full resources of the Victims Fund. Between 2010 and 2014,⁵³ only 86% of the Victims Fund was made available through Gs&Cs agreements. Of those funds committed, only 83% were expended as anticipated by funding recipients since in some cases they received the funding too late in the year to spend their full amount. Provinces and territories also continued to lapse funding each year (not solely in the first year of their funding agreement) with an overall lapse of 30% of the funding committed through contribution agreements between 2010 and 2014. These lapses were identified late in the year by funding recipients, which reduced the ability of the IAID to reallocate the funding to other projects.

Key informants highlighted the following issues that are affecting the administration of the Victim Fund.

Funding Review Process

The review process for funding agreements is very lengthy, which is further impacted by a high demand and number of proposals received for some of the Victims Fund specialized streams (e.g., CACs, Victims Week and TLOF) that need to be reviewed by IAID. Between 2010 and 2015, IAID received a total of 1,689 project proposals and 3,464 applications for financial assistance. In some cases, there was a need to bring on additional support from within the Programs Branch, especially when large calls for proposals took place such as for the Victims Week each year. In addition, given that the Victims Fund is one of the key policy levers under the Justice FVS, PCVI

⁵³ Due to the fact that not all of the final claims have been submitted for the 2014-15 fiscal year, the analysis of resources is confined to the 2010-14.

also reviews the proposals received, as does RSD when appropriate. This can further impact the length of the review process and the achievement of departmental service standards⁵⁴ when other priorities delay the ability of these areas to review the proposals.

Funding Approval Process

Further delays were also experienced once IAID recommended projects for final approval. While funding decisions were made 92% of the time within the departmental service standard of 120 days/four months, some project funding decisions took six to nine months to be made. These delays can result in funding being lapsed within the first year of an agreement, and can impact the capacity of organizations to deliver the projects if they have a late start.

Financial Assistance Component

The Financial Assistance Component is the most administratively intensive component (e.g., time and paper) of the Victims Fund, as it is the sole component where staff in IAID have direct contact with victims of crime and their support persons. The process can be lengthy and complex as applicants are not always familiar with government processes (e. g., advance payments, review and processing receipts, and final claims). Processing times for victimized abroad applications were also impacted since there are no clear policies on what is eligible for funding, so each application is reviewed extensively by both PCVI and IAID. There is also the added requirement for the travel programs (e.g., PBC and victimized abroad) to contact other federal departments/agencies (e.g., PBC and DFATD) regarding each applicant to verify information in advance and upon submission of their final claim (e.g., confirming with the PBC that the hearing will be held, was held, and the victim attended). Between 2010 and 2015, a total of 3,464 applications for financial assistance were received and the Department approved financial support for 2,294 individuals with only two full time equivalents (FTEs) in the IAID administering the PBC and victimized abroad streams during that period of time. With limited capacity, the high demand for financial assistance and the complex and resource-intensive administration process,

⁵⁴ A service standard is a public commitment to a measurable level of performance that clients can expect under normal circumstances. The Department of Justice has set three service standards for the timely and accurate delivery of program-related services under normal circumstances:

- a) Acknowledgement: The goal is to acknowledge receipt of a proposal within 7 calendar days of receiving the funding request.
- b) Funding Decision: The goal is to issue official written notification of the funding decision within 120 calendar days of the Program's receipt of the completed proposal.
- c) Payment: The goal is to process payments within 28 calendar days after the completion of the requirements outlined in the contribution agreement or the grant letter.

follow-up on final claims was not always completed. For example, between 2010 and 2014⁵⁵, there was \$24,699 worth of final claims (approximately 2% of the amount committed) that had not yet been submitted by recipients of financial assistance to attend PBC hearings.

Demand for Funding

Recognizing the high demand for programs such as TLOF, Victims Week and CACs in the Victims Fund, there is a need to manage expectations for the availability of funding through the communication of eligibility criteria and messaging around calls for proposals on the departmental website. Organizations can then ensure their proposals are developed recognizing that the level of funding available may be impacted by the demand for funding (e.g., level of Victims Week was decreased from the \$10,000 to \$7,000 per organization to meet the demand for 2014 and 2015); and applicants fully understand what is eligible prior to submitting a proposal (e.g., only national victim serving agencies are eligible for TLOF funding). This would increase the efficiency of the IAID by reducing the level of effort required for the review of proposals with each call for proposals.

In addition, a clear policy on what is eligible for funding for Canadians victimized abroad would assist funding applicants and departmental staff to apply a consistent approach in reviewing the funding requests, as well as provide applicants with greater clarity on eligibility criteria.

Variability of Services

With regards to the type of projects being supported through the Victims Fund, between 2010 and 2015, 60% of projects were undertaken to increase awareness and knowledge, 17% were to increase access, and 23% were to increase capacity. This distribution is reflected in the perceptions of key informants of the impact the funding has had on the indirect outcomes of the Justice FVS (e.g. 100% indicated achievement of increased awareness and understanding, 92% indicated a contribution to enhanced capacity, and 96% identified increased access as a result of the Victims Fund).

The Victims Fund has effectively helped to address concerns, identified through the 2011 Justice FVS evaluation, over the level of public awareness of victim issues and awareness among eligible

⁵⁵ Since not all of the final claims were received for the 2014-15 fiscal year, the focus of the financial analysis was on the period of 2010 to 2014. At the time of the evaluation, there was a payable at year-end for the Financial Assistance Component of \$48,559 for 2015.

crime victims regarding the available services and funding as a barrier to the take-up of these funds (e.g., 2,294 victims received financial assistance between 2010 and 2015).

Recognizing that there is variability in service delivery across Canada, the Department could play a role in enhancing the availability of services through the Victims Fund, by placing higher emphasis on supporting capacity building and innovative projects that expand the scope and reach of new services to under-served areas and clientele (e.g., new Canadians, Aboriginal communities and children).

4.3.2. Analysis of Economy

An analysis of economy focuses on inputs and whether they are optimized (or minimized). Economy is achieved when the cost of the resources that are used approximates the minimum amount needed to achieve the expected outcomes. In the context of the Justice FVS, this analysis looked at the relation between planned and actual expenditures for the Department.

Challenges were identified in the tracking of financial resources related to the Justice FVS. This may in part be due to the fact that four responsibility areas are involved in the core activities of the FVS and are using different project numbers for reporting expenditures by each of the separate initiatives under the Justice FVS. Table 9 outlines the expenditures for the four functional responsibility areas (PCVI, IAID, RSD and Communications Branch) between 2010 and 2015.

Table 9. TBS Authorities and Functional Area Expenditures for the Justice FVS 2010-2015

	Salary	O&M	Gs&Cs	Total
Justice FVS Authorities (six Initiatives ⁵⁶)	\$9,319,489	\$8,857,285	\$55,132,780	\$73,309,554
Total Justice FVS Resources Expended ⁵⁷	\$7,240,265	\$5,328,314	\$37,698,669 ⁵⁸	\$50,267,248
Difference (Amount Not Expended)	\$2,079,224	\$3,528,971	\$17,434,111 ⁵⁹	\$23,042,306
% Expended	78%	60%	68% ⁶⁰	68%

A total of 68% of the TBS authorities identified for Justice FVS activities were expended between 2010 and 2015. The ability for the functional areas to fully expend resources identified through TBS authorities was impacted by a number of government-wide and departmental spending limitations (e.g., travel, hospitality and contracting caps, Deficit Reduction Action Plan, and staffing). Although the Department was effective in achieving the Justice FVS outcomes, key informants (19%) indicated that the ability to undertake all planned activities was impacted by the level of resources within PCVI (only 78% of salary and 60% of O&M were expended). The impact of the reduced resource levels was even more pronounced between 2012 and 2015, when only 61% of the full-time positions within PCVI were staffed and only 40% of O&M dollars were approved to be expended. It was during this time that the CVBR was being developed, a principal priority for the Department, which affected PCVI's ability to continue work on other core activities (e.g., undertaking federal public awareness activities).

Also, the level of resources in the IAID supported through the Justice FVS TBS authorities was insufficient to administer the Victims Fund. Two additional FTEs were supplemented by the Programs Branch to address the high demand for the Victims Fund with the increase in specialized

⁵⁶ The \$6 million dollars used for the Government of Canada advertising campaign *Victims Matter*, transfer of salary and O&M to the Federal Ombudsman Office, and corporate costs (including evaluation services) were not included in the analysis of resource allocation.

⁵⁷ The amount expended is based on reporting through the Integrated Financial Materials System on the six victims initiatives. However, RSD, IAID and Communications Branch also expended additional resources through their ongoing budgets which are not reflected in this table and the analysis of economy.

⁵⁸ A total of 14% of the Victims Fund was not committed between 2010 and 2015. The IAID indicated this was due to the complexity of some projects which requires a lengthy review process and delays in obtaining final approval regarding which projects can be funded.

⁵⁹ A total of \$4,234,450 was set aside to pay for final claims once they are submitted, \$456,726 of which was for projects that were to submit final claims between 2010 and 2014.

⁶⁰ A total of 8% of the Victims Fund that was not expended is the result of the monies set aside as payable at year-end. If all of these are paid out, the percentage of expended resources increases to 76%.

initiatives (CAC and TLOF) and the increased awareness of funding available for the Victims Week.

Appropriateness of the distribution of Justice FVS resources among the four core activities

The following analysis was undertaken to determine whether the allocation of resources among the four core activities was appropriate. However, without having another program or a standard to compare the allocation, the analysis is restricted to discussing whether resources are distributed reasonably to achieve a more effective voice for victims in the criminal justice system.

The analysis required the functional areas of the Department (PCVI, IAID, RSD and Communications Branch) involved in the Justice FVS to estimate the percentage of time they spent on each of the four core activities (Victims Fund, Public Awareness of Victims of Crime Issues, Criminal Law Reform and Policy Development, and FPTWG) between 2010 and 2015. The estimates were used to determine the percentage of time spent overall for the Department on each activity, which were then used to allocate expenditures to each activity. The following table presents the breakdown by activity of all resources expended on the FVS in the Department.

Table 10. Expenditures (salary, O&M and Gs&Cs) by each Justice FVS main activity (2010-2015)

Main Activity	Main Objective	Percentage of salary and O&M Expenditures	Percentage of all Expenditures (salary, O&M and Gs&Cs)
Victims Fund	To directly assist victims of crime or to support the delivery of victim services	35%	84%
Criminal Law Reform and Policy Development	To ensure that a “victim’s lens” is reflected in relevant federal policies	44%	11%
Public Awareness of Victims of Crime Issues	To ensure an increased level of awareness of victims’ issues, legislation and services	14%	3%
FPTWG	To ensure that there was an integrated/ coordinated FPT approach to victims’ issues.	7%	2%

Although all four core activities are relevant and expected to lead to a more effective voice for victims in the criminal justice system, focusing the majority of resources (84%) to support the delivery of services and direct financial assistance to victims is appropriate. The support of victim services and financial assistance is the most direct way to ensure there is increased access to services and participation in the criminal justice system contributing to a more effective voice.

With regards to the other three core activities, although it is not possible to determine whether the actual percentage of time spent on each activity is appropriate given there is no standard or comparison, the distribution appears to be reasonable. When only the salary and O&M resources are considered⁶¹, the majority of resources were expended on policy development and criminal law reform (44%). Recognizing the federal responsibility for policy development and criminal law reform, the allocation of more resources to this activity over the FPTWG and public awareness activities (which are also supported through the Victims Fund) is seen as appropriate.

However, as noted earlier in the report, the lack of fully staffing PCVI has had an impact on the ability to realize all of the policy-related activities. If PCVI had been able to fully expend the resources identified through TBS authorities, more time could have been spent on public awareness, FPT coordination and other policy development activities, increasing the impact of the Justice FVS.

4.3.3. Analysis of Operational Efficiency

An analysis of operational efficiency examines the relationship between resources that are consumed and the outputs that result, including how well inputs are being used and converted into outputs. The analysis was restricted to the Victims Fund, as it is the only operational activity under the Justice FVS in which the relationship between inputs and outputs can most readily be expressed in meaningful dollar terms.

Operational Efficiency of the Justice FVS Victims Fund

The operational efficiency analysis of the Victims Fund involved an analysis of the administrative costs as a percentage of the total IAID operating costs to determine an efficiency ratio. The second part of the analysis involved an examination of the Victims Fund performance in relation to achievement of departmental service standards.

The total salary and O&M expended by IAID to administer the Victims Fund between 2010 and 2014⁶² was estimated to be \$2,371,162.

⁶¹ Although 84% of the departmental resources are expended on the Victims Fund, when only the salary and O&M resources are considered, the percentage is reduced to 35%. This remains to be high due to the fact that RSD and PCVI also expended resources in the management of the Victims Fund (e.g., reviewing funding proposals).

⁶² Since not all of the 2014-15 Victims Fund final claims have yet been received, the analysis was conducted using 2010 - 2014 financial data only.

Gs&Cs commitments made by the Victims Fund in this period (including the Project Components and the Financial Assistance Component) was \$36,530,939.

For every administrative dollar expended (salary and O&M), \$15.41 of the Victims Fund dollars were made available to support victims of crime.

The total amount expended to administer the Victims Fund (IAID salary and O&M), committed to fund projects and provide financial assistance in this period (Gs&Cs) was \$38,902,101. The administrative costs expressed as a percentage of total operating costs is:

$$\frac{\$2,371,162 \text{ (IAID salary and O\&M)}}{\$38,902,101 \text{ (total operating costs)}} \times 100 = 6\%$$

The administrative efficiency ratio (salary and O&M as a portion of Gs&Cs) awarded is:

$$\frac{\$2,371,162}{\$36,530,939} = 0.06$$

This means that for every dollar invested in Gs&Cs, the Department spent \$0.06 in administrative costs to support the delivery of the Victims Fund. Although a systematic comparison with other federal Gs&Cs programs is beyond the scope of this evaluation, the \$0.06 in administrative costs per dollar of Victims Fund Gs&Cs and the resulting efficiency ratio are modest considering that the components of the Victims Fund⁶³ involve a significant amount of interaction with funding applicants and recipients to deliver and manage the Gs&Cs.

However, given that the Victims Fund is a primary policy lever used to move forward the Justice FVS, PCVI also supports the administration of the Victims Fund through the review of proposals and the development of terms and conditions for each of the initiatives and Victims Fund components. RSD also provides support to the IAID by reviewing Victims Fund proposals when appropriate. When the additional PCVI and RSD resources, based on estimates of time by key informants⁶⁴ are considered, the Victims Fund administrative efficiency ratio increases to 0.11, which is still modest considering the level of effort involved in the administration of the Fund.

⁶³ When the Victims Funds project components are considered separately, the efficiency ratio drops to 0.03. The amount of time and effort involved in processing applications for the Financial Assistance Component is considerably higher and impacts the overall administrative efficiency ratio for the Victims Fund.

⁶⁴ It was estimated that PCVI spent 15% and RSD 10% of their time on Victims Fund activities.

Departmental Service Standards

The following table outlines the percentage of time that the IAID met the departmental service standards in the administration of Victims Fund projects⁶⁵.

Table 11. Victims Fund Projects Departmental Service Standards 2010-2015

Fiscal Year	Acknowledgement		Funding Decision		Payment ⁶⁶		% Met Overall
	Number of Files	% of times met service standard	Number of Files	% of times met service standard	Number of Files	% of times met service standard	
July 2010 - March 2011 ⁶⁷	31	90%	31	97%	NA	NA	93.5%
2011-12	103	86%	105	89%	NA	NA	87.5%
2012-13	293	98%	293	89%	111	80%	89%
2013-14	241	99%	241	95%	125	97%	97%
2014-15	442	96%	442	88%	129	77%	87%
2010-2015	1110	94%	1112	92%	365	85%	91%

Between 2010 and 2015, the IAID met the service standards 91% of the time, even though approximately 1,100 proposals were received⁶⁸ for the Victims Fund. In comparison to other departmental funding programs, the Victims Fund performance results were similar for 2010 to 2012, exceeded the average in 2013-14⁶⁹, but were less than the average for the funding decision and processing of payments in 2014-15⁷⁰.

The ability of the IAID to meet the departmental service standards was impacted by the demand for the Victims Fund that resulted in the highest number of proposals being received each year for the Department (e.g., in 2013-14, there were 280 Victims Fund proposals received which represents 49% of the 570 project proposals received that year for all Gs&Cs funds administered by the IAID); the complexity and length of the review process for applications (e.g., involvement

⁶⁵ Departmental service standards are only kept on the project components of the Victims Fund.

⁶⁶ Payment service standards is based on a random sample of projects.

⁶⁷ Departmental services standards were not reported before July 2010.

⁶⁸ IAID received 267 Victims Fund project proposals in 2010-11, 287 proposals in 2011-12, 381 proposals in 2012-13, 280 proposals in 2013-14 and 474 proposals in 2014-15. This is the highest level of proposals the Department has received for any one specific grants and contributions program in a given year.

⁶⁹ The departmental service standards for all programs for the 2013-14 fiscal year were the following: the Acknowledgement Standard was met 90% of the time, the Funding Decision Standard was met 88% of the time, and the Payment Standard was met 95% of the time.

⁷⁰ The departmental service standards for all programs for the 2014-15 fiscal year were the following: the Acknowledgement Standard was met 94% of the time, the Funding Decision Standard was met 90% of the time, and the Payment Standard was met 77% of the time.

of the policy functional areas of the Department, and the requirement for multiple follow-ups with victims and other federal departments in the administration of the Financial Assistance Component); and regular delays in the final approval of projects recommended by the IAID.

4.3.4. Analysis of Allocative Efficiency

Allocative efficiency goes beyond examining the direct relationship between resources consumed and outputs achieved (e.g., operational efficiency analysis). The focus of allocative efficiency is to examine the relationship between resources and the outcomes achieved, that is, whether the resources consumed were reasonable for the outcomes achieved in light of the activity's context and priorities.

The Financial Assistance Component was used for this analysis, since it is the only component of the Victims Fund for which the Department directly receives feedback from victims through surveys regarding the impact of the support they receive. The analysis focused specifically on financial assistance for victims to attend PBC hearings, for which the Department receives the highest number of surveys⁷¹.

Appropriateness of allocating resources for financial assistance for victims to attend PBC hearings

Between 2010 and 2015, a total of 2,050 victims of crime and support persons received a total of \$1,535,716 in financial assistance to attend PBC hearings (87% of the Victims Fund Financial Assistance Component) to reduce their financial hardship and to assist victims in their participation in the criminal justice system. An estimated 22% of the victims surveyed (n=497) indicated that they would not have attended the PBC hearing without financial assistance provided through the Victims Fund. This is a 30% increase⁷² in the participation of victims at PBC hearings as a direct result of the Victims Fund. This increased participation enables victims to have a more effective voice in the criminal justice system, the ultimate outcome of the Justice FVS. Since the financial

⁷¹ Between 2010 and 2015, the Department received the following completed surveys from victims and support persons: PBC: 612; Victimized Abroad: 43; Sentencing: 20.

⁷² Of the 497 victims that returned a survey, 375 indicated whether they would or would not have attended a PBC hearing without financial assistance (122 indicated they did not know). A total of 263 indicated that they would still have attended, while 112 indicated that they would not have attended. The percentage increase in victim participation in a PBC as a direct result of the Justice FVS financial assistance was 30% ($375 - 263 = 112 / 375 = 0.30$).

assistance for victims to attend PBC hearings is having an impact, the provision of funding for this component of the Victims Fund is seen as an appropriate use of resources.

5. CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

This section summarizes the key findings arising from the evaluation in relation to the broad issues of relevance and performance.

5.1. Relevance

Although there have been changes with respect to the landscape for victims of crime (e.g., impact of technology, increase in specialized services, development of a CVBR), the core needs of victims have not changed. There continues to be a need for a victim's strategy to ensure a coordinated federal response to ongoing and emerging victims of crime issues. The Justice FVS continues to be relevant, and the four core activities are seen as appropriate levers to ensure that the outcomes are achieved.

During the evaluation period, the Justice FVS was fully aligned with the priorities of the Government of Canada (*victims have enforceable rights in Canada's criminal justice system, be treated with the respect and fairness that they deserve, and will have a stronger voice*) and the strategic outcome of the Department of ensuring *a fair, relevant and accessible Canadian justice system*.

The *Canadian Statement of Basic Principles of Justice for Victims of Crime* recognizes that there is a shared role and responsibility for the federal government, provinces and territories to improve the experience of victims in the criminal justice system, while working within each jurisdiction's respective mandates. Although the provision of victim services and assistance is primarily a provincial responsibility under the administration of justice, federal jurisdiction for victims of crime consists in the development of criminal law and federal policies. The Department also provides a federal leadership role, as Secretariat of the FPTWG, in coordinating an inter-jurisdictional approach to addressing the needs of victims.

5.2. Performance

5.2.1. Achievement of Expected Outcomes

The evaluation found that the Justice FVS was successful in achieving its objectives and expected outcomes. This was most evident with regards to increasing awareness and knowledge of victim issues, legislation and services available; enhancing the capacity for the delivery of appropriate, responsive victim services; and increasing access to services for victims of crime.

However, recognizing that there is variability in service delivery across Canada, the Department could play a role in enhancing the availability of services through the Victims Fund. This could be achieved by placing higher emphasis on capacity building and innovative projects that expand the scope and reach of new services to under-served areas and clientele. PCVI could also play a leadership role to facilitate discussion with provinces and territories on how to address the variability of access to services across the country.

Recommendation 1:

That PCVI and IAID use policy and program instruments to engage the provinces and territories on the issue of variability of access to services across Canada.

Management Response:

Agreed. There is a strong history of FPT coordination and cooperation in areas of mutual interest relating to victim issues, however it should be noted that the extent of federal influence is limited regarding the variability of access to services across the country.

The delivery of core victim services is the responsibility of provincial and territorial governments as they are primarily responsible for the administration of justice. There is significant variability between jurisdictions in victim program delivery models (e.g. systems-based, police based, volunteer based, or community based), eligibility criteria and resources available. Provincial and territorial governments have varying primary resources for their victim services.

The FPTWG is the main vehicle for moving national and regional priorities forward for victims of crime. The bi-annual in-person meetings, conference calls and collaborative work are considered invaluable to achieving the objectives of the Justice FVS. As a result of departmental limitations

on hosting events and travel, one of the FPTWG in-person meetings in 2014-15 was not held. Key informants (11%) indicated that the 18-month gap between meetings had an impact on the sharing of information and best practices, collaboration on projects, and coordination of FVS activities at the federal level to reduce duplication of efforts and inconsistencies in activities.

Recommendation 2:

That PCVI hold regular FPTWG meetings to ensure continued coordination, collaboration and sharing of information.

Management Response:

Agreed. The FPTWG of Victims of Crime is a critical forum for collaboration and coordination in the area of victim legislation, policy and program delivery. While ongoing FPT dialogue has been advanced, the focus of that dialogue was on implementation of specific legislative and policy reforms. Broader discussions are critical to the FPTWG and will be scheduled.

5.2.2. Economy and Efficiency

Integration and Coordination

The four functional areas of the Department (PCVI, IAID, RSD and Communications Branch) involved in the Justice FVS are well integrated and coordinated, which is a result of long-standing relationships between the groups. Although the governance structure changed between 2012 and 2014, the level of coordination and integration continued in 2015. Bringing together the different functional areas for regular meetings, ongoing communication, and continued identification and delivery of activities in a coordinated manner will ensure that the four functional areas remain integrated.

Economy of Resources

An analysis of the resources available for the Justice FVS between 2010 and 2015 found that PCVI was not able to fully expend all of the salary and O&M resources as per TBS authorities, as a result of a number of government-wide and departmental spending limitations (e.g., travel, hospitality, contracting caps, Deficit Reduction Action Plan, staffing). This impeded the ability of PCVI to

fully undertake the core Justice FVS activities, namely hosting in-person FPTWG meetings, and undertaking a range of federal public awareness activities.

Recommendation 3:

That PCVI prioritize their activities based on available resources.

Management Response:

Agreed. Taking into consideration government-wide and departmental spending limitations, PCVI will continue to advance core Justice FVS activities.

Operational Efficiency of the Victims Fund

The administration of the Victims Fund is operationally efficient. For every dollar invested in Gs&Cs, the Department spends \$0.06 in administrative costs (or \$0.11 when the involvement of other functional areas in addition to the IAID are considered) to support the delivery of the Victims Fund. Although a systematic comparison with other federal Gs&Cs programs is beyond the scope of this evaluation, the \$0.06 in administrative costs and the resulting efficiency ratio is modest considering that all components of the Victims Fund involve a significant amount of interaction with funding applicants and recipients to deliver and manage the Gs&Cs.

Although the Victims Fund is operating efficiently, the IAID, in collaboration with PCVI, could put in place measures to help increase the efficiency of the funding review process. These include managing the demand for project funding through the communication of eligibility criteria and messaging provided around calls for project proposals, and developing clear policy guidelines over what can be funded under the Victimized Abroad Component.

Recognizing concerns from the last evaluation, the IAID increased the flexibility to move funding between the various Victims Fund components. However, there still continue to be issues with committing and expending the full amount of the Victims Fund each year. Although the IAID does not have control over the final approval for funding, it can put in place measures to reduce late lapsing of funding for multiyear agreements so that there is time to reallocate funding to other projects.

Recommendation 4:

That in collaboration with PCVI, the IAID increase the efficiency of the Victims Fund review process through the clear messaging of eligibility criteria and availability of funding.

Management Response:

Agreed. IAID will work in close collaboration with PCVI to ensure that the funding criteria is clear. The IAID will also work closely with PCVI in developing a sound policy to manage the program related to Canadians who have been victimized abroad. This policy will provide clear guidance to applicants as well as to departmental staff.

Recommendation 5:

That in collaboration with PCVI, the IAID put in place measures to minimize the late lapsing of funds for multiyear agreements.

Management Response:

Agreed. The IAID has already initiated a process whereby earlier communication with recipients of multi-year agreements is undertaken with a view to ensuring that the allocated amount is fully utilized by the end of a fiscal year. The IAID will formalize this process for fiscal year 2016-2017.

5.2.3. Monitoring and Reporting

Although there was performance information through the use of surveys (e.g., webinar, Victims Week, financial assistance) and a review of some of the Victims Fund projects, the availability of performance information for the policy activities was more limited (e.g., meeting minutes, international work). This meant that the evaluation of the policy function relied heavily on key informant interviews.

To ensure that there is sufficient data for future evaluations, regular collection of performance data for policy initiatives is essential. It is also essential that all outcome-related information from the Victims Fund projects are systematically captured in the Gs&Cs Information Management System. This would allow for a review of outcomes for all projects funded, not just a selection.

Recommendation 6:

That PCVI and IAID review performance indicators and data collection mechanisms to ensure the regular monitoring, collection and reporting of all Justice FVS activities.

Management Response:

Agreed. While PCVI, in collaboration with the Evaluation Division, has developed tools to report on outcomes of the Justice FVS, there is a need to explore additional methods to collect performance data related specifically to policy initiatives. In addition, IAID will update existing data collection mechanisms to ensure that funding activities provide useful measures.

Appendix A:

Interview Guides

Policy Centre for Victim Issues – Individual Interviews

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist with conducting this evaluation. As part of this work, we would like to get input from you regarding the relevance and performance of the Justice FVS. PCVI staff members will also be asked to participate in a group session. In this interview, we would like you to focus primarily on your individual work. The group session will focus on broader issues. The interview will take approximately one hour. Your responses will be aggregated with those of other respondents so no individuals will be identified in the final evaluation report.

Section 1: Introduction

1. What is your role with respect to the Justice FVS?

2. In which Justice FVS activities are you involved?

- ☐ FPT Working Group on Victims of Crime secretariat/leadership
- ☐ Victims Fund
- ☐ Public Awareness of Victims of Crime Issues (at federal level)
- ☐ Criminal Law Reform & Policy Development
- ☐ Other activities? _____

3. More specifically, what files are under your responsibility?

Section 2: Relevance

The needs of victims of crime are well documented through studies and evaluations, the focus of these questions is on whether the needs have changed and if so what are the current and emerging needs of victims of crime since the Justice FVS was last renewed in 2010.

4. Have the needs of victims changed since 2010? If so, how?

5. Are the four main activities of the Justice FVS the most appropriate to address these needs? If not what is needed?

- FPT Working Group on Victims of Crime secretariat/leadership
- Victims Fund
- Public Awareness of Victims of Crime Issues (at federal level)
- Criminal Law Reform & Policy Development

6. Are there areas or gaps where the Justice FVS is not meeting existing or emerging needs of victims? What are they?

7. What would be the impact regionally and nationally of not having the Justice FVS in place?

Section 3: Performance- Achievement of Outcomes

The following questions focus on the impact of the work that you are performing, as well as other related activities with which are aware, in terms of achieving the intended outcomes of the Justice FVS.

8. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *strengthened federal leadership, legislation, policy and programs responsive to victim issues*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
9. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *enhanced capacity for the delivery of appropriate, responsive victim services*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
10. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased awareness and knowledge of victim issues, legislation and services available*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
11. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased access to services for victims interacting with the criminal justice system*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?

12. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *reduced hardship for victims of crime*?

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

13. The ultimate outcome of the Justice FVS is to ensure *a more effective voice for victims in the criminal justice system*. This is achieved by increasing and enhancing victim participation in the criminal justice system. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *a more effective voice for victims in the criminal justice system*?

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

Section 4: Performance – Efficiency and Economy:

The following questions look at how the Justice FVS is currently designed and delivered with the focus on identifying ways to create efficiencies to enhance its effectiveness with respect to achievement of outcomes and economizing costs.

14. Do you have any suggestions for improving the way in which the Justice FVS is being delivered that would improve its performance, both the achievement of objectives and/or to increase its efficiency?

- Integration/coordination of the different functions/activities within the Department
- Governance structure
- Policies
- How departmental services are delivered
- Other?

15. What percentage of your time do you spend working on victim's related issues? (if less than 100%) What non-victims related work do you do?

16. Of the time spent working on victim's related issues, what percent do you spend working on the following four main Justice FVS activities (if less than 100%, what other victims-related work do you do):

Allocation of Time on FVS Activity	Percentage of Time
FPT working Group on Victims of Crime: Secretariat and Leadership?	
Victims Fund?	
Public Awareness of Victims of Crime Issues?	
Criminal Law Reform and Policy Development?	
Other (please specify)	
Total	100%

Thank you for your participation.

Policy Centre for Victim Issues – Group Interview

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist with conducting this evaluation. As part of this work, we are staging a group interview with representatives of the PCVI to obtain input regarding progress made and opportunities for improvement.

The session will last about 90 minutes. Your comments will be aggregated with those of other Departmental respondents so no individuals will be identified in the final evaluation report.

Discussion Questions

1. Is this focus of the Justice FVS (in terms of its activities and intended outcomes) appropriate given the needs of victims interacting with the justice system? Why is that?
2. To what extent have the activities of the Justice FVS strengthened federal leadership and contributed to a more effective voice for victims in the criminal justice system?

3. What are the priorities in terms of the further progress that needs to be made?
4. What challenges have you faced in carrying out your work? How do these challenges impact on the achievement of the intended outcomes of the Justice FVS?
 - Strengthened federal leadership, policy and programs responsive to victim issues
 - Enhanced capacity for the delivery of appropriate, responsive victim services
 - Expanded scope and reach of victim services
 - Increased access to services for victims interacting with the criminal justice system
 - Reduced hardship for victims of crime
 - A more effective voice for victims in the criminal justice system
5. What strategies and approaches have been employed to mitigate or overcome these challenges? How effective have those strategies been?
6. What further actions are required?
7. Are the various activities of the Justice FVS sufficiently integrated and coordinated to support achievement of the intended results? How does coordination occur?
8. What steps, if any, should be taken to improve the level of integration and coordination?
9. Going forward, what final recommendations or comments regarding the design of the Justice FVS, the governance structure, policies and strategies, how services are delivered, how resources are allocated, or other aspects of the programming to improve its performance?

Thank you for your participation.

Group Interview with the Programs Branch Staff

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist with conducting this evaluation. As part of this work, we are staging a group interview with representatives of the Programs Branch to obtain input regarding the relevance and performance of the program. The session will last about 90 minutes. Your comments will be aggregated with those of other Departmental respondents so no individuals will be identified in the final evaluation report.

Discussion Questions

1. Have the needs of victims changed since 2010? If so, how?

2. Are the four main activities of the Justice FVS the most appropriate to address these needs? If not what is needed?
 - FPT Working Group on Victims of Crime secretariat/leadership
 - Victims Fund
 - Public Awareness of Victims of Crime Issues (at federal level)
 - Criminal Law Reform & Policy Development
3. Are there areas or gaps where the Justice FVS is not meeting existing or emerging needs of victims? What are they?
4. What would be the impact regionally and nationally of not having the Justice FVS in place?
5. To what extent has the Justice FVS:
 - Strengthened federal leadership, policy and programs responsive to victim issues?
 - Enhanced capacity for the delivery of appropriate, responsive victim services?
 - Increased awareness and knowledge of victim issues, legislation and services available?
 - Increased access to services for victims interacting with the criminal justice system?
 - Reduced hardship for victims of crime?

Considering the work that you do or are aware is being done, what are leading examples that demonstrate the contribution of the Justice FVS towards the achievement of these outcomes?

6. Do you have any suggestions for improving the way in which the Justice FVS is being delivered that would improve its performance, both in terms of the achievement of objectives and efficiency?
 - Integration/coordination of the different functions/activities within the Department
 - Governance structure
 - Policies
 - How departmental services are delivered

7. Going forward, what final recommendations or comments regarding the design of the Justice FVS, the governance structure, policies and strategies, how services are delivered, how resources are allocated, or other aspects of the programming to improve its performance?

Thank you for your participation.

Programs Branch Director

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist with conducting this evaluation. As part of this work, we would like to get input from you regarding the relevance and performance of the Justice FVS. The interview will take approximately one hour. Your responses will be aggregated with those of other respondents so no individuals will be identified in the final evaluation report.

Section 1: Introduction

1. What is your role with respect to the Justice FVS? What the role of the Program Branch with respect to the Justice FVS?

2. In which Justice FVS activities are you involved?

- ☐ FPT Working Group on Victims of Crime secretariat/leadership
- ☐ Victims Fund
- ☐ Public Awareness of Victims of Crime Issues (at federal level)
- ☐ Criminal Law Reform & Policy Development
- ☐ Other activities? _____

Section 2: Relevance

The needs of victims of crime are well documented through studies and evaluations, the focus of these questions is on whether the needs have changed and if so what are the current and emerging needs of victims of crime since the Justice FVS was last renewed in 2010.

3. Have the needs of victims changed since 2010? If so, how?
4. Are the four main activities of the Justice FVS the most appropriate to address these needs? If not what is needed?
 - FPT Working Group on Victims of Crime secretariat/leadership
 - Victims Fund
 - Public Awareness of Victims of Crime Issues (at federal level)
 - Criminal Law Reform & Policy Development
5. Are there areas or gaps where the Justice FVS is not meeting existing or emerging needs of victims? What are they?
6. What would be the impact regionally and nationally of not having the Justice FVS in place?

Section 3: Performance- Achievement of Outcomes

The following questions focus on the impact of the work that you are performing, as well as other related activities with which are aware, in terms of achieving the intended outcomes of the Justice FVS.

7. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *strengthened federal leadership, legislation, policy and programs responsive to victim issues*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
8. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *enhanced capacity for the delivery of appropriate, responsive victim services*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
9. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased awareness and knowledge of victim issues, legislation and services available*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
10. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased access to services for victims interacting with the criminal justice system*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?

11. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *reduced hardship for victims of crime*?

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

12. The ultimate outcome of the Justice FVS is to ensure *a more effective voice for victims in the criminal justice system*. This is achieved by increasing and enhancing victim participation in the criminal justice system. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *a more effective voice for victims in the criminal justice system*?

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

Section 4: Performance – Efficiency and Economy:

The following questions look at how the Justice FVS is currently designed and delivered with the focus on identifying ways to create efficiencies to enhance its effectiveness with respect to achievement of outcomes and economizing costs.

13. Do you have any suggestions for improving the way in which the Justice FVS is being delivered that would improve its performance, both the achievement of objectives and/or to increase its efficiency?

- Integration/coordination of the different functions/activities within the Department
- Governance structure
- Policies
- How departmental services are delivered
- Other?

14. What percentage of your time do you spend working on victim's related issues? (if less than 100%) What non-victims related work do you do?

15. How many FTEs are there within the Programs Branch? Approximately what percentage of the time do these staff members spend working on victim's related issues? Of this time, what percent do they spend working on the following four main Justice FVS activities (if less than 100%, what other victims-related work do the staff do):

Allocation of Time on FVS Activity	Percentage of Time
FPT working Group on Victims of Crime: Secretariat and Leadership?	
Victims Fund?	
Public Awareness of Victims of Crime Issues?	
Criminal Law Reform and Policy Development?	
Other (please specify)	
Total	100%

Thank you for your participation

Members of the FPT Working Group

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist with conducting this evaluation. Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist them in conducting this evaluation. As part of this work, we would like to get input from you regarding the relevance and performance of the Justice FVS. The interview will take approximately 30 minutes to 45 minutes depending on your involvement in the Strategy. Your responses will be aggregated with those of other FPT respondents so no individuals will be identified in the final evaluation report.

Section 1: Introduction

1. What is your role with respect to the Justice FVS?

Section 2: Relevance

The needs of victims of crime are well documented through studies and evaluations, the focus of these questions is on whether the needs have changed and if so what are the current and emerging needs of victims of crime since the Justice FVS was last renewed in 2010.

2. Have the needs of victims changed since 2010? If so, how?
3. Are the four main activities of the Justice FVS the most appropriate to address these needs? If not what is needed?
 - FPT Working Group on Victims of Crime secretariat/leadership
 - Victims Fund
 - Public Awareness of Victims of Crime Issues (at federal level)
 - Criminal Law Reform & Policy Development
4. Are there areas or gaps where the Justice FVS is not meeting existing or emerging needs of victims? What are they?
5. What would be the impact regionally and nationally of not having the Justice FVS in place?

Section 3: Performance- Achievement of Outcomes

The following questions focus on the impact of the work that you are performing, as well as other related activities with which are aware, in terms of achieving the intended outcomes of the Justice FVS.

6. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *strengthened federal leadership, legislation, policy and programs responsive to victim issues*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?

7. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *enhanced capacity for the delivery of appropriate, responsive victim services*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
8. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased awareness and knowledge of victim issues, legislation and services available*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
9. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased access to services for victims interacting with the criminal justice system*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
10. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *reduced hardship for victims of crime*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
11. The ultimate outcome of the Justice FVS is to ensure *a more effective voice for victims in the criminal justice system*. This is achieved by increasing and enhancing victim participation in the criminal justice system. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is

a great extent, to what extent has the Justice FVS *a more effective voice for victims in the criminal justice system?*

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

Section 4: Performance – Efficiency and Economy:

The following questions look at how the Justice FVS is currently designed and delivered with the focus on identifying ways to create efficiencies to enhance its effectiveness with respect to achievement of outcomes and economizing costs.

12. Do you have any suggestions for improving the way in which the Justice FVS is being delivered that would improve its performance, both the achievement of objectives and/or to increase its efficiency?

- Integration/coordination of the different functions/activities within the Department
- Governance structure
- Policies
- How departmental services are delivered
- Other?

Thank you for your participation.

Other Justice Canada Representatives

The Department of Justice Canada is conducting an evaluation of the work it does under the Federal Victims of Crime Strategy (Justice FVS). This evaluation is part of the regular evaluation five year cycle for all Government of Canada programs and initiatives.

The ultimate outcome of the Justice FVS is to ensure a more effective voice for victims in the criminal justice system. This is achieved by increasing and enhancing victim participation in the criminal justice system by:

- Working with partners to enhance victim participation in the criminal justice system;
- Ensuring that victims of crime and their families are aware of their role in the criminal justice system and services and assistance available to support them;
- Enhancing capacity to develop policy, legislation and other initiatives which take into consideration the perspectives of victims;
- Increasing awareness/knowledge of criminal justice system personnel, allied professionals and the public about the needs of victims of crime, legislative provisions designed to protect them and services available to support them; and,
- Developing and disseminating information about effective approaches both within Canada and internationally to respond to the needs of victims of crime.

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist them in conducting this evaluation. As part of this work, we would like to get input from you regarding the relevance and performance of the Justice FVS. The interview will take approximately 30 minutes to 45 minutes depending on your involvement in the Strategy. Your responses will be aggregated with those of other Departmental respondents so no individuals will be identified in the final evaluation report.

Section 1: Introduction

1. What is your role with respect to the Justice FVS?

Section 2: Relevance

The needs of victims of crime are well documented through studies and evaluations, the focus of these questions is on whether the needs have changed and if so what are the current and emerging needs of victims of crime since the Justice FVS was last renewed in 2010.

2. Have the needs of victims changed since 2010? If so, how?
3. Are the four main activities of the Justice FVS the most appropriate to address these needs? If not what is needed?
 - FPT Working Group on Victims of Crime secretariat/leadership
 - Victims Fund
 - Public Awareness of Victims of Crime Issues (at federal level)
 - Criminal Law Reform & Policy Development
4. Are there areas or gaps where the Justice FVS is not meeting existing or emerging needs of victims? What are they?
5. What would be the impact regionally and nationally of not having the Justice FVS in place?

Section 3: Performance- Achievement of Outcomes

The following questions focus on the impact of the work that you are performing, as well as other related activities with which are aware, in terms of achieving the intended outcomes of the Justice FVS.

6. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *strengthened federal leadership, legislation, policy and programs responsive to victim issues*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?

7. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *enhanced capacity for the delivery of appropriate, responsive victim services*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
8. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased awareness and knowledge of victim issues, legislation and services available*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
9. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *increased access to services for victims interacting with the criminal justice system*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
10. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is a great extent, to what extent has the Justice FVS *reduced hardship for victims of crime*?
 - Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
 - Are there gaps or things that could be done to increase achievement of this outcome?
11. The ultimate outcome of the Justice FVS is to ensure *a more effective voice for victims in the criminal justice system*. This is achieved by increasing and enhancing victim participation in the criminal justice system. On a scale of 1 to 5 where 1 is no extent, 3 is some extent and 5 is

a great extent, to what extent has the Justice FVS *a more effective voice for victims in the criminal justice system?*

- Considering the work that you do or are aware is being done, please provide any examples to demonstrate specific contribution towards the achievement of this outcome
- Are there gaps or things that could be done to increase achievement of this outcome?

Section 4: Performance – Efficiency and Economy:

The following questions look at how the Justice FVS is currently designed and delivered with the focus on identifying ways to create efficiencies to enhance its effectiveness with respect to achievement of outcomes and economizing costs.

12. Do you have any suggestions for improving the way in which the Justice FVS is being delivered that would improve its performance, both the achievement of objectives and/or to increase its efficiency?

- Integration/coordination of the different functions/activities within the Department
- Governance structure
- Policies
- How departmental services are delivered
- Other?

13. What percentage of your time do you spend working on victim's related issues? (if less than 100%)

14. Of the time spent working on victim's related issues, what percent do you spend working on the following four main Justice FVS activities (if less than 100%, what other victims-related work do you do):

Allocation of Time on FVS Activity	Percentage of Time
FPT working Group on Victims of Crime: Secretariat and Leadership?	
Victims Fund?	
Public Awareness of Victims of Crime Issues?	
Criminal Law Reform and Policy Development?	
Other (please specify)	

Total	100%
-------	------

Thank you for your participation.

Appendix B:
Victims Fund File Review Template

Victims Fund File Review Template

Field	Data Source
Client/Contact Information	
Client Name	Grants and Contributions Approval Document
Client City	Grants and Contributions Approval Document
Client Province	Grants and Contributions Approval Document
Project Information - General	
Project Title	Grants and Contributions Approval Document
Description	Grants and Contributions Approval Document
Total Project Budget	Grants and Contributions Approval Document
Start Date	Grants and Contributions Approval Document
End Date	Grants and Contributions Approval Document
Project Objectives	
Type of Project	Project Summary Report
Stated Objectives	Project Summary Report
Categorized Objectives	Funding Proposal Review Form (Question 1)
Using the scale provided below, please indicate the extent to which your project was able to achieve its objectives (where 7 is fully, 4 is Somewhat, and 1 is not at all)	Project Summary Report
Target Population	
Who was/were the primary target population(s) for your project?	Project Summary Report
How many members of your targeted population did you reach (i.e. number of participants, number of distributed materials)?	Project Summary Report

Field	Data Source
Project Results	
Did it result, for example, in new skills, new information, changed awareness?	Project Summary Report
Did your project identify any best practices or potential responses to priority/emerging justice issues?	Project Summary Report
Did the participants find that progress had been made towards developing best practices or responses to emerging justice issues?	Project Summary Report
How do these results compare with the results anticipated at the beginning of your project? (e.g. Were there any results that were not anticipated, either positive or negative?)	Project Summary Report
What was the perception of the target population/participants as to the quality and utility of the activities? (When possible, please base this response on the results of the exit survey provided)	Project Summary Report
When applicable, did participants report that their knowledge/understanding about the particular justice issues was furthered? If so, how? (When possible, please base this response on the results of the exit survey provided).	Project Summary Report
In your view, how did this project affect your community's capacity to respond to the needs as identified in your project?	Project Summary Report
How did your project impact Official Language Minority Communities (when applicable)	Project Summary Report
Partnerships	
Who were your partners?	Project Summary Report
Besides the Department of Justice, what did your partners contribute in terms of knowledge, experience, skills, and materials (including financial and in-kind contributions) for this project? Please fill out one table below for each partner:	Project Summary Report
Direct funding (amount)	Project Summary Report
In kind-knowledge/expertise/skills	Project Summary Report
In kind-Materials/space	Project Summary Report
In-kind other	Project Summary Report

Field	Data Source
Describing partnership - short term (this project only)	Project Summary Report
Describing partnership - ongoing (have worked with them before)	Project Summary Report
Lessons Learned	
Overall, what worked well?	Project Summary Report
What didn't work so well?	Project Summary Report
What, if anything, would you change?	Project Summary Report
How will your group build on lessons learned from this project?	Project Summary Report
Communication of results	
Did you communicate the results of this project beyond your immediate group?	Project Summary Report
If yes, how?	Project Summary Report
Next Steps	
What does your group plan to do next?	Project Summary Report

Appendix C:
Case Study Interview Guide: Victims Fund Projects

Case Study Interview Guide - Victims Fund Projects

Ference Weicker & Company is a management consulting firm that has been contracted by Justice Canada to assist in conducting an evaluation the work that the Department does under the Federal Victims Strategy (Justice FVS). As part of the evaluation, Ference Weicker is interviewing organizations that have received funding through the Justice Canada Victims Fund. The interview will take 30 to 45 minutes. Your responses will be aggregated with those of other respondents so no individuals will be identified in the final evaluation report.

Questions

1. According to Justice Canada records, your organization received funding for the following project:

Name of the Project:

Description:

Year Approved:

Funding Provided By Justice Canada:

Total Cost of the Project:

Project Objectives:

2. How successful was the project in achieving these objectives?
3. In what respects was the project successful? In what respects was the project less successful than you might have hoped or expected?
4. We would like to update and add to the information the impacts of the project that were reported in the Project Summary Report (refer to table developed based on the document review). What impact has the project had in terms of:
 - Enhancing capacity for the delivery of appropriate, responsive victim services? In what respects has the capacity of victim serving agencies increased (e.g. having additional staff or increased access to needed tools, knowledge and training, etc.)?
 - Increasing awareness and knowledge of victim issues, legislation and available services? Amongst which types of victims (e.g. youth, elderly, new Canadians) and other groups has awareness increased most significantly (e.g. criminal justice system personnel, allied professionals, and the public)? What strategies have been used effectively to increase

- awareness (e.g. knowledge and expertise exchanges, NVCAW, factsheets, pamphlets, handbooks, etc.)?
- Expanding the scope (e.g. type of victimization) and reach of victim services (e.g. geographic, use of technology) in your province or territory? In what areas has the scope or reach increased?
 - Reducing the hardship for victims of crime? In what ways?
 - Increasing access to services for victims interacting with the criminal justice system (availability of services, address needs/gaps in service)? For what regions, types of services, or target groups has access increased most significantly? In what respects has access increased (e.g. hours, languages, or location, range or volume of services available)?
 - Contributing to a more effective voice for victims in the criminal justice system (increased access to victims' services, increased level of awareness)? How has the position of victims in the justice system improved over the past five years as a result of Justice FVS?
5. What other impacts, positive or negative, have been generated by the project?
 6. What key factors (including both those internal and external to the programming) facilitated or contributed to the success of the project?
 7. What key factors (internal and external) constrained or limited the success?
 8. What lessons have you learned and what best or promising practices have been identified with respect to effectiveness of various approaches or strategies?
 9. Has your project continued to operate after the project funding period ended? In what ways? What parts have not continued?
 10. To what extent are these impacts expected to continue on or increase over the next three to five years?
 11. How have the results of your project been disseminated/communicated? To whom have they been communicated?
 12. What would have happened to your project if you had not received Justice Canada assistance?

- ☐ The project would have proceeded as planned
- ☐ The scope of the project would have been reduced
- ☐ The project would have been implemented as planned but over a longer time period
- ☐ The start of the project would have been delayed
- ☐ The project would have been cancelled
- ☐ We would have undertaken a different type of project
- ☐ Another department would have been approached for funding to replace the requested Justice Canada assistance
- ☐ We would have looked for non-government funding
- ☐ Other, please specify... _____
- ☐ Don't know/No response

12a. [If “Approached another department for funding to replace the Victims Fund support”]
What program(s) or other source(s) of assistance would you have approached for funding
in the absence of Justice Canada assistance?

12b. How likely is it that the project would have gone ahead in some form even without the assistance provided by Justice Canada?

0% 25% 50% 75% 100% Other ()

13. Lastly, do you have any recommendations or comments regarding the Victims Fund?

Thank you for your participation.

Appendix D:
Case Study Interview Guide: MMAW

**Justice Canada Evaluation of the Federal Victims Strategy
Concrete Actions on Missing and Murdered Aboriginal Women
Case Study Interview Guide**

The Department of Justice Canada is conducting an evaluation of its work under the Federal Victims Strategy (Justice FVS) which is made up of both the Victims Fund and the Policy Centre for Victim Issues (PCVI). As part of the evaluation, we are reviewing all of the projects that received funding under the 2010-2015 *Concrete Actions on Missing and Murdered Aboriginal Women Initiative* via the Victims Fund. In addition to reviewing project files, we are conducting telephone interviews with a number of organizations that received funding to seek their direct input.

Thank you for agreeing to take part in the interview process which should take about 30 minutes. The following questions will serve as a guide for our interview. Please note that the responses you provide will not be attributed to you in the evaluation report; only aggregate information will be presented.

1. On a scale of 1 to 5 (1 is no extent and 5 is a great extent) to what extent has that project had an impact on the following Justice FVS outcomes? Please provide an example for each that apply.
 - Enhancing capacity for the delivery of appropriate, responsive victim services? (E.g. having additional staff)?
 - Increasing awareness and knowledge of victim issues, legislation and available services?
 - Expanding the scope (e.g. type of victimization) and reach of victim services (e.g. geographic, use of technology) in your province?
 - Reducing the hardship for victims of crime? In what ways?
 - Increasing access to services for victims interacting with the criminal justice system (availability of services, address needs/gaps in service)?
 - Contributing to a more effective voice for victims in the criminal justice system (increased access to victims' services, increased level of awareness)?
2. What other outcomes, positive or negative, have been generated by your activities funded through the Victims Fund?

3. What lessons have you learned and/or promising practices have been identified with respect to the project?
4. How likely is it that the project would have gone ahead in some form even without the funding provided by Justice Canada?

0% 25% 50% 75% 100% Other ()
Please explain.

- 5a. Did you participate in any of the three webexes delivered by the Policy Centre for Victim Issues in 2014/2015?

- 5b. If yes, on a scale of 1 to 5 where 1 is strongly disagree and 5 is strongly agree, to what extent do you agree with the following statements:

The webexes delivered by the Justice Canada Policy Centre for Victim Issues developed a community of practice among programs assisting families of missing and murdered Aboriginal women

Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
1	2	3	4	5

The webexes delivered by the Justice Canada Policy Centre for Victim Issues developed inter-jurisdictional linkages between programs assisting families of missing and murdered Aboriginal women

Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
1	2	3	4	5

The webexes delivered by the Justice Canada Policy Centre for Victim Issues increased the knowledge and capacity of our organization to address the needs of our clients

Strongly Disagree	Disagree	Neither Agree Nor Disagree	Agree	Strongly Agree
1	2	3	4	5

6. Do you have any other comments?

Thank you for your participation.

Appendix E:
Victims Fund Surveys

**Victims Fund - Financial Assistance for Victims
to Attend Parole Board of Canada Hearings**

Introduction

Justice Canada is continually monitoring its programs, including the Financial Assistance Fund for Victims of Crime. As a recipient of this funding, we are inviting you to help us understand how useful it is, how well it works, and how it might be improved. Below, you will find a brief survey for you to complete.

Your participation in this survey is completely voluntary. You do not have to answer any question you would prefer to omit. Your responses will be kept confidential and anonymous.

If you have any questions about the survey, please contact Justice Canada at 1-613-941-4071.

Please return the survey in the stamped envelope provided.

Thank you in advance for taking the time to complete the survey.

Instructions: Please read each question carefully and check your response in the box (✓) and write in the space provided.

1. How were you made aware of the financial assistance available for victims to attend Parole Board of Canada Hearings?
 - ☐ Informed by the Parole Board of Canada
 - ☐ Informed by the Correctional Service of Canada
 - ☐ Informed by Justice Canada
 - ☐ Informed by a Victim Services Worker
 - ☐ Internet/Website
 - ☐ Other (please specify) _____
2. Were you provided with enough notification of the date of the Parole Board of Canada Hearing to apply for funding in advance of the hearing date?
 - ☐ Yes
 - ☐ No
 - ☐ Don't know

3. Using a scale of one to five, where 1 is 'very satisfied' and 5 is 'very dissatisfied', please rate the following based on your experience with the Victims Fund.

*Note: dk – don't know); (na – not applicable)

	1	2	3	4	5	dk	na
(a) Ease of finding out about the Victims Fund	☐	☐	☐	☐	☐	☐	☐
(b) Ease of completing the application for financial assistance	☐	☐	☐	☐	☐	☐	☐
(c) Communication with the Victims Fund manager/staff	☐	☐	☐	☐	☐	☐	☐
(d) Provided with information to complete the application	☐	☐	☐	☐	☐	☐	☐
(e) Treated with courtesy and respect	☐	☐	☐	☐	☐	☐	☐
(f) Time it took to receive the financial assistance	☐	☐	☐	☐	☐	☐	☐

4. How useful was the funding received in reducing any financial hardship to you.

- ☐ Very useful
☐ Useful
☐ Somewhat useful
☐ Not at all useful
☐ Don't know

5. Would you have attended the Parole Board of Canada Hearing if financial assistance was not available?

- ☐ Yes ☐ No ☐ Don't know

Please explain.

6. How did your attendance at the Parole Board of Canada hearing affect your experience with the justice system?

7. Did you find the supporting documents (i.e. Fact Sheet, Questions & Answers) very easy, easy, somewhat difficult, or very difficult to understand?
- ☐ Very easy
- ☐ Easy
- ☐ Somewhat difficult
- ☐ Very Difficult
- ☐ Don't know
8. Did the information provided in the supporting documents (i.e. Fact Sheet, Questions & Answers) help you complete your application and understand the approval process?
- ☐ Yes ☐ No ☐ Don't know
9. What did you find most helpful during the application process?
- _____
- _____
10. What additional information or support do you feel would have helped you through the application process?
- _____
- _____
11. Overall, how satisfied were you with the funding for victims to attend Parole Board of Canada hearings?
- ☐ Very satisfied
- ☐ Satisfied
- ☐ Somewhat satisfied
- ☐ Very Dissatisfied
- ☐ Don't know

Financial Assistance for a Support Person/Assistance for Victims Attending Parole Board of Canada Hearings

12. Did you receive financial assistance for a support person to accompany you to the hearing or to assist at home while you attended the hearing?

- ☐ Yes ☐ No ☐ Don't know

If no or don't know, please skip to question 14.

13. If yes, what was the funding used for? *(Please check all that apply).*

- ☐ The costs of a support person to accompany me to the Parole Board of Canada hearing
☐ Home care costs
☐ Child care costs
☐ Other (please specify) _____

14. How important was the financial assistance for a support person/assistance for victims attending Parole Board of Canada hearings in helping you attend the Parole Board of Canada hearing?

- ☐ Very Important
☐ Somewhat Important
☐ Not very Important
☐ Not at all Important
☐ Don't know

Additional Comments:

Background

The following questions will be used for statistical purposes only. Please note that the survey results will be aggregated so that neither individual respondents nor their responses can be identified. Respondents will remain anonymous.

15. What is the victim's age group?

- ☐ Under 18 years
- ☐ 18 and over

16. What is your gender?

- ☐ Male
- ☐ Female

17. What province/territory do you live in?

- | | |
|--|--|
| ☐ Alberta | ☐ Nunavut |
| ☐ British Columbia | ☐ Ontario |
| ☐ Manitoba | ☐ Prince Edward Island |
| ☐ New Brunswick | ☐ Quebec |
| ☐ Newfoundland and Labrador | ☐ Saskatchewan |
| ☐ Northwest Territories | ☐ Yukon |
| ☐ Nova Scotia | ☐ Outside Canada (Abroad) |

18. In what province/territory was the sentencing hearing held?

- | | |
|--|---|
| ☐ Alberta | ☐ Nunavut |
| ☐ British Columbia | ☐ Ontario |
| ☐ Manitoba | ☐ Prince Edward Island |
| ☐ New Brunswick | ☐ Quebec |
| ☐ Newfoundland and Labrador | ☐ Saskatchewan |
| ☐ Northwest Territories | ☐ Yukon |
| ☐ Nova Scotia | |

Thank you for your participation in this survey.

Victims Fund - Financial Assistance for Support Person/ Assistance for Victims Attending National Parole Board Hearings

Introduction

The Department of Justice Canada is continually monitoring its programs, including the Financial Assistance Fund for Victims of Crime. As a recipient of this funding, we are inviting you to help us understand how useful it is, how well it works, and how it might be improved. Below, you will find a brief survey for you to complete.

Your participation in this survey is completely voluntary. You do not have to answer any question you would prefer to omit. Your responses will be kept confidential and anonymous.

If you have any questions about the survey, please contact at the Department of Justice at 1.613.941.4147. **Please return the survey in the envelope provided.**

Thank you in advance for taking the time to complete the survey.

Instructions: Please read each question carefully and check your response in the box (✓) and write in the space provided.

1. How were you made aware of the financial assistance available for a support person/ assistance for victims to attend a National Parole Board Hearing?
 - ☐ Informed by the Court or other Criminal Justice Personnel
 - ☐ Informed by the Department of Justice Canada
 - ☐ Informed by Correctional Service of Canada
 - ☐ Informed by National Parole Board of Canada
 - ☐ Informed by Victim Services Worker
 - ☐ Internet/Website
 - ☐ Other (please specify) _____
2. Was the funding you received used to pay the costs of a support person to accompany a victim to the National Parole Board Hearing?
 - ☐ Yes
 - ☐ No
 - ☐ Don't know

If you answered 'Yes' please answer questions #3 and #4

If you answered 'No' please skip to question #5.

3. What is your relationship with the victim?

- ☐ Family
- ☐ Friend
- ☐ Victim Services Worker
- ☐ Other (please specify) _____

4. What was the most important cost the funds covered for you? *(Please check one box below)*

- ☐ Travel costs
- ☐ Hotel/lodging
- ☐ Food
- ☐ Other (please specify) _____

5. What other costs did you use the funding for?

- ☐ Home care costs (e.g. for seniors)
- ☐ Child care costs
- ☐ Other (please specify) _____

6. How important was the financial assistance in helping you to attend the National Parole Board hearing?

- ☐ Very Important
- ☐ Somewhat Important
- ☐ Not very Important
- ☐ Not at all Important
- ☐ Don't know

7. If no funding was available for the support person/assistance would you have attended the National Parole Board Hearing?

- ☐ Yes ☐ No ☐ Don't know

8. Why? (Please explain your answer to question #7)

9. Overall, how satisfied were you with your experience with funding specifically for support person/assistance for victims attending National Parole Board hearings?

- ☐ Very satisfied
☐ Satisfied
☐ Somewhat satisfied
☐ Very Dissatisfied
☐ Don't know

Background

The following questions will be used for statistical purposes only. Please note that the survey results will be aggregated so that neither individual respondents nor their responses can be identified. Respondents will remain anonymous.

10. What is your age group?

- | | |
|---|--|
| ☐ Under 18 years | ☐ 35 – 44 years |
| ☐ 18 – 24 years | ☐ 45 – 54 years |
| ☐ 25 – 34 years | ☐ 55 years and over |

11. What is your gender?

- ☐ Male
☐ Female

12. What is your total household income, including all earners in your household?

- | | |
|---|---|
| ☐ Under \$19,999 | ☐ \$45,000 to \$59,999 |
| ☐ \$20,000 to \$29,999 | ☐ \$60,000 to \$74,999 |
| ☐ \$30,000 to \$44,999 | ☐ over \$75,000 |

13. Where do you live?

- | | |
|--|---|
| ☐ Alberta | ☐ Nunavut |
| ☐ British Columbia | ☐ Ontario |
| ☐ Manitoba | ☐ Prince Edward Island |
| ☐ New Brunswick | ☐ Quebec |
| ☐ Newfoundland and Labrador | ☐ Saskatchewan |
| ☐ Northwest Territories | ☐ Yukon |
| ☐ Nova Scotia | ☐ Outside Canada |

14. Are you an Aboriginal Person?

(An Aboriginal person is a North American Indian or a member of a First Nation, a Métis or an Inuk. North American Indians or members of a First Nation include status, treaty or registered Indians, as well as non-status and non-registered Indians.)

- ☐ Yes
- ☐ No

In future, as the Department of Justice Canada continues to assess the effectiveness of their programs, your feedback would be extremely useful. If you would be willing to participate in further surveys related to this Fund or related to Victims of Crime Initiatives, please provide us with your contact information:

- ☐ Yes, I would be willing to participate in future evaluations

Name: _____

Address: _____

City _____ Province _____

Postal Code _____

Telephone: day () _____ evening () _____

Email: _____

Victims Fund – Financial Assistance for Canadians Victimized Abroad

Introduction

Justice Canada is continually monitoring its programs, including the Financial Assistance Fund for Victims of Crime. As a recipient of this funding, we are inviting you to help us understand how useful it is, how well it works, and how it might be improved. Below, you will find a brief survey for you to complete.

Your participation in this survey is completely voluntary. You do not have to answer any question you would prefer to omit. Your responses will be kept confidential and anonymous.

If you have any questions about the survey, please contact Justice Canada at 1-613-941-4071.
Please return the survey in the stamped envelope provided.

Thank you in advance for taking the time to complete the survey.

Instructions: Please read each question carefully and check your response in the box (✓) and write in the space provided.

1. How were you made aware that financial assistance was available?

- ☐ Informed by officials in a Canadian Embassy/High Commission/Consulates
- ☐ Foreign Affairs pamphlet “Bon Voyage”
- ☐ Informed by Justice Canada
- ☐ Informed by Foreign Affairs
- ☐ Internet/Website
- ☐ Other (please specify) _____

2. For the funding you received, who was your primary government contact?

- ☐ Consular services in a Canadian Embassy/High Commission/Consulate
- ☐ Justice Canada Victims of Crime Fund
- ☐ Foreign Affairs Case Manager
- ☐ Other (please specify) _____

3. Using a scale of one to five, where 1 is 'very satisfied' and 5 is 'very dissatisfied', please rate the following based on your experience with the Victims Fund.

*Note: dk – don't know); (na – not applicable)

	1	2	3	4	5	dk	na
(a) Ease of finding out about the Victims Fund	☐	☐	☐	☐	☐	☐	☐
(b) Ease of completing the application for financial assistance	☐	☐	☐	☐	☐	☐	☐
(c) Communication with the Victims Fund manager	☐	☐	☐	☐	☐	☐	☐
(d) Provided with information to complete the application	☐	☐	☐	☐	☐	☐	☐
(e) Treated with courtesy and respect	☐	☐	☐	☐	☐	☐	☐
(f) Time it took to receive the financial assistance	☐	☐	☐	☐	☐	☐	☐

4. How easy did you find the supporting documents (i.e. Fact Sheet, Questions & Answers) to understand?

- ☐ Very easy
☐ Easy
☐ Somewhat difficult
☐ Very Difficult
☐ Don't know

5. Did the information provided in the supporting documents (i.e. Fact Sheet, Questions & Answers) help you complete your application and understand the approval process?

- ☐ Yes ☐ No ☐ Don't know

6. What additional information or support do you feel would have helped you through the application process, if any?

7. What did you use the funding for? *(Please check one or more boxes below)*

- ☐ Contribute to travel expenses to return to the country where the crime occurred in order to attend the preliminary hearing and/or the trial or equivalent process
- ☐ Contribute to travel expenses to return to the country where the crime occurred in order to testify at the preliminary hearing and/or trial or equivalent process
- ☐ A support person to be with the victim
- ☐ Contribute to expenses to return to Canada
- ☐ Contribute to out-of-pocket expenses incurred as a result of being a victim of a serious violent crime (e.g. medical expenses)
- ☐ Contribute to counseling expenses that would usually be covered by the province or territory if the crime had occurred in that jurisdiction
- ☐ Other (please explain) _____

8. How useful was the funding received in reducing any financial hardship to you.

- ☐ Very useful
- ☐ Useful
- ☐ Somewhat useful
- ☐ Not at all useful
- ☐ Don't know

9. If no funding was available would you have been able to cover the costs/expenses indicated in question #7?

- ☐ Yes
- ☐ No
- ☐ Some of the costs
- ☐ Don't know

10. Generally, how important was the financial assistance in encouraging you to participate in the criminal proceedings abroad (if applicable)?

- ☐ Very Important
- ☐ Somewhat Important
- ☐ Not very Important
- ☐ Not at all Important
- ☐ Don't know

11. Overall, how satisfied were you with your experience with funding for Canadians victimized abroad?

- ☐ Very satisfied
- ☐ Satisfied
- ☐ Somewhat satisfied
- ☐ Very Dissatisfied
- ☐ Don't know

Background

The following questions will be used for statistical purposes only. Please note that the survey results will be aggregated so that neither individual respondents nor their responses can be identified. Respondents will remain anonymous.

12. What is the victim's age group?

- ☐ Under 18 years
- ☐ 18 and over

13. What is your gender?

- ☐ Male
- ☐ Female

14. In which geographic region did the crime occur?

- | | |
|---|---|
| ☐ United States | ☐ South America |
| ☐ Africa | ☐ Central America (including Mexico) |
| ☐ Asia (including Pacific) | ☐ Australia/New Zealand |
| ☐ Europe | ☐ Other (please specify) _____ |

15. Where do you live?

- | | |
|--|--|
| ☐ Alberta | ☐ Nunavut |
| ☐ British Columbia | ☐ Ontario |
| ☐ Manitoba | ☐ Prince Edward Island |
| ☐ New Brunswick | ☐ Quebec |
| ☐ Newfoundland and Labrador | ☐ Saskatchewan |
| ☐ Northwest Territories | ☐ Yukon |
| ☐ Nova Scotia | ☐ Outside Canada (Abroad) |

Thank you for your participation in this survey.

Appendix F:
Policy Case Study Interview Guide: *Canadian Victims Bill of Rights*

**Justice Canada Evaluation of the Federal Victims Strategy
Canadian Victims Bill of Rights Policy Case Study
Key Informant Interview Guide**

The Department of Justice Canada is conducting an evaluation of its work under the Federal Victims Strategy (Justice FVS). The purpose of the evaluation is to assess the relevance and effectiveness of the Justice FVS between 2010 and 2015.

An important component of the evaluation will involve a review the work that was done with regards to the development of the *Canadian Victims Bill of Rights* (CVBR). In addition to reviewing key departmental documents, we will be conducting interviews with individuals' involved in the development of the CVBR.

Thank you for agreeing to take part in the interview process. This interview will take 45 minutes. The following questions will serve as a guide for our interview. Please note that the responses you provide will not be attributed to you in the evaluation report; only aggregate information will be presented. You will have an opportunity to review the written summary of the interview and make any corrections/additions.

1. What was your role in the development of the CVBR?
2. Who else did you work with on the CVBR? (Prompts – within the department, other organizations)
3. What was the process used by the department to develop the CVBR? (Prompts – the lead on the file) What mechanisms (Prompts - e-mail, meetings, written etc)? Describe what happened.
4. What consultations were undertaken with: any specialized sections of justice, other government or non-government groups? What value, if any, did these consultations bring to the development of the CVBR?
5. What factors facilitated and/or challenged the development of the CVBR? (Prompts – procedures, communications, resource allocation, competing priorities, timelines)
6. What was done to address these challenges? Was it possible to overcome these challenges?
7. Please describe any best practices or lessons learned resulting from the development of the CVBR that could be applied to other files to help improve/streamline the development of

policy related to victims of crime in the future. (Prompts – communication/relationship between the different areas of the department, allocation of tasks – reduce duplication of work – appropriate level/experience, collaboration between the department and other government groups, processes, resource allocation)

8. On a scale of 1 to 5, where 1 is no extent and 5 is a great extent, to what extent was the process used to develop the CVBR an example of ***strengthened federal leadership, legislation, policy & programs responsive to victim issues***? Please explain your response.
9. Do you have any other comments?

Appendix G:
Policy Case Study Template: *Victims Matter* Campaign

3. What was the process used (i.e. for consultations)? What mechanisms (e-mail, meetings, written etc)? Describe what happened.

4. Who was the intended audience or client?

5. What was it used for? What was the end result?