



**JUSTICE PARTNERSHIP AND INNOVATION PROGRAM  
SUMMATIVE EVALUATION  
Technical Report**

**September 2006**

**Evaluation Division  
Policy Integration and Coordination Section**



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## EXECUTIVE SUMMARY

### 1. Background

The Justice Partnership and Innovation Program (JPIP), previously known as the Department of Justice (DOJ) Grants and Contributions Program, has an overall goal to contribute to an increasingly relevant, accessible, and responsive Canadian Justice System by focusing on three main objectives:

- Increasing the capacity of the Department's partners to develop innovative solutions to emerging justice and related issues,<sup>1</sup>
- Developing a more informed and engaged public and legal community with regards to the law and the legal system, and
- Contributing to policy development in the Department as it serves a changing society.

JPIP is a discretionary grants and contributions fund that makes transfer payments to third parties. Applicants eligible to receive funding include: national, provincial, municipal, regional, Aboriginal, community or professional not-for-profit organizations, provincial, territorial, regional and municipal governments, Canadian institutions/boards of education, international organizations, bands, tribal councils, self-governing First Nations and Inuit, and individuals. The Program is unique within DOJ in that it is the only general purpose fund with the capacity to respond to emerging justice-related issues in a timely manner. Other funds in the Department are for specific initiative-related activities and, as such, exclude projects that do not fall within their objectives.

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<sup>1</sup> Emerging issues include those areas that are currently not identified by DOJ as priorities but are relevant enough to the work being done by the Department to warrant preliminary study through the Program. The funding applicant and/or JPIP staff typically identify issues as emerging. Note that DOJ Programs Branch has been placing less emphasis on the term "innovative" because it has not been operationally defined. The current emphasis is on funding projects that address emerging issues and Departmental needs.

There are four funding categories under the Program:

- ***Class Grants:*** support to individuals or organizations, with a proven track record, that are relatively small in nature and short (usually one-year) in duration, also used to support Métis and non-status Indians pursuing studies in law with bursaries to students through the Legal Studies for Aboriginal Peoples (LSAP) Program,
- ***Named Grants:*** funding for nine select organizations whose goals and objectives are closely linked to the mandate and priorities of the Department,
- ***Core Funding:*** supports and facilitates partnerships between the Department and organizations that have a significant interest and stake in the justice system, this core funding is restricted to one designated public legal education and information organization (PLEI) that supports justice-related programming in each province, and
- ***Contributions:*** support individual projects where more accountability and control is deemed necessary than for Class Grants.

The Director General of the Programs Branch is responsible for the development, implementation and reporting on JPIP. The Program is managed by the Innovations, Analysis and Integration Directorate, with the Director providing day-to-day operational direction, strategic and logistical support in internal negotiations with other funding programs and Departmental officials. The Program consists of eight full-time equivalents (FTEs) including: program analysts, managers, project evaluation staff, an information analyst, an administrative assistant and a database administrator. The Program is to be supported by the work of Review Committees and an Advisory Group. To date, funds allocated for JPIP have ranged from \$2.7 M (in fiscal year 2003-04) to \$3.8 M (in fiscal year 2002-03) with the majority of approvals made for Class Grants.

## **2. Evaluation scope, objectives and methodology**

The summative evaluation of JPIP was undertaken as a result of a Treasury Board (TB) requirement and was guided by a Results-based Management and Accountability Framework (RMAF) developed for the Program in May 2002. The evaluation encompassed Program activity over a four-year period from 2002-03 to 2005-06. As noted, JPIP is aimed primarily at funding projects to address access to justice and emerging justice-related issues. The Program also serves as a funding mechanism for projects that are covered under special initiatives within the Department, particularly for those files dealing with family violence, Nunavut, and the Action

Plan Against Racism. JPIP was also the funding vehicle for emerging justice issues such as drug treatment courts and official languages until such time as these issues became Departmental initiatives. Such projects, although funded through the JPIP budget, are evaluated under the specific initiative with which they are associated and are therefore beyond the scope of the present evaluation, except for the Nunavut Initiative which is part of this evaluation.

The objectives of the summative evaluation were to:

- provide the management team of the Department of Justice Innovation, Analysis and Integration Directorate with an assessment of the Program's success to date in achieving its outcomes and address issues of relevance, cost-effectiveness and alternatives,
- assess whether the Program has met its objectives,
- provide information that can be used by Program staff to improve the results of the Program, and
- examine the extent to which a performance measurement mechanism to ensure that data are systematically collected and disseminated, a recommendation resulting from the formative evaluation (conducted in 2004), has been put in place.

The methodology to evaluate JPIP was comprised of five qualitative and quantitative lines of evidence:

- analysis of administrative data from JPIP Activity Reports and the Grants and Contributions Information Management System (GCIMS),
- review of documents and funded project files (n=40),
- key informant interviews (n=14), including internal DOJ staff and partners (n=8) and external partners/stakeholders representing JPIP-funded non-governmental organizations, international agencies, and educational/academic institutions (n=6),
- telephone survey of funding recipients (n=37) and interviews with non-funded applicants (n=6), and
- case studies of funded projects (n=3).

To the extent possible within the available budget and time frame, the evaluation methodology incorporated multiple methods and data sources in order to ensure that the findings were valid and captured all key points of view on JPIP. The evaluation was somewhat limited, however, in

that the survey sample (n=37) was smaller (and the resulting margin of error somewhat larger, at +/- 12.3 percentage points) than initially planned. In addition, there was heavy reliance on the observations and opinions of Program staff/management, stakeholders and beneficiaries, very few non-funded applicants available for interviews (n=6), and a lack of “hard” evidence (e.g., in project files) of project/Program impacts and cost-effectiveness. Nevertheless, the fact that the findings from different lines of evidence were quite consistent lends support to the validity of the evaluation results.

### **3. Findings and Conclusions**

#### **3.1. Relevance**

The objectives of the Program continue to be relevant. There is strong support and a perceived need to increase the capacity of Department partners to develop solutions to emerging justice-related issues, inform and engage both the public and the legal community regarding the law and legal system, and contribute to DOJ policy development to serve a changing society.

Program funding assists partner organizations/funding recipients in developing projects that address a wide range of emerging justice-related issues that otherwise may not be addressed to the same extent, or at all.

New legal issues continuously emerge due to frequent changes to existing laws or the introduction of new laws, which necessitates the public’s need to be informed and the legal community’s need to remain up to date. As a result, there is continued demand for funding by organizations to undertake projects aimed at informing the public and, to a somewhat lesser extent, the legal community. Funded projects are generally well aligned with the actual information needs of the public and legal community.

There are some indications that JPIP project findings may contribute to policy development in the Department. The feasibility of this objective (as one for which the Program should be held accountable) is not supported by all key informants, however, because impacts on policy are difficult to measure and only observable in the long term. Nonetheless, there is continued demand for funding by organizations to contribute to policy development.

The Program does to a large extent meet DOJ policy and program priorities. Identified areas of compatibility between JPIP and Department priorities include access to justice and emerging

issues/ priorities, though there is some concern that the small amount of non-designated JPIP funds limits the degree to which the Program can respond to new Department priorities as they emerge. There is a high degree of compatibility between funded projects and Department priorities, in particular, the current DOJ priority of Promoting Access to, and Efficiencies in, the Justice System. On the other hand, gaps identified as not being currently covered adequately by JPIP include an international focus, alternatives to incarceration and grassroots restorative justice.

### **3.2. Success**

Evaluation findings from the project file review, key informant interviews, survey and case studies suggest that JPIP has made progress in contributing to all three of its objectives. However, limitations in the available evidence and evaluation design (e.g., lack of credible evidence of impacts in the project files and GCIMS performance measurement system, lack of an adequate comparison group for the survey of funding recipients) make it difficult to draw firm conclusions on the incremental Program impacts related to these objectives.

JPIP helps most funding recipients build capacity<sup>2</sup> in responding to a wide range of emerging justice-related issues. Approximately three-quarters of those funded indicate that their projects would not have proceeded in the absence of JPIP funding. There is some concern, however, that the limited funding available through JPIP only allows capacity maintenance, not development.

The diverse justice-related issues being addressed by funded projects are mainly within two broad priority categories – Equality, Diversity and Access to Justice, and Justice System Design – and in addressing these issues it is perceived that funded projects help meet Departmental needs. Partners/ funding recipients develop outputs/products, information and relationships aimed at addressing an emerging justice-related issue. Most funding recipients report that they developed an effective solution to respond to an emerging justice-related issue, though the usefulness/quality of project evaluations in identifying effective approaches/solutions is variable. There is some evidence to indicate that new/additional information on emerging issues is being created by funded projects, and it is reasonable to conclude that this information helps to build most partners' capacity to address/develop solutions to justice-related issues.

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<sup>2</sup> Capacity building refers to increasing the knowledge, skills, reach and/or financial/human resources of funded/ partner organizations to address emerging justice-related issues.

Project results are communicated by project sponsoring organizations, partners and DOJ to a range of audiences using several different methods and forms of media. The perceived effectiveness of communications is variable across projects. In the view of funding recipients, awareness of their project results is reasonably high (in order of priority) among DOJ policy makers, the legal community and the public. Among key informants who are able to comment, interviewees perceive that awareness of results varies as a function of the topic area, how focused/localized the project is, and the amount of project resources devoted to communications.

Some evidence indicates that new/additional information on emerging issues being created by funded projects helps inform the public and legal community. There are mixed views, however, on the level of public and legal community awareness of Program/funded project results. JPIP has also had some success in engaging the public and legal community with respect to the law and legal system. However, all improvements to engagement and awareness cannot be attributed solely to JPIP. There are numerous examples of projects that probably contributed to increased public and legal community engagement in the law and legal system, however, there is only limited hard evidence of incremental project impacts on awareness and engagement.

Funded projects may potentially contribute to the policy development process in the Department, primarily through the provision of information and advice stemming from projects to policy makers. It is perceived that justice policies reflect changing Canadian society to some extent, though more work remains to be done. Project results have been communicated to a range of audiences including DOJ policy makers. However, key informants within DOJ do not believe that awareness among Departmental policy makers is high enough. The lack of evidence coupled with the long-term nature of the policy development process makes it difficult to determine the extent to which most projects have contributed (or will contribute) directly to revising existing policies or developing new ones.

Partnerships positively affect the ability of funded projects and the Program to meet their objectives. Financial and in-kind support provided by project partners, their provision of advice/expertise and assistance with project design and delivery, and facilitation of linkages/networking with stakeholders and clients can enhance project delivery, reach and buy-in by stakeholders.

There have been no major unintended impacts of the Program's activities. It is perceived that several projects have unintended positive impacts, though in many cases these are actually factors related to project delivery (e.g., greater reach or participation than expected) or intended



impacts being achieved to a greater degree than anticipated (e.g., awareness being increased more than expected). No major unintended negative impacts are reported.

The Program is perceived to have had some incremental impact. A majority of funding recipients and key informants agree that, in the absence of JPIP funding, most eligible projects would have been more limited in scope (e.g., fewer activities and participants), would have been less successful, and may not have proceeded at all. Most funding recipients indicate that the primary reason for the latter would be the difficulty in securing funding from other sources.

With respect to performance measurement, a recommendation from the JPIP formative evaluation was that funding recipients should be made aware of the performance information they need to collect and that a mechanism should be in place for the systematic reporting of results, both internally and externally. Progress has been made in responding to this recommendation. Each JPIP applicant is required to submit a proposal containing: applicant information, description of the organization, project information (e.g., including objectives, reach, deliverables and anticipated results of project), an evaluation plan, and budget. Funding recipients then submit a standardized project summary report form at the completion of their projects. This includes information on: project objectives, target population, outcomes (what happened?), partnerships, lessons learned, communication of results, and next steps. Note, however, that although standardized forms are available for the initial project proposals and final reports, their use is not required as JPIP accepts other formats. This may mean that some information required on the standard forms is not always submitted.

JPIP also maintains a checklist of project progress where milestones are initialed and dated by DOJ personnel such as: file opening, eligibility, assessment, approval, payment, and final evaluation. This provides a useful summary of when and by whom decisions were made. In addition, key data are entered into GCIMS and reported on (e.g., project details and contact information, type and amount of funding, type of project activity, and priority area addressed), but this information is primarily administrative and related to project delivery as opposed to project impact.

### **3.3. Cost-Effectiveness and Alternatives**

Although a rigorous cost-effectiveness analysis was beyond the scope of this evaluation, there are indications that JPIP is a reasonably cost-effective program. Some evidence supporting the effectiveness of the Program was presented in the previous section. In addition, as discussed

below, the Program's costs do not appear to be excessive (in fact, funds at the overall Program level are viewed as insufficient by DOJ key informants), JPIP funding facilitates the leveraging of considerable financial and in-kind contributions from other sources, the Program is regarded as more cost-effective than its predecessor – the DOJ Grants and Contributions Program – due to a number of improvements, and JPIP does *not* duplicate the efforts of other DOJ programs/initiatives.

JPIP resource levels are generally perceived as sufficient at the level of individual funded projects, but insufficient at the overall Program level. DOJ key informants note that JPIP as a whole is under-resourced primarily because the demand for funding for quality projects far exceeds the currently available supply of funds. Very little evidence was obtained on the appropriateness of resource allocations and relative value for money among the four types of funding under JPIP. It is clear, however, that the average funding amounts per project are far greater for contributions (including core funding) than for Named Grants or Class Grants.

The Program has leveraged considerable financial and in-kind support from partners. Among the project files reviewed, an average of 63 per cent of the total project value was leveraged from (or, at least, contributed by) a range of partners, these partners are from within and outside DOJ and the federal government. The amount leveraged is regarded as sufficient by funding recipients to support their efforts to some or a great extent. Access to JPIP funds is perceived in many cases as instrumental in project sponsors' ability to form partnerships and receive associated in-kind and financial support. A comparison with other federal grants and contributions programs is not feasible, however, as key informants indicate that there is no program directly comparable to JPIP (and the availability of comparable leveraging data is unlikely).

JPIP is considered to be an improvement over its predecessor – the DOJ Grants and Contributions Fund – due, for example, to clearer objectives that are more strongly linked to Departmental priorities/strategic objectives, steps taken to ensure that projects focused on access to justice and emerging justice-related issues are best suited for JPIP and do not duplicate the work of other DOJ programs/ initiatives, efforts to find suitable funding partners (aside from JPIP) for projects, and improvements to performance measurement. No alternate, more cost-effective program/mechanism to meet JPIP's objectives is identified, as key informants believe there is no other federal program directly comparable to JPIP.

Key perceived strengths of JPIP are the Program's flexibility to fund projects on a wide range of justice-related issues and the assistance of Program Analysts (e.g., in improving the project and finding additional funding partners). On the other hand, major weaknesses include the lack of

resources for and awareness of the Program as well as the requirements of contribution agreements (e.g., funding linked to the federal fiscal year, reporting burden on funding recipients).

Key lessons learned for optimizing Program/project delivery and impacts include: the importance of partnerships for facilitating delivery, impacts and cost-sharing, the importance of communications with stakeholders on project progress and results, and the need for/importance of a Departmental mechanism to review Program priorities annually and to share lessons learned and best practices from projects. Suggestions for improving JPIP include the provision of additional and longer-term funding to enable the implementation of more worthwhile projects, as well as coalition-building and follow-up activities, reducing the reporting requirements for funding recipients, carefully reviewing the Named Grants to ensure that recipient organizations are truly contributing to addressing emerging justice-related issues, improving the communication of project results and two-way exchange with DOJ policy makers, and ensuring that the Program's objectives and performance indicators are all realistic (e.g., the long-term objective of contributing to policy development may be unrealistic and too difficult to measure).

# 1. INTRODUCTION

## 1.1. Justice Partnership and Innovation Program

### 1.1.1. Program Description

The Justice Partnership and Innovation Program (JPIP), previously known as the Department of Justice (DOJ) Grants and Contributions Program, has an overall goal to contribute to an increasingly relevant, accessible, and responsive Canadian Justice System by focusing on three main objectives:

- Increasing the capacity of the Department’s partners to develop innovative solutions to emerging justice and related issues;<sup>3</sup>
- Developing a more informed and engaged public and legal community with regards to the law and the legal system; and
- Contributing to policy development in the Department as it serves a changing society.

JPIP is a discretionary grants and contributions fund that makes transfer payments to third parties. Applicants eligible to receive funding include: national, provincial, municipal, regional, Aboriginal, community or professional not-for-profit organizations; provincial, territorial, regional and municipal governments; Canadian institutions/boards of education; international organizations; bands, tribal councils, self-governing First Nations and Inuit; and individuals. The Program is unique within DOJ in that it is the only general purpose fund with the capacity to respond to emerging justice-related issues in a timely manner. Other funds in the Department are

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<sup>3</sup> Emerging issues include those areas that are currently not identified by DOJ as priorities but are relevant enough to the work being done by the Department to warrant preliminary study through the Program. By funding activities in these areas, the Program is intended to contribute to its goal of an increasingly relevant, accessible and responsive Canadian justice system in a timely manner. The applicant and/or JPIP staff typically identify issues as emerging. Note that DOJ Programs Branch has been placing less emphasis on the term “innovative” because it has not been operationally defined. The current emphasis is on funding projects that address emerging issues and Departmental needs.

for specific initiative-related activities and, as such, exclude projects that do not fall within their objectives.

According to its Terms and Conditions, JPIP is designed to achieve three key results: 1) clarification of the role of the Program in meeting Department priorities; 2) increase capacity to respond to emerging justice-related issues; and 3) better informed public and legal community. To achieve these results JPIP funding is divided into four components, each with specific objectives: 1) Innovative Pilot Projects and Activities; 2) Socio-Legal Learning; 3) Partnerships; and 4) Public Education and Information. The Program's approach focuses on funding activities related to access to justice, in addition to emerging issues — areas not covered by any of the Department's special initiatives thereby eliminating the chance of duplicating effort.<sup>4</sup>

There are four funding categories under the Program:

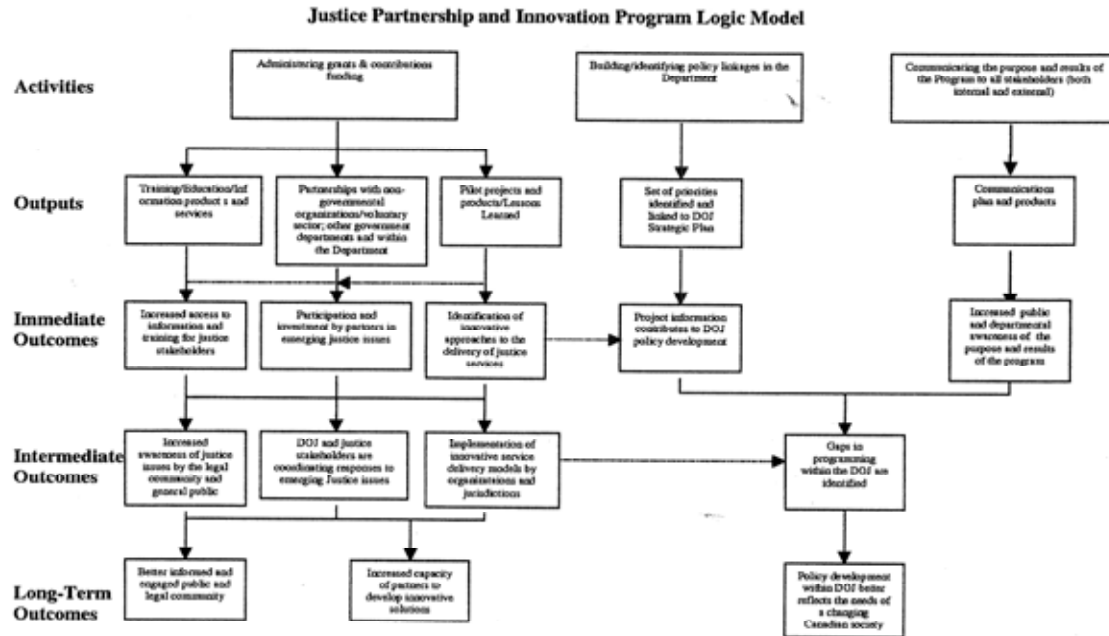
- **Class Grants:** support to individuals or organizations, with a proven track record, that are relatively small in nature and short (usually one-year) in duration; also used to support Métis and non-status Indians pursuing studies in law with bursaries to students through the Legal Studies for Aboriginal Peoples (LSAP) Program;
- **Named Grants:** funding for nine select organizations whose goals and objectives are closely linked to the mandate and priorities of the Department;
- **Core Funding:** supports and facilitates partnerships between the Department and organizations that have a significant interest and stake in the justice system; this core funding is restricted to one designated public legal education and information organization (PLEI) that supports justice-related programming in each province; and
- **Contributions:** support individual projects where more accountability and control is deemed necessary than for Class Grants.

A summative evaluation of the former DOJ Grants and Contributions Program conducted in 2002 led to a new vision and the new name of JPIP. The renewed Program is intended to examine and undertake preliminary work on emerging issues and provide the Department with timely information to contribute to policy development should the issues become priorities. Additionally through its work in promoting greater access to justice, the Program is intended to contribute directly to the mandate and strategic objectives of the Department.

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<sup>4</sup> TB Submission, 2002-04-24, Annex A & B; Contribution Agreement Auditing, 2003-02, p. 20.

The JPIP logic model, amended in 2005, is presented below.



### 1.1.2. Program Resources and Governance Structure

The Director General of the Programs Branch is responsible for the development, implementation and reporting on JPIP. The Program is managed by the Innovations, Analysis and Integration Directorate, with the Director providing day-to-day operational direction, strategic and logistical support in internal negotiations with other funding programs and Departmental officials. The Program consists of eight full time equivalents (FTEs) including: program analysts, managers, project evaluation staff, an information analyst, an administrative assistant and a database administrator.<sup>5</sup> The Program is to be supported by the work of the Review Committees and the Advisory Group.

The Advisory Group is a senior level committee responsible for establishing the priorities of JPIP. The group is intended to meet a minimum of two times per year, once to establish priorities and once to review the results of the year's funding activities and provide feedback and approval

<sup>5</sup> Results-based Management and Accountability Framework (RMAF) for the Justice Partnership and Innovation Program (May 2002), <http://www.justice.gc.ca/en/ps/pb/rmaf02/default.html>.

on the communication plan for dissemination of the results.<sup>6</sup> The group is composed of members from different areas within the Department, which is intended to support Departmental coordination by enabling members to: utilize the information gleaned from funding activities to inform their policy and program work; and contribute their knowledge to the priority setting process, most importantly in the identification of emerging issues.

The Review Committees consist of Departmental officials responsible for reviewing proposals received under each of the priorities set by the Advisory Group. The committees review proposals and recommend those that best feed into the policy development process. Each committee consists of individuals within the Department who have expertise in the priority areas as well as colleagues from other program areas that are familiar with the funding process. This membership is intended to ensure linkages are made within the Department, increase the likelihood of partnership, and reduce the chance of duplication.

### 1.1.3. Profile of Funded Projects

To date, funds allocated for JPIP have ranged from \$2.7 M (in fiscal year 2003-2004) to \$3.8 M (in fiscal year 2002-2003) with the majority of approvals made for Class Grants. Details on JPIP approved funding for the past three fiscal years are summarized in Table 1.1. The majority of funded activities have been related to access to justice and emerging issues.

**Table 1.1: Number of JPIP Projects Approved for Funding, and Funds Approved, 2002-03 to 2004-05**

Year	Contributions	Core Funding (Contributions)	Class Grants	Named Grants	TOTAL Projects	TOTAL Dollar Amount
2002-03	28	11	13*	9	61	\$3,836,819
2003-04	11	11	51**	9	82	\$2,724,187
2004-05	14	10	49***	8	81	\$3,234,567
<b>TOTAL</b>	<b>53</b>	<b>32</b>	<b>113</b>	<b>26</b>	<b>224</b>	<b>\$9,795,573</b>
<b>Per Cent of Total</b>	<b>23.6</b>	<b>14.3</b>	<b>50.4</b>	<b>11.6</b>	<b>100.0</b>	

Source: JPIP Activity Reports prepared by DOJ Programs Branch.

\* Includes 32 students receiving bursaries (of up to \$6,000) through the Legal Studies for Aboriginal Peoples (LSAP) Program. (Each student was not counted as a separate project in 2002-03, but was in 2003-04 and 2004-05.)

\*\* Includes 30 students receiving bursaries through LSAP.

\*\*\* Includes 36 students receiving bursaries through LSAP.

<sup>6</sup> Ibid.

#### **1.1.4. Formative Evaluation of Program**

A mid-term formative evaluation of JPIP was conducted in 2004 in order to examine the design and delivery of the Program over fiscal years 2002-03 and 2003-04. Based on this formative evaluation, a number of recommendations were made to which management responded.<sup>7</sup> The recommendations were for the following Program improvements: having proposals reviewed by Review Committees to ensure that linkages are made within the Department; revisiting the JPIP application form so PLEI organizations are only required to complete sections of relevance to them; implementing a mechanism by which project results/reports are systematically shared within the Department; revisiting the Results-based Management and Accountability Framework (RMAF) and possibly reducing the number of performance indicators; and ensuring that funding recipients are made aware of the performance information they need to collect and that there is a mechanism in place for systematically reporting on results, both internally and externally. Some of these issues continue to be important (e.g., linkages of JPIP projects to Departmental needs/priorities, sharing of project results, performance measurement) and were further assessed in this summative evaluation, along with key issues related to Program relevance, success and cost-effectiveness (described in the next section).

### **1.2. Evaluation Scope, Objectives and Issues**

The summative evaluation of JPIP was undertaken as a result of a Treasury Board (TB) requirement and was guided by a Results-based Management and Accountability Framework (RMAF)<sup>8</sup> developed for the Program. The evaluation encompassed Program activity over a four-year period from 2002-03 to 2005-06. As noted in the previous chapter, JPIP is aimed primarily at funding projects to address access to justice and emerging justice-related issues. The Program also serves as a funding mechanism for projects that are covered under special initiatives within the Department, particularly for those files dealing with family violence, Nunavut, and the Action Plan Against Racism. JPIP was also the funding vehicle for emerging justice issues such as drug treatment courts and official languages until such time as these issues became Departmental initiatives. Such projects, although funded through the JPIP budget, are evaluated

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<sup>7</sup> Justice Partnership and Innovation Program Formative Evaluation: Summary, Recommendations and Management Response (June 2005). Evaluation Division, Policy Integration and Coordination Section, Department of Justice.

<sup>8</sup> Results-based Management and Accountability Framework (RMAF) for the Justice Partnership and Innovation Program (May 2002), <http://www.justice.gc.ca/en/ps/pb/rmaf02/default.html>.



under the specific initiative with which they are associated and are therefore beyond the scope of the present evaluation, except for the Nunavut Initiative which is part of this evaluation.

The objectives of the summative evaluation were to:

- provide the management team of the Department of Justice Innovation, Analysis and Integration Directorate with an assessment of the Program's success to date in achieving its outcomes and address issues of relevance, cost-effectiveness and alternatives;
- assess whether the Program has met its objectives;
- provide information that can be used by Program staff to improve the results of the Program; and
- examine the extent to which a performance measurement mechanism to ensure that data are systematically collected and disseminated, a recommendation resulting from the formative evaluation, has been put in place.

### **1.3. Overview of Methodology and Limitations**

The methodology to evaluate JPIP was comprised of five qualitative and quantitative lines of evidence:<sup>9</sup>

- administrative data analysis;
- review of documents and funded project files (n=40);
- key informant interviews (n=14), including internal DOJ staff and partners (n=8) and external partners/stakeholders representing JPIP-funded non-governmental organizations, international agencies, and educational/academic institutions (n=6);
- telephone survey of funding recipients (n=37) and interviews with non-funded applicants (n=6); and
- case studies of funded projects (n=3).

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<sup>9</sup> The data collection instruments for each methodological component are provided in *Summative Evaluation of the Justice Partnership and Innovation Program: Final Workplan and Research Design Report*. Submitted by EKOS Research Associates to the Department of Justice, May 15, 2006.

To the extent possible within the available budget and time frame, the evaluation methodology incorporated multiple methods and data sources in order to ensure that the findings were valid and captured all key points of view on JPIP. The evaluation was somewhat limited, however, in that the survey sample (n=37) was smaller (and the resulting margin of error somewhat larger, at +/- 12.3 percentage points) than initially planned. In addition, there was heavy reliance on the observations and opinions of Program staff/management, stakeholders and beneficiaries, very few non-funded applicants available for interviews (n=6), and a lack of “hard” evidence (e.g., in project files) of project/Program impacts and cost-effectiveness. Nevertheless, the fact that the findings from different lines of evidence were quite consistent lends support to the validity of the evaluation results.

#### **1.4. Description of Case Studies**

As indicated in Section 1.3, three case studies were conducted for the summative evaluation of JPIP. The case studies provided a way to collect detailed information on a sub-set of activities within JPIP to illustrate activities and results. The conduct of each case study involved a review of the project file and related information as well as interviews with two to five key persons associated with each project. In this section, each of the three funded projects selected by Departmental representatives for the case studies is briefly described to provide context for the case study findings presented in this evaluation report.

***Justice in the Classroom:*** The Circle of Justice in the Classroom project is a result of a partnership between the Department of Justice and the National Aboriginal Achievement Foundation — a national non-profit organization devoted to providing the tools necessary for Aboriginal youth to achieve brighter futures. The purpose of the project was to create awareness among Aboriginal youth of high school age of the educational and career opportunities available in the justice sector. Between February and April 2006, The Circle of Justice in the Classroom module was presented to 36 different schools across the country with more than 900 students participating overall. Facilitated by a National Role Model and an Industry Professional, the module is a 2.5-hour workshop that profiles five key justice professions and features an interactive curriculum manual for educators, promotional materials, scholarship information, and an industry-specific, Aboriginal-produced 24-minute video that combines humour, hip-hop music, and interviews with real life Aboriginal professionals. The Department’s JPIP and Aboriginal Justice Strategy (AJS) jointly provided \$449,816 of funding for the design of The Circle of Justice in the Classroom module, with \$163,350 provided for the delivery of the

module jointly funded by JPIP (\$30,000), AJS (\$30,000), Public Safety and Emergency Preparedness Canada (\$53,350) and Indian and Northern Affairs Canada (\$50,000).

**Commercial Law Strategy:** Established in 1998, the Uniform Law Conference of Canada's Commercial Law Strategy (CLS) aims to modernize and harmonize commercial law in Canada. The CLS has three main activity areas: increase awareness of the importance of modernizing and harmonizing commercial law; undertake research projects to modernize and harmonize commercial law; and monitor the progress of Uniform Acts. The work of the CLS is conducted by working groups of legal professionals from private practice, government and academia, who research commercial laws and develop harmonized legislation ready for enactment by the provincial, territorial, and federal governments. From 2002 to 2005, the CLS received a total of \$874,500 in funding from JPIP (\$450,000), Industry Canada (\$300,000), and provincial governments (\$124,500) as well as substantial in-kind support from provincial governments, partners and the legal community.

**National Day Against Homophobia:** The case study of the National Day Against Homophobia examines Fondation Émergence's "Presumed Heterosexual" campaign developed for the third annual National Day Against Homophobia on June 1<sup>st</sup>, 2005. The mission of Fondation Émergence is to support homosexual people in Canada and provide guidance to their families and friends. An important component of the organization's work is to serve as the primary promoter of the National Day Against Homophobia, which includes the design of the communications campaigns for the event. JPIP funding supported the development of a pamphlet and poster in both official languages to raise awareness of homophobia in a family context and issues surrounding sexual orientation. Other funding for the design and delivery of the campaign included \$10,000 "autonome," \$6,000 from the City of Montréal, \$50,000 from the Ministère des Relations avec les citoyens et de l'Immigration (MRCI) Québec and \$48,000 from the Department of Canadian Heritage.

## **1.5. Purpose and Organization of the Report**

The purpose of this report is to present the findings and conclusions of the summative evaluation of the Justice Partnership and Innovation Program. The key findings related to each evaluation issue — relevance, success, and cost-effectiveness and alternatives — are presented in Chapters Two to Four. In these chapters, each section begins with an overview of the key findings (in bold), followed by a presentation of the more detailed findings. Then, conclusions and recommendations are presented in Chapter Five.

## 2. RELEVANCE

### 2.1. Continued Relevance of Program Objectives

The evaluation findings indicate that the Program's three formal objectives – increasing the capacity of the Department's partners to develop innovative solutions to emerging justice and related issues, developing a more informed and engaged public and legal community with regards to the law and the legal system, and contributing to policy development in the Department as it serves a changing society – continue to be relevant, though there is some concern about the feasibility and measurability of the latter objective. The relevance of these objectives was determined by examining the degree of support for and perceived need to pursue these objectives, the level of demand for JPIP funding to contribute to these objectives, and the degree to which the funded projects are aligned with these objectives. The major findings pertaining to the relevance of each of the three objectives are presented in this section.

#### 2.1.1. Increasing Capacity of the Department's Partners to Develop Solutions to Emerging Issues

**Key Findings: There is continued support for and a perceived need to increase capacity<sup>10</sup> in the Department's partners and funding recipients in order to address a diversity of emerging justice-related issues, which suggests that this objective of JPIP remains relevant. Program funding assists partner organizations in developing projects that help address a wide range of emerging justice-related issues.**

The vast majority of funding recipients surveyed (97 per cent) and all non-funded applicants interviewed indicate that there is a great need to increase the capacity of NGOs around emerging issues. In addition, most funding recipients surveyed (89 per cent), all non-funded applicants and interviewees in two of the case studies say that their organization has a continued need for

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<sup>10</sup> Capacity building refers to increasing the knowledge, skills, reach and/or financial/human resources of partner organizations to address emerging justice-related issues.

funding to develop solutions to emerging justice-related issues. For 73 per cent of project files<sup>11</sup> reviewed, the project was in fact intended to address emerging justice-related issues (e.g., restorative justice for 10 per cent of total files).

Key reasons given by the above respondents for the continued need to develop capacity include: NGOs can respond to certain issues uniquely because they tend to be viewed as more independent and objective than the government; NGOs can have difficulty in securing funding from other sources for their work in addressing justice-related issues; funding allows the organization to commission projects to address and develop solutions to emerging justice-related issues (e.g., commercial legal issues relating to franchising and charitable fundraising); and funding enables the project to reach a target group that would not normally have access to the information made available.

All key informants agree that there is continued need to increase partner capacity in developing solutions to emerging issues. Moreover, most DOJ interviewees note how the flexibility inherent to JPIP facilitates capacity building in issues ranging from anti-terrorism to restorative justice, prostitution, anti-racism, and access to justice. External partners/stakeholders express a need to increase their own organizational capacity to develop solutions to emerging justice issues in areas unique to their organizations' respective objectives and, more broadly, to issues related to anti-violence, children's rights, HIV/AIDS programming, sustainable development and legal issues, technology and privacy, and inclusion of women. Intended audiences range from children and youth to the media and government policy makers.

### 2.1.2. Developing a More Informed and Engaged Public and Legal Community

**Key Findings: There is continued support for and a perceived need to inform and engage both the public and the legal community regarding the law and legal system. Given that new legal issues continuously emerge and that there are frequent changes to existing laws or new laws introduced (e.g., laws related to the Internet), the public needs to be informed and the legal community needs to stay current. Consequently, there is continued demand for funding by organizations to undertake projects aimed at informing the public and, to a somewhat lesser extent, the legal community. Funded projects are generally well aligned with the actual information needs of the public and legal community.**

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<sup>11</sup> For the remaining files, the focal point was one or more of the following issues: informing the public (7 of 11 projects); informing the legal community (6 of 11); and/or contributing to policy development (3 of 11).

A majority of funding recipients surveyed indicate that there is great need in Canada to develop a more informed/engaged public (93 per cent) and, to a lesser extent, legal community (72 per cent) regarding the law and legal system. The vast majority of non-funded applicants, DOJ personnel, external stakeholders/partners and case study interviewees agree. Similarly, the majority of funding recipients surveyed (83 per cent) indicate that there is great continued demand for funding by their organization to produce information about the law and legal system for the public. In addition, just over half (57 per cent) say this is the case with respect to information for the legal community; 41 per cent feel that funding for this purpose is needed only to some extent. These findings are fairly consistent with the project files reviewed, 65 per cent of which were focused on informing the public (e.g., 10 per cent of total files were geared toward francophone and youth communities) and 58 per cent of which were aimed at informing the legal community.

### **Rationale for Need to Inform the Public**

Non-funded applicant, DOJ, external stakeholder/partner and case study interviewees provide the following reasons for the continued need to inform the public: the importance of knowledge for the healthy functioning of a democratic society; the public, grassroots organizations and self-represented litigants often lack awareness and understanding of the law, legal system and many important emerging legal issues (e.g., human rights), and services/legal tools available; and a more informed public will be able to make better decisions regarding the law. The public's need for information is especially great for laws that have changed (e.g., Youth Justice Criminal Act, Child Support Guidelines, and Family Violence). Specific emerging issue areas identified by interviewees include: anti-corruption; trans-national organized crime; trafficking; the role of police and corrections in the community; prosecutorial discretion; treatment of offenders; and community-based alternatives. Through the Public Legal Education and Information (PLEI) organizations operating in every province and territory, plain language information on legal issues and information about sources of legal assistance can be obtained through inquiries. This is especially important as information obtained through media reports or personal searches may be incomplete and as lawyer consultation fees rise.

Non-funded applicants interviewed indicate a continued need for funding to produce information about the law and legal system for the public (through the production of information, newsletters, and pamphlets) because it is a critical component of their organization's mandate. DOJ interviewees concur that organizations are seeking funds to explicitly inform and engage the public, typically through conferences by diverse organizations including: PLEI organizations, the Quebec Bar Association's Congrès du Barreau du Québec 2002 to discuss topical legal

questions, grassroots organizations, the Uniform Law Conference of Canada, and the Canadian Superior Court Judges Association. The foci of these conferences have ranged from public education about the role of judges to legal aid (i.e., access to justice issues).

### **Rationale for Need to Inform the Legal Community**

Turning to the need to inform the legal community, non-funded applicant, DOJ, external stakeholder/partner and case study interviewees provide the following reasons: the legal community has a special responsibility to be informed and engaged in the law and legal system; the need for training and capacity building to promote human rights and challenge illegal discrimination; information and research helps legal professionals and students remain up-to-date and work effectively; dialogue with the legal community is required to identify and address gaps in the legal system; information assists lawyers in making more informed decisions on behalf of their clients; and specific requests are made by the legal community for information on new issues of law as well as modernizing specific areas of law.

### **Alignment of Funded Projects with Information Needs**

Most DOJ staff/partner interviewees consider the JPIP projects to be well aligned with the needs of the public and the legal community. However, some areas of poor alignment are noted: international project funding; and less sustained funding for PLEI organizations (which one key informant believes may have led to the cancellation of annual meetings). An example of good alignment with public needs is the 2005-2006 Charter Conference. Examples of good alignment with legal community needs include funding the: National Judicial Institute seminar on security and police organization access to information as it relates to privacy and charter issues (surveillance, access to information and the protection of personal privacy rights in the 21st century); Association of Provincial Court Judges; conferences attended by the legal community; court worker training; and engagement of target communities (e.g., regarding prostitution). External partners/stakeholders also feel there is good alignment of their projects with information needs of the intended target group(s), though a few note that the extent of alignment with information needs would generally depend on the people involved, the level of funding, focus of priorities, and target of program/project.

Findings from one case study provide further evidence that the projects are well aligned with the actual information needs of the public and legal community. This alignment results from the selection of projects that are intended to respond to the needs of and requests by both the legal and business communities to modernize specific areas of commercial law. Interviewees from the

other case studies report that the projects were a success and well received, which suggests that the projects are well aligned with the information needs of the public or target group. In one case, the project was designed to raise awareness among Aboriginal youth regarding educational and career opportunities in the justice sector. This project was based on research and tested with Aboriginal youth via focus groups to measure the target audience and ensure the information was interesting and appropriate.

### **2.1.3. Contributing to Policy Development in the Department**

**Key Findings: There is continued support and perceived need for policy development to serve a changing society. Although there are some indications that JPIP project findings contribute to policy development in the Department, the continuing relevance and feasibility of this objective (as one for which the Program should be held accountable) is not supported by all key informants because impacts on policy are difficult to measure and only observable in the long term. Nonetheless, there is continued demand for funding by organizations to contribute to policy development.**

The vast majority of funding recipients surveyed (93 per cent) indicate that there is a great need in Canada to develop justice policy to serve a changing society. Most non-funded applicants agree. Interviewees cite the following reasons for this need: the Department needs to remain current with advances in international law; Canada's society is becoming increasingly multicultural in nature; and given the fluid nature of the law, progressive thinking is needed to address emerging issues.

Most funding recipients (74 per cent) indicate that there is also a great demand for continued funding by their organization to contribute to policy development to serve a changing society; one-quarter (26 per cent) say that there is moderate demand. In addition, a majority of non-funded applicants interviewed feel that there is continued demand for funding by their organization to contribute to policy development. These interviewees indicate that their organizations contribute to policy development by bringing together experts to discuss emerging issues in public law; conducting and publishing legal research; and testifying on legislation. For 50 per cent of the project files reviewed, the project was intended to contribute to policy development nationally and/or internationally.

As a means of assessing the continuing relevance of the policy development objective, key informants were asked for their views on the degree to which JPIP-funded projects have



contributed to this objective. DOJ interviewees have mixed views regarding the impact of projects on policy development. In general, they note that some public organizations clearly wish to contribute to policy development (e.g., Elizabeth Fry Society, John Howard Society, and National Associations Active in Criminal Justice). Likewise some legal organizations propose resolutions to legislation (e.g., Uniform Law Conference of Canada, Canadian Bar Association and Canadian Association of Provincial Court Judges). However, the actual contribution of this input is difficult to determine, as JPIP receives little feedback regarding the usefulness of the information to policy development. Nonetheless, DOJ and case study interviewees indicate that several projects/programs have or will contribute to policy development. For instance, projects of the Uniform Law Conference of Canada have been aimed at modernizing commercial laws to reflect recent changes to forms of business (e.g., partnerships and corporations); developing uniform laws required for Canada to accede to international conventions; and developing uniform laws within the North American context. Additional examples include the John Howard Society of Greater Moncton's restorative justice project and, in the future, UN and Organization of American States programs. It should be noted, however, that the impacts on policy are often felt years later; only now are some projects under the previous DOJ Grants and Contributions Program affecting policy. As such, maintaining this as an objective is strongly questioned by one key informant.

## **2.2. Compatibility of Program and Funded Projects with Department's Priorities**

**Key Findings: The continuing relevance of JPIP is supported by evaluation findings indicating the compatibility between Program/project objectives and DOJ priorities. There is a high degree of compatibility between the objectives of funded projects and Department priorities<sup>12</sup>, in particular, the current DOJ priority of Promoting Access to, and Efficiencies in, the Justice System. Identified areas of compatibility between the Program and Department priorities include access to justice and emerging issues/priorities, though there is some concern that the small amount of non-designated JPIP funds limits the degree to which the Program can respond to new Department priorities as they emerge. Key identified areas/gaps not currently covered adequately by JPIP include an international focus, alternatives to incarceration and grassroots restorative justice.**

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<sup>12</sup> The current Departmental priorities that were identified to assess this evaluation issue in the project file review were: 1) Promoting Access to, and Efficiencies in, the Justice System; 2) Protecting Children, Youth and Vulnerable People; 3) Aboriginal Justice Strategy; and 4) Responding to International Requests and Advancing International Human Rights Law. These four priorities are all related to the DOJ strategic outcome of ensuring a fair, relevant, accessible justice system that reflects Canadian values.

As noted in Chapter One, the highest proportions of funded projects for 2002-03 to 2004-05 were in the priority areas of Equality, Diversity and Access to Justice (69 per cent of projects) and Justice System Design (25 per cent). Similarly, the greatest proportions in terms of approved funding amounts were in these same two priority areas (54 and 36 per cent of funding, respectively). These data indicate, therefore, that the majority of funded projects are compatible with priorities related to Equality, Diversity and Access to Justice, and Justice System Design, which in turn appear to be most closely aligned with the current DOJ priority of Promoting Access to, and Efficiencies in, the Justice System.

Similarly, the project file review indicates that there is substantial compatibility between the objectives of funded projects and DOJ priorities.<sup>13</sup> Among the project files reviewed, projects were compatible with Departmental priorities of Promoting Access to, and Efficiencies in, the Justice System (83 per cent), Protecting Children, Youth and Vulnerable People (28 per cent), the Aboriginal Justice Strategy (10 per cent), and Responding to International Requests and Advancing International Human Rights Law (25 per cent). Other DOJ priorities (indicated in 80 per cent of project files) include: justice system design; Nunavut; PLEI; sentencing and correctional reform; equity, diversity and access to justice; increasing voluntary sector capacity; public education/awareness; dispute resolution mechanisms; and diversity and gender equality.

However, interviewees at DOJ have mixed views about the extent to which the Program is able to adapt and respond to new Department priorities. Although the priorities of the Program are sufficiently broad to include new Departmental priorities, much of the funding is already designated to annual Named Grants, PLEI organizations, Family Violence, Nunavut and LSAP bursaries, leaving a relatively small amount (approximately \$0.5M) for general grants and contributions. It is perceived that the non-designated funds have also been eroded in the past (as there has been hesitancy to reduce funds to organizations with longstanding relationships) making it a challenge to address new Department priorities. It is suggested that access to more funding would help address this challenge.

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<sup>13</sup> As the DOJ priorities were not explicitly stated in most applications, inferences regarding the compatibility of projects with DOJ priorities were typically made by DOJ Program Analysts.

### 3. SUCCESS

#### 3.1. Achievement of Program Objectives

Evaluation findings from the project file review, key informant interviews, survey of funding recipients and case studies suggest that the Justice Partnership and Innovation Program has made progress in contributing to all three of its objectives. However, limitations in the available evidence (e.g., lack of credible evidence of impacts in the project files) and in the evaluation design (lack of an adequate comparison group for the survey of funding recipients) make it difficult to draw firm conclusions on the incremental Program impacts related to these objectives.

Highlights of contributions to each of JPIP's objectives are as follows:

- ***Increasing the capacity of the Department's partners to develop innovative solutions to emerging justice and related issues:*** The Program helps most funding recipients build capacity in responding to a wide range of emerging justice-related issues; for example, approximately three-quarters of survey respondents indicate that their projects would not have proceeded in the absence of JPIP funding. Diverse justice-related issues (in particular, those related to Equality, Diversity and Access to Justice, and Justice System Design) are being addressed by funded projects, which help to meet Departmental needs. Project results are communicated by project sponsoring organizations, partners and DOJ to a range of audiences using several methods/media, though the perceived effectiveness of communications is variable among projects.
- ***Developing a more informed and engaged public and legal community with regards to the law and legal system:*** JPIP has had some success in informing and engaging the public and legal community on emerging issues related to the law and legal system (e.g., through the provision of information and delivery of workshops and conferences). However, all observed improvements to awareness and engagement cannot be attributed solely to JPIP.
- ***Contributing to policy development as it serves a changing society:*** Funded projects may potentially contribute to the policy development process in the Department, primarily

through the provision of information and advice stemming from projects to policy makers. Although project results have been communicated to DOJ policy makers, key informants within DOJ do not believe that awareness among Departmental policy makers is high enough. Given the lack of evidence coupled with the long-term nature of the policy development process, it is unclear to what extent most projects have contributed (or will contribute) directly to revising existing policies or developing new ones. Still, there are examples of success, such as the work of the Uniform Law Conference of Canada on the Commercial Law Strategy.

The detailed evaluation findings pertaining to the achievement of each of the three Program objectives are presented in the remainder of this section.

### **3.1.1. Increasing Capacity of the Department's Partners to Develop Solutions to Emerging Issues**

#### **Building the Capacity of Partners**

**Key Findings: The Program helps most funding recipients build capacity<sup>14</sup> in responding to a wide range of emerging justice-related issues; approximately three-quarters indicate that their projects would not have proceeded in the absence of JPIP funding. There is some concern, however, that limited JPIP funding only allows capacity maintenance, not development.**

For the majority of the project files reviewed, capacity was built to respond to emerging justice-related issues (67 per cent) and to assist Departmental/project partners in developing solutions (78 per cent). Due in part to JPIP support, capacity to address justice-related issues and develop solutions was developed in a variety of ways, including: the delivery of conferences and workshops (and associated learning); funding for ongoing operations; production of resource and planning materials/documents; development and delivery of multi-media curricula; release of policy statements or documents; facilitation of networking opportunities; extension of project reach within designated target groups; formal training sessions; and presentations. A greater majority of funding recipients surveyed (93 per cent) indicate that JPIP funding contributed to a great extent to increased capacity. In addition, most (78 per cent) say that their project would *not*

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<sup>14</sup> Capacity building refers to increasing the knowledge, skills, reach and/or financial/human resources of funded/partner organizations to address emerging justice-related issues.

have been carried out without JPIP funding; only one-fifth say that their project would have proceeded in the absence of this funding.

DOJ interviewees also indicate that the Program does help build capacity, though the limited funding available for some projects/organizations and a reduction in JPIP funds (i.e., due to DOJ budget reallocations or a reduction in the general, non-designated contributions portion of the available Program funds) may mean capacity is maintained rather than increased. Specific examples of partners for which capacity has been developed include the: Uniform Law Conference of Canada (Commercial Law Strategy); PLEI organizations; Akitsiraq Law School (Nunavut Law Program); Prostitution Awareness and Action Foundation of Edmonton (PAAFE); and National Judicial Institute (Social Context Education Project, Judicial Learning Network). For instance, the Nunavut Law Program provides an illustration of building the capacity of the Department's partners because it has graduated 11 Inuit lawyers. JPIP funding for this project enabled the Akitsiraq Law School Society to develop a unique four-year LL.B. degree program to provide Inuit students with an opportunity to build academic skills and achieve substantive credit for law courses; some students have been retained by DOJ, while others have been hired by the Nunavut Government. In some cases without JPIP, initiatives may not have occurred or would have been substantially reduced. This view is shared by the external partners/stakeholders interviewed who, in general, link funding to increased capacity. One partner explicitly notes that capacity building is limited due to inadequate funding. Nonetheless, capacity is indicated to have increased with respect to two main areas: developing better products (e.g., conferences, initiatives) and gaining credibility as a competent organization (due to the receipt of DOJ funding) to establish further partnerships and leverage additional funds.

***Case Study of the Commercial Law Strategy:*** Evidence from the case study of the ULCC's Commercial Law Strategy (CLS) corroborates the views of DOJ interviewees that Program funding has increased the capacity of the Uniform Law Conference of Canada (ULCC). Specifically, the Program funding has enabled the Strategy to: better promote itself and its work to harmonize and modernize commercial law in Canada; increase the financial and in-kind support from partners; take on more projects than it could have otherwise; and develop a national approach to projects that involves a working group of legal practitioners from a variety of sectors across Canada. One interviewee explains that as a result of Program funding the CLS has developed a more comprehensive approach to its projects, which has increased the breadth and depth of expertise that is brought to bear on each project. Also, the Program funding has enabled more work to be

completed in a shorter timeframe by supporting the operation of the Strategy, including: face-to-face meetings, conference calls, consultation, translation, and modest honoraria for the Chairs of the working groups. In addition, through raising awareness of itself and the value of its work, the Strategy has increased the amount of support from provincial and territorial governments, which further increases its capacity.

### **Supporting Projects That Deal with Emerging Justice-Related Issues**

**Key Findings: The evaluation evidence indicates that diverse justice-related issues are being addressed by funded projects, which help to meet Departmental needs. Most of these issues fall into the two broad priority categories: Equality, Diversity and Access to Justice; and Justice System Design. The solutions developed by partners/funding recipients tend to take the form of outputs/products, information and relationships aimed at addressing an emerging justice-related issue. The usefulness/quality of project evaluations in identifying effective approaches for justice system design and responding to emerging issues varies. Still, most funding recipients report that they developed an effective solution to respond to an emerging justice-related issue. There is some evidence to indicate that new/additional information on emerging issues is being created by funded projects, and it is reasonable to conclude that this information helps to build most partners' capacity to address/develop solutions to justice-related issues.**

Funding recipients surveyed provide a wide range of examples of emerging justice-related issues addressed by their project, including: relation between security and human rights; approaches for addressing cyber crime; terrorism; judicial dispute resolution; access to justice for various groups such as persons with disabilities, medium-income Canadians and people living in rural and remote communities; prison reform; technical/scientific legal issues related to impaired driving; issues related to the Indian Act; and human rights issues for different groups including child soldiers, victims, gay/lesbian/bisexual/trans-gendered people, and tenants and refugees facing deportation. Similarly, external partners/stakeholders interviewed note that they are addressing emerging issues such as: law in a fearful society; restorative justice; violence against women and in gay families; children as victims and witnesses of crime; efficiency and fairness in the criminal justice system; wrongful conviction compensation; franchises; income trusts; mortgage fraud; and audio and visual copyrights. In the view of one partner, however, the same issues and priorities are always being addressed, so these issues need to be expanded.

The majority of funding recipients surveyed indicate that the solution they developed in their project was effective to some or a great extent (24 and 62 per cent, respectively) in responding to emerging justice-related issues<sup>15</sup>. Funding recipients report numerous examples of solutions. In general, these are project products/outputs, such as training materials, handbooks, conferences/workshops and publications designed to educate, inform and raise awareness of issues and, in some instances, associated strategies. Ongoing engagement of and collaborative relationships with various stakeholders are also noted as part of the solutions for some projects. An example of a project that addresses emerging justice-related issues is the Barbershop Show School Tour on Human Rights, which raised awareness of human rights among Canadian youth via a musical production that was performed at schools across Canada.

Related to the above findings on solutions, DOJ interviewees note that partners are also developing new/additional information on emerging issues, which is useful to many communities (e.g., new Canadians/immigrants and Aboriginal communities). Moreover, these key informants feel that the Program is meeting Departmental needs through the provision of funding for a wide range of projects/issues, including: the 20<sup>th</sup> anniversary celebration of the Charter; Ensemble Contre la Peine de Mort (Together Against the Death Penalty) (ECPM) Canada; commercial dispute resolution; international conference on justice issues related to the lesbian, gay and bisexual community; Church Council on Justice and Corrections; restorative justice; wrongful convictions (which led to DOJ hiring a special advisor); same sex marriage; Canadian Society of Forensic Science; PAAFE project; Bill C2 project; spousal abuse in minority communities; and judicial education (e.g., “You Be the Judge”). An example of meeting Departmental needs is the work of the Canadian Society of Forensic Science, which provides the Department with advice on alcohol and drug testing that relates to outstanding policy issues regarding alcohol, drugs and driving. However, because the JPIP Advisory Group has not met recently to identify emerging issues/priorities for the Department, the extent to which projects are supporting the most important issues/priorities is less clear.

For purposes of identifying effective approaches/solutions, DOJ interviewees indicate that the quality of project evaluations submitted varies widely based on the expertise of the funded organization. Often organizations do not allocate sufficient funds to conduct a high quality evaluation in their desire to see the money go directly toward serving the public. However, even when high quality evaluations are completed, the information may not be accessed in the Department because the primary method of distributing the information is Internet/Intranet posting (which requires an individual to actively seek the information). External

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<sup>15</sup> This is purely the opinion of survey respondents; no specific criteria were used to assess effectiveness.

partners/stakeholders observe that evaluations are useful in making projects more effective and refining project objectives. For example, pre- and post-project tests have demonstrated how awareness of human rights issues has increased in the Barbershop Show School Tour.

### **Communication and Awareness of Project Results**

**Key Findings: Project results are communicated by project sponsoring organizations, partners and DOJ to a range of audiences using several methods/media. The perceived effectiveness of communications is variable among projects. In the view of funding recipients, awareness of their project results is reasonably high (in order of priority) among DOJ policy makers, the legal community and the public. Among key informants who are able to comment, interviewees perceive that awareness of results varies as a function of the topic area, how focused/localized the project is, and the amount of project resources devoted to communications.**

The project file review indicates that several methods were used to communicate project results including: formal reports (48 per cent); conferences, meetings and workshops (45 per cent); websites (43 per cent); local community/neighbourhood newspapers (30 per cent); newspapers, radio or television (20 per cent); brochures/publications (15 per cent); newsletters (10 per cent); as well as some other methods (35 per cent). Other methods include: special edition journals; press releases; DVD, MP3, or video recordings; direct mail-outs; and CD and Internet resources. For the project files reviewed, project results were most frequently shared/communicated with: members of the targeted priority group (60 per cent); project partners (35 per cent); government policy makers/politicians (35 per cent); the legal community (35 per cent); the general public in the community (25 per cent) or more broadly (33 per cent); educators (20 per cent); and other audiences (18 per cent).

Similar evidence<sup>16</sup> on the communication of project results is provided by the survey of funding recipients. Virtually all funding recipients (97 per cent) have shared their project results. The methods most frequently used by these respondents include: websites (88 per cent of responses); brochures/publications (77 per cent); formal reports (77 per cent); conferences, meetings or workshops (64 per cent); media such as newspapers, radio or television (64 per cent); newsletters

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<sup>16</sup> The discrepancy between the frequencies for different communication methods and audiences found in the file review and survey can be explained in part by files being closed before all communication has occurred. Indeed some project final reports indicated that further communication was pending. This discrepancy between the file review and survey findings may also be partially explained by the somewhat high margin of error for the survey: +/-12.3 percentage points.



(43 per cent); and local community/ neighbourhood newspapers (40 per cent). Funding recipients report that, to some or a great extent, their project results were well disseminated by their organization (21 and 70 per cent, respectively), their partners (18 and 52 per cent), and DOJ (20 and 18 per cent, though 59 per cent do not know). The audiences with whom project results are most commonly shared include: project partners (96 per cent of responses); the legal community (92 per cent); government policy makers/politicians (84 per cent); educators (78 per cent); the general public in the community (71 per cent) or more broadly (65 per cent); and members of the targeted priority group (59 per cent).

DOJ interviewees indicate that the communication methods and effectiveness regarding projects varies. All project results are communicated internally to DOJ policy staff (with uncertain impact as noted in Chapter Two). Some projects also receive press coverage (e.g., Charter conference). DOJ also shares results with relevant stakeholders using distribution lists. Projects that communicate best tend to be affiliated and partners with a PLEI organization and have a website. A separate funding arrangement to disseminate project results/products may also lead to improved communication. External partners/ stakeholders interviewed communicate project results through a variety of media ranging from book/report publications, newsletters, and websites to mass media campaigns with film crews, television and/or radio coverage. Results are also disseminated through partner organizations and networks.

Funding recipients surveyed perceive that to some or a great extent the level of awareness of their project results is high among DOJ policy makers (26 and 54 per cent, respectively), the legal community (48 and 42 per cent) and the public (54 and 26 per cent). In general, DOJ interviewees do not know the level of awareness of project results among the public, the legal community, and stakeholders within and outside DOJ. Public awareness may be higher in more focused and localized projects. External partners/stakeholders suggest that level of awareness corresponds to some extent to the amount of resources allocated to communication and the topic area. Awareness levels therefore range from fairly low to very high as indicated by feedback and website use.

### 3.1.2. Developing a More Informed and Engaged Public and Legal Community

#### Developing a More Informed Public and Legal Community

**Key Findings:** Evidence indicates that new/additional information on emerging issues is being created by funded projects, and that this helps to inform the public and legal community. Mixed results are obtained with respect to the level of public and legal community awareness of Program/funded project results; survey and case study findings suggest that the level of awareness is at least moderately high, whereas key informant interviews generally indicate that awareness tends to be low. Based on the project file review, numerous projects probably contribute to increased awareness/knowledge of the law and legal system among the public and legal community as a result of their awareness-raising activities and outputs. There is, however, only limited hard evidence of incremental project impacts on awareness. On the whole, evaluation evidence suggests that JPIP has had some success in informing the public and legal community about issues related to the law and legal system. It should be noted, however, that it was beyond the scope of this evaluation to consult either the public or the legal community directly.

Interviewees from DOJ provide several examples of projects/programs that successfully informed and engaged the public; however, often the evidence of success is anecdotal rather than empirical. Projects/organizations reported to be successful include the: 411 Initiative's Barbershop Show School Tour on Human Rights; Institut Phillippe Pinel de Montreal; National Aboriginal Achievement Foundation's Circle of Justice in the Classroom project; Uniform Law Conference of Canada's Commercial Law Strategy; PLEI organizations' legal information and education; and Canadian Superior Courts Judges Association's You be the Judge project. For example, the You be the Judge project is targeted at high school students across Canada and aims to increase their awareness and knowledge regarding the role and independence of the judiciary. External partners/stakeholders indicate that their funded projects do inform and engage the public and/or legal community as intended. The method in which this occurs varies from initiating dialogue to conference participation to producing and distributing books. It should be noted, however, that the extent of informing/engagement cannot typically be confirmed, but is inferred from rates of participation or distribution of information.

Funding recipients surveyed perceive that to some or a great extent the level of awareness of their project results is high among the legal community (48 and 42 per cent, respectively) and the public (54 and 26 per cent). On the other hand, several DOJ interviewees suggest that both the public and legal community awareness of JPIP and the results of funded projects tends to be low.

However, JPIP has been fairly low-key in self-promotion, due in part to its inability to meet increased demand for funding. External partners/stakeholders interviewed also indicate that awareness levels of both the public and legal community of Program results tend to be low. However, there are some exceptions to this (e.g., the Uniform Law Conference of Canada disseminates its findings widely among the legal community including lawyers in government and private practice, legal academics and the judiciary). Also, some issues receive a great deal of attention by the media.

For just over half of the project files reviewed, the project increased awareness/knowledge among the public and legal community (58 and 53 per cent, respectively). Funded projects increased public awareness via presentations, conferences, workshops, stage shows, festivals, and sharing of project results through program participants, the media, and/or websites. Similarly, awareness among the legal community was raised through participation at conferences/fora and distribution of information, journals and project results. It should be noted, however, that the availability of credible evidence of project impacts on awareness is limited in the files; often breadth, depth, and evidence of increased awareness is not indicated. When evidence for increased awareness is provided, it is indirect (allowing impacts on awareness to be inferred) rather than direct — for instance, attendance figures (at conferences, workshops, presentations), information distribution (through the media or products produced), or website activity may be cited.

The majority of funding recipients surveyed indicate that JPIP funding contributed to some or a great extent (25 and 73 per cent, respectively) to a more informed and engaged public with regards to the law and legal system.<sup>17</sup> In addition, most say that JPIP funding contributed to some or a great extent (43 and 49 per cent) to a more informed legal community. To a moderate or great degree, most funding recipients also perceive that their project contributed to recent changes in awareness among the public (51 and 44 per cent) and legal community (35 and 62 per cent).

Interviewees from DOJ indicate that there will always be a need for more awareness and engagement in the law and legal system as the issues are always changing and the public may be misinformed. Several examples of collaboration between the legal community and public are evident in approaches to restorative justice such as healing circles and alternative dispute resolution programs. External partners/stakeholders interviewed hold divergent views regarding whether changes in awareness have occurred, and whether these changes are positive or not. A

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<sup>17</sup> In the survey, informed and engaged were combined in the same question regarding the public.

positive change attributable to some extent to JPIP is the greater awareness of the Charter of Rights, which is related to the issue of same-sex marriage. In general, however, the existing low level of public awareness is considered insufficient by some of these key informants.

***Case Study of the National Day Against Homophobia:*** The case study examining the Fondation Émergence’s National Day Against Homophobia suggests that the funded project was successful at informing the Canadian public. For example, 187 groups composed of professionals, associates and political parties recognized the National Day Against Homophobia, including: L’Assemblée nationale du Québec, various representatives within the House of Commons, including the Minister of Health, and various municipalities. Also, the Fondation Émergence was informed of over 300 activities aimed at opposing homophobia within the context of the National Day such as an “awareness breakfast” in Vancouver, a public forum held in Toronto, « La soirée de témoignage » and « Le cocktail de solidarité » in Montreal, and a Press Conference and Fight Against Homophobia Award put on by the media. In addition, the project results were made available on websites of the Fondation Émergence and National Day Against Homophobia and communicated with DOJ, Aboriginal groups, local community groups, victim-related organizations, the Canadian public, federal departments, and provincial and territorial government departments.

***Case Study of The Circle of Justice in the Classroom:*** The case study on the National Aboriginal Achievement Foundation’s Circle of Justice in the Classroom provides an example of how funded projects can raise awareness among key target groups. This project aimed to increase awareness among Aboriginal high school students of the educational and career opportunities available in the justice sector; the 2.5-hour workshops were delivered to more than 900 Aboriginal students at 36 high schools across Canada. Evidence from participant evaluation forms and responses from students and teachers indicate that the project was well-received and reported to be interesting, motivating and helpful. In addition to the classroom delivery, the video component of the workshop was shown at the National Aboriginal Achievement Foundation’s 2005-2006 Blueprint for the Future events in Winnipeg and Vancouver, which are national career fairs for First Nation, Métis, and Inuit high school students. More broadly, the module was launched by the Department’s Associate Deputy Minister Donna Miller at the

National Aboriginal Achievement Awards gala in Vancouver in January 2006 before a live-to-tape audience of 2,700, which was later broadcast on Global Television to an estimated audience of between 600,000 and 1M viewers.

## **Developing a More Engaged Public and Legal Community**

**Key Findings: JPIP has had some success in engaging the public and legal community with respect to the law and legal system. However, all improvements to engagement (and awareness) cannot be attributed solely to JPIP. There are numerous examples of projects that probably contributed to increased public and legal community engagement in the law and legal system; however, there is only limited hard evidence of incremental project impacts on engagement. It will be important for JPIP to develop valid, consistent measures of public and legal community engagement so that these impacts can be assessed for future projects.**

For a minority of the project files reviewed, there is some indication that the project increased engagement of the public (41 per cent) and legal community (35 per cent). In contrast, the majority of funding recipients surveyed indicate that JPIP funding contributed to some or a great extent (25 and 73 per cent, respectively) to a more informed and engaged public with regards to the law and legal system. In addition, most indicate that JPIP funding contributed to some or a great extent (37 and 60 per cent) to a more engaged legal community. Similarly, to a moderate or great degree, most funding recipients perceive that their project contributed to recent changes in the level of engagement by the public (47 and 48 per cent) and legal community (55 and 42 per cent).

As noted, findings from the project file review indicate that projects probably increased the engagement of the public and legal community to some extent (e.g., by involving judges in curriculum design and students in human rights activities), however concrete evidence is typically unavailable in the files to substantiate the nature and extent of this engagement. Final reports often include intentions (ranging from specific multi-stage strategies to broad intentions) to engage target audiences following completion of the funded phase of the project. In a few cases, evidence of engagement is indicated through specific activities that participants engaged in during or following project participation (e.g., involvement in curriculum design, consulting a lawyer, joining Amnesty International, indicating on a post-project survey that the programming was pertinent). Several project files indicate attendance and/or keynote addresses by provincial or federal justice Ministers, suggesting engagement of at least this segment of the legal community. Consistent with these project file review findings, case studies indicate that funded

projects have contributed to increased engagement by the public (specifically Aboriginal youth in one case study), and by the legal community through involvement in design, delivery and research with regard to the law and legal system.

DOJ interviewees suggest that engagement by the public in the law and legal system has increased as evidenced, for example, by more self-represented litigants and based on their general impressions. However, there is reluctance to attribute this increase solely to JPIP as the media and availability of information through the Internet also likely play a role, and even PLEI organizations indicate an inability to measure awareness. Some external partners/stakeholders also indicate that engagement has increased due at least in part to JPIP. Evidence of improved engagement includes invitations to speak, requests to translate material, and website use.

### **3.1.3. Contributing to Policy Development in the Department**

**Key Findings: Funded projects may potentially contribute to the policy development process in the Department, primarily through the provision of information and advice stemming from projects to policy makers. It is perceived that justice policies reflect changing Canadian society to some extent, though more work remains to be done. An example of a project contribution to policy development is the work of the Uniform Law Conference of Canada on the Commercial Law Strategy. Given the lack of evidence coupled with the long-term nature of the policy development process, however, it is not clear to what extent most projects have contributed (or will contribute) directly to revising existing policies or developing new ones.**

For only five per cent of project files reviewed does it appear that the project contributed to policy development (though whether a contribution to policy occurred was *not* evident in 38 per cent of the files). However, in only one of these two cases was the specific contribution to policy development indicated in the project file: ratification of a relevant (UN) protocol by France. This contrasts substantially with the views of the majority of funding recipients surveyed who report that JPIP funding contributed to some or a great extent (38 and 48 per cent, respectively) to the development of DOJ policy to serve a changing society. In the examples that respondents provide, however, it appears that this contribution is typically in the form of educating/informing policy makers and/or other stakeholders of policy-related justice issues (which may have some influence on the policy process in the long term), as opposed to the actual, current development or refinement of a Departmental policy. As already noted (in Section 2.1c), DOJ interviewees have mixed views regarding the impact of projects on policy development and note that the

contribution of input from projects is difficult to determine as JPIP receives little feedback on the usefulness of the information to policy development.

The majority of funding recipients surveyed perceive that DOJ policies reflect changing Canadian society to some or a great extent (60 and 33 per cent, respectively). This perception is supported by some DOJ interviewees who suggest that justice policies are reflecting Canada's changing society (e.g., same-sex marriage; National Day Against Homophobia; and recent work of the Uniform Law Conference of Canada relating to the Uniform Arbitration Act). However, technology and cyber-crime are specifically mentioned as areas where more work needs to be done.

***Case Study of the Commercial Law Strategy:*** Evidence from the CLS case study indicates that the Strategy contributes to the policy development of the Department through the development of domestic Uniform Laws necessary for Canada to accede to international conventions (e.g., UNIDROIT Conventions and the International Centre for Settlement of Investment Disputes Convention) and providing policy guidance to the Department based on its research. In particular, the CLS supports DOJ's work to develop and improve the international and national legal framework in the area of private international law. In addition to private international law, the work of the Strategy supports the policy development of the Department in other areas of commercial law. For example, the CLS' Charitable Fundraising Project was mandated to develop a Uniform Charitable Fundraising Act and prepare a detailed policy discussion regarding the legislative scheme to regulate charitable fundraising. Findings from the case study indicate that the results of CLS projects are distributed to the policy staff within the Department, who actively support the work of the Strategy, and communicated to federal, provincial and territorial governments as well as with both the professional and academic legal community.

### **Level of Awareness of Project Results Among Policy Makers**

**Key Findings:** Project results have been communicated to a range of audiences including DOJ policy makers. While funding recipients perceive that DOJ policy makers are reasonably aware of their project results, key informants within DOJ do not believe that awareness among Departmental policy makers is high enough.

For 25 per cent of the project files reviewed, it appears that project results were communicated to DOJ policy makers, though there is little hard evidence of the extent/reach and impact of these communications provided in the files. However, as noted previously, funding recipients surveyed perceive that the level of awareness of their project results is high among DOJ policy makers to some or a great extent (26 and 54 per cent, respectively). In contrast, DOJ interviewees in general feel that awareness of project results among policy makers is low though they should be aware. According to some interviewees, JPIP is not a priority among policy staff, so although there is a mechanism in place to receive feedback from policy makers, obtaining this feedback is difficult.

### **3.2. Contribution of Partnerships to Program and Project Outcomes**

**Key Findings: Partnerships are perceived to contribute to the Program’s ability to meet its objectives, in particular, due to the financial and in-kind support provided by project partners. The provision of advice/expertise, assistance with project design and delivery, and facilitation of access to and linkages/networking with key stakeholders as well as clients can enhance project delivery, reach and stakeholder buy-in.**

DOJ interviewees indicate that in many instances partnerships (e.g., with the Uniform Law Conference of Canada; Law Commission of Canada; Canadian Bar Association; provincial/territorial authorities; universities; Inuit community organizations; Canadian Association of Provincial Court Judges; other federal departments) help to improve project outcomes including for: Reach Canada; the Uniform Law Conference of Canada; Centre for Initiatives in Education; Akitsiraq Law Program; PAAFE; and programs of the National Judicial Institute. For example, for the collaboration between Carleton University’s Centre for Initiatives in Education and Nunavut Arctic College, one interviewee indicates that the Centre partnered with Nunavut Government departments, Inuit organizations and private foundations to deliver the project. The project aims to develop a post-secondary education model tailored to northern cultural needs for implementation in Nunavut. External partners/stakeholders agree that partnerships are essential to the success of their programs/projects. JPIP support is useful in giving credibility to projects and in leveraging additional funds. Types of partners vary by project but include governments (provincial/territorial, other federal departments), provincial and international organizations (e.g., Ontario Arts Council, Amnesty International), foundations (e.g., Laidlaw Foundation), and experts (e.g., lawyers, government officials, academics). In some cases the partnership funding precedes JPIP funding, but in others JPIP funding is instrumental in



obtaining partnership funding. Partnerships are expected to continue or be revisited if appropriate.

Virtually all funding recipients surveyed (94 per cent) indicate having project partners other than DOJ. The vast majority (94 per cent) report being extremely satisfied with the quality of their project partnerships. Most funding recipients expect to work with their partners on another project in the future to some or a great extent (10 and 88 per cent, respectively). Among the funding recipients with partners other than DOJ, all (100 per cent) perceive that the involvement of these partners helped to improve their project outcomes to a great extent. Major ways in which partners helped to improve project outcomes include provision of in-kind and financial contributions, provision of advice/expertise on and assistance with project design and delivery, and facilitating access to or linkages/networking with key project stakeholders and clients.

DOJ interviewees indicate that partnerships allow projects/programs to: secure additional resources (e.g., Reach Canada, Inuit law studies program, PAAFE); and increase participation, collaboration and buy-in by stakeholders. One interviewee reports that a partnership with a French-speaking jurist association enabled Reach Canada to secure funding for the second phase of its Equality in Practice: Promoting Disability Accommodation in the Legal/Judicial Field project. This project aims to improve the understanding of disability by judges and courthouse staff and help prepare law students on matters of disability law. In addition, interviewees from all three case studies indicate that project partnerships improved project outcomes by expanding the scope and reach of the funded projects. In two case studies, interviewees report that the funded partners improved the Program's ability to meet its objectives by utilizing the partner's expertise and existing networks to improve the delivery and reach of the project. Interviewees from the third case study indicate that the project partnerships have improved the project's outcomes by contributing much needed financial and in-kind resources. In this case study, interviewees note that the Program funding has been essential for securing funding and in-kind contributions from project partners for the drafting and translation of legislation.

### 3.3. Unintended Impacts

**Key Findings: It is perceived that several projects have unintended positive impacts, though in many cases these are actually factors related to project delivery (e.g., greater reach or participation than expected) or intended impacts being achieved to a greater degree than anticipated (e.g., awareness being increased more than expected). No major unintended negative impacts are reported.**

Unintended positive impacts are evident in 10 per cent of the project files reviewed. Some of these impacts are actually related to project delivery (e.g., attendance surpassing expectations, involvement of new partners who helped to expand project access and reach, involvement of unanticipated partners who provided unanticipated access to groups of interest). Also, for one project, interest in attending the subsequent session was expressed by some participants. In another project, interest by the Privacy Commissioner of Canada led to her initiation of a cross-Canada survey of all of Canada's provincial and territorial privacy commissioners and the production of a companion study in the privacy commissioner community; results of the study were presented at the conference supported by JPIP. However, in the survey, substantially more funding recipients (43 per cent) indicate that there were some unexpected or unintended positive impacts of their funded project. These impacts include: an amendment to the Criminal Code to include persons with intellectual disabilities; creation of new opportunities and relationships as a result of project partnerships; the continued use of project information for educational purposes following the project; and generally achieving more positive results than initially expected (e.g., learning more about issues and broader awareness of the project than initially expected). In some cases, the examples provided are more related to project delivery, for instance, reaching more members of the public (with information), attracting more volunteers, and receiving more community support for the project/event than expected.

DOJ interviewees identify several unintended positive impacts. The availability of funds has stimulated the development of more ideas than expected. For example, territorial government support for the Akitsiraq program is greater than expected and partner buy-in for the PAAFE project has resulted in an ongoing project. External partners/stakeholders interviewed do not report any unintended positive impacts except the Program resulting in more work than anticipated.

Evidence from two case studies indicates that there were positive unintended impacts associated with the delivery of the projects funded by the Program; no positive unintended impacts were reported in the third case study. These positive unintended impact include: increased public awareness of the project resulting from the opportunity to launch the project at the National Aboriginal Achievement Awards broadcast nationally on Global TV to an estimated audience of 600,000 to 1M viewers; increased buy-in and partnership by provincial governments; a new approach to administering multi-year contribution agreements; and increased awareness of the bijural nature of Canada's legal system, increased interest by a federal government partner, and more work than initially anticipated.

### 3.4. Incremental Impacts

**Key Findings: A majority of funding recipients and key informants agree that, in the absence of JPIP funding, most eligible projects would have been more limited in scope (e.g., fewer activities and participants), would have been less successful, and may not have proceeded at all. Most funding recipients indicate that the primary reason for the latter would be the difficulty in securing funding from other sources.**

The majority of funding recipients surveyed (78 per cent) perceive that their project would not have proceeded without JPIP funding. Among these respondents, most (88 per cent) agree that the primary reason for this would have been an inability or difficulty in securing funding from other sources. Most funding recipients say that if JPIP funding had not been available, their project would have been affected to some or a great extent (34 and 66 per cent, respectively). The major ways in which projects would have been affected include: the project would have been delayed or taken longer (29 per cent of responses); there would have been fewer activities (26 per cent); they would have lost partners or had no/less collaboration (18 per cent); they would have had different activities (15 per cent); and they would have had fewer participants (15 per cent). In the view of three-quarters (75 per cent) of funding recipients, their project would have been much less successful if there had been no JPIP funding. A minority of those surveyed (16 per cent) estimate that their project would have been about the same in scope without JPIP funding.

Most funding recipients (74 per cent) perceive that JPIP makes a completely unique contribution by offering them assistance they cannot get anywhere else. One-quarter of respondents (25 per cent) say the Program's contribution is somewhat unique. Similarly, interviewees from all three case studies indicate that funding provided by the Program is a unique contribution that the recipient organization could not have obtained from another source given the nature and scope of the funded project. These impressions are reflected to some extent in the responses of most non-funded applicants interviewed who indicate that their projects proceeded without JPIP funding but either not in the original form or with difficulty. These interviewees report that the failure to receive funds from JPIP affected their projects in a variety of ways, including: delayed the start of the project because the organization had to look for other sources of funding; limited the scope of the project; resulted in a higher than expected admission fee to cover costs, which was perceived to have deterred attendance by the public; and put the delivery of the project at risk until other funding could be secured.

DOJ interviewees concur that projects would be more limited in the absence of JPIP. In some cases projects may have proceeded at a slower pace and/or been more limited in scope. In other cases projects may not have occurred at all, especially in the case of judicial organizations which cannot solicit corporate funding. Indeed some proposed projects that did not receive JPIP funding did not proceed. Other projects that would likely not have proceeded include Akitsiraq, PAAFE, and Restorative Justice. JPIP is the only DOJ program designed with the flexibility to address a diversity of emerging issues (as opposed to other DOJ programs with single, targeted purposes), and has been instrumental in the initial stages of some projects both within and outside DOJ. JPIP also offers advice to unsuccessful applicants in identifying other potential sources of funding and/or methods to carry out the projects (e.g., use of co-op students from a university/college). The National Crime Prevention Strategy is the only alternative source of funds mentioned by DOJ interviewees as being used by an unsuccessful JPIP applicant. External partners/ stakeholders interviewed agree that without JPIP funding their projects would be reduced in scope and in some cases would not be implemented, as partner funding would also be adversely affected. One stakeholder suggests that operating with a deficit would also be an option.

## 4. COST-EFFECTIVENESS AND ALTERNATIVES

### 4.1. Cost-Effectiveness of Program

Although a rigorous cost-effectiveness analysis was beyond the scope of this evaluation, there are indications that JPIP is a reasonably cost-effective program. In light of the benefits of JPIP (discussed in the previous chapter), the Program's costs do not appear to be excessive: JPIP resources are generally perceived to be sufficient at the level of individual funded projects but insufficient at the overall Program level because the demand for funding for quality projects exceeds the supply. In addition, JPIP funding facilitates the leveraging of considerable financial and in-kind contributions from other sources. Findings of the project file review indicate that, on average, fully 63 per cent of the total project value was leveraged from (or, at least, contributed by) a diversity of project partners. Moreover, as discussed in Section 4.2 of this chapter, JPIP is regarded as more cost-effective than its predecessor – the DOJ Grants and Contributions Program – due to a number of improvements and does *not* duplicate the efforts of other DOJ programs/initiatives. Detailed findings pertaining to cost-effectiveness and related issues are presented below.

#### 4.1.1. Appropriateness of Program Resource Levels

**Key Findings: JPIP resources are generally perceived as sufficient at the level of individual funded projects, but at the overall Program level DOJ key informants note that JPIP is under-resourced primarily because demand for funding for quality projects far exceeds the currently available funds. Very little evidence was obtained on the appropriateness of resource allocations and relative value for money among the four types of JPIP funding. However, to date, the average funding amounts per project are far greater for contributions (including core funding) than for Named Grants or Class Grants.**

The majority of funding recipients surveyed are of the opinion that the level of funding provided by JPIP was sufficient to some (37 per cent) or a great extent (52 per cent). Consistent with the views of survey respondents, the findings from the case studies indicate that resource levels for the funded projects were appropriate. In one case study, however, interviewees report the

original request was not met and the recipient had to re-scale the project. With more JPIP funding, funding recipients surveyed (i.e., excluding those who say that their JPIP funding was to a great extent sufficient) indicate that they would have: included more project activities (e.g., conducted more research, provided follow-up support after training, produced more materials, had more project personnel, resource people and speakers); reached/engaged more participants, including covering costs so people could participate in-person; distributed/disseminated project materials/information more widely (e.g., to people in rural/remote locations); and saved costs incurred by their organization for the project.

In contrast to the views of funding recipients consulted in the survey and case studies, some external partners/stakeholders interviewed indicate that funding is insufficient. They explain that more funding would help expand the reach, advertising/promotion, and communication of projects and thereby improve results. These benefits are also reflected in the interview responses of all non-funded applicants who indicate that the receipt of JPIP funding would have had a positive effect on their project: increasing the range and calibre of speakers at a conference; removing or reducing admission fees; allowing the implementation of an originally proposed national project; and enhancing the project to reach more people.

At the Program level all DOJ interviewees express the view that JPIP is significantly under-resourced with the demand for funds for quality projects far exceeding supply. Core funding has not increased in the past 10 years for PLEI organizations, which (as indicated previously) limits capacity building as some provinces only provide in-kind support. Based on the documentation review, the total grants and contributions for JPIP (2002-03) and its predecessor are identical at approximately \$3.7 million

An analysis of Grants and Contributions Information Management System (GCIMS) data provided by DOJ Programs Branch for 2002-03 to 2005-06 indicates that the average approved funding amount per project by type of funding was as follows: Core Funding – Contributions (average of \$138,764); Contributions (\$90,457); Named Grants (\$14,612); and Class Grants (\$7,115). (The overall average funding amount across all of these projects was \$61,977.) DOJ interviewees have mixed views about the appropriateness of funding allocations: some are satisfied, while others suggest that major changes should be made to the extent of removing some funded projects/recipients completely. DOJ is currently reviewing JPIP's allocations among the funding types.

In general, external partners/stakeholders interviewed are unable to compare JPIP to other federal programs. However, JPIP is considered innovative, flexible and simple, and Program staff are perceived to have a good understanding of how the project will contribute to the objectives of the Program and DOJ. It is also noted and appreciated that JPIP staff members take an active role with funding recipients in providing advice (e.g., regarding potential funding partners) and provide strong communication mindful of recipients' needs.

#### **4.1.2. Leveraging Financial and In-Kind Support**

**Key Findings: Among the project files reviewed, an average of 63 per cent of the total project value was leveraged from (or, at least, contributed by) a range of partners within and outside DOJ and the federal government, and most funding recipients regard the leveraged amount as sufficient to support their efforts to some or a great extent. It is perceived that access to JPIP funds is, in many cases, instrumental in partners'/funding recipients' ability to form partnerships and receive associated in-kind and financial support. A comparison with other federal grants and contributions programs is not feasible, as key informants indicate that there is no program directly comparable to JPIP (and the availability of comparable leveraging data is unlikely).**

JPIP funding as a proportion of total project funding in the files reviewed was 37 per cent (ranging from 1-100 per cent), and non-JPIP funding as a proportion of total project funding consequently accounted for 63 per cent (ranging from 0-99 per cent). In almost half of the files reviewed (49 per cent), the non-JPIP funding accounted for 75 per cent or more of total project funding. On average, the funds from other sources (aside from JPIP) for these projects totalled \$165,178.

Findings from the project file review and survey of funding recipients indicate that the frequency of contributions varied by type: financial support (received by 78 and 69 per cent of projects, respectively); in-kind support (53 and 93 per cent); and advice/assistance with project design and delivery (13 and 85 per cent). The frequency of these financial and in-kind contributions also varied by source, as indicated by the project files reviewed and funding recipients surveyed. The major sources were: another federal government department (for 43 and 25 per cent of projects, respectively); the organization's own fund raising (41 and 33 per cent); provincial/territorial government (35 and 44 per cent); a non-profit partner (30 and 39 per cent); the private sector (25 and 55 per cent); and a funding foundation (15 and 35 per cent).

The diversity and breadth of funding partners is confirmed by DOJ interviewees, who indicate that the Program has leveraged funds and in-kind support from within the Department (e.g., Victims Fund, Aboriginal Justice, Family Violence), from other departments in the federal government (e.g., Health Canada, Human Resources and Social Development Canada, Public Safety and Emergency Preparedness Canada, Department of Canadian Heritage, Indian and Northern Affairs Canada) and provincial and territorial governments. For example, JPIP funded the Rankin Inlet project for three years as a pilot, which has been taken over by the Nunavut government as a full program that they are looking to expand to other communities. Indeed the ability to leverage financial and in-kind support is a factor in the decision to fund projects through JPIP. However, the question has been raised as to what extent DOJ Program Analysts should be involved in assisting applicants in finding other funding sources.

All external partners/stakeholders interviewed indicate that the financial and in-kind support they receive is essential to their project's implementation and success. A few DOJ interviewees provide an explicit example of projects where JPIP funds were instrumental in leveraging further funds for partners, including: the Canadian Institute for Administration of Justice, National Aboriginal Achievement Foundation's Circle of Justice in the Classroom project, and the ULCC's Commercial Law Strategy. External partners/stakeholders agree that in most cases JPIP funding is helpful or even essential in leveraging further support.

Two-thirds of funding recipients surveyed requested and received funding from additional sources (aside from JPIP) in order to carry out their project; the remaining third never requested additional funding. Most funding recipients feel that the level of funding they received from other sources (aside from JPIP) was sufficient to support their efforts to some or a great extent (39 and 43 per cent, respectively). The vast majority of funding recipients (88 per cent) perceive that their JPIP funding was to a great extent instrumental in helping them form partnerships. Similarly, in two of the three case studies JPIP support was used to leverage financial and/or in-kind support from provincial or other federal departments. Only a minority of funding recipients surveyed perceive that their project partners' access to JPIP funds enabled them to leverage further funds from other sources to some or a great extent (15 and 12 per cent, respectively). Note, however, that half of the survey respondents (53 per cent) could not answer this question.



## 4.2. Cost-Effective Alternatives

**Key Findings: JPIP is considered to be an improvement over its predecessor – the DOJ Grants and Contributions Fund — due, for example, to clearer objectives more strongly linked to Departmental priorities/strategic objectives; ensuring that projects focusing on access to justice and emerging justice-related issues are best suited for JPIP and do not duplicate the work of other DOJ programs/initiatives; efforts to find suitable funding partners (aside from JPIP) for projects; and improvements to performance measurement. Key informants believe there is no other federal program directly comparable to JPIP and therefore no meaningful cost-effectiveness comparisons can be made.**

The approach of JPIP, in comparison to the former Grants and Contributions Fund, has a clear purpose in funding activities related to access to justice as well as emerging issues with measurable and results-based objectives that satisfy the new terms and conditions for Class Grants, Named Grants and Contributions under the Justice Partnership and Innovation Fund. These two areas are not covered by the other departmental initiatives that have a specific mandate and thereby eliminating the chance of duplicating efforts. The Fund's four components – Innovative Pilot Projects and Activities, Socio-legal Learning, Partnerships, and Public Legal Education and Information (PLEI) – are linked to the objectives of the Fund, which are in turn linked to the strategic objectives of the Department. Many of the characteristics of JPIP are in response to the findings of the January 2002 Evaluation of the DOJ Grants and Contributions Fund, which recommended, for example, that the role and objectives of the Fund be clarified and that a practical performance measurement strategy be implemented. Considering the proposed 2002-03 allocations for Named Grants and the Justice Partnership and Innovation Fund (JPIF), the total grants and contributions for JPIP and its predecessor are identical at \$3,712,668 (based on the document review).

Most DOJ interviewees indicate that in comparison to its predecessor JPIP is more cost-effective. Staff are now trained in performance measurement, ensuring projects meet Departmental needs, seeking funding from other sources, and assisting funding recipients in capacity building. In addition, training for Program Analysts on whether proposals fit in another Department program has helped ensure that collaboration occurs where appropriate. JPIP Program Analysts now share proposals with DOJ policy staff in order to solicit their opinion on whether or not projects line up with Department priorities. Although the Advisory Group also has the potential to help ensure that funded projects are compatible with DOJ priorities, it has reportedly met only once to date.

A new database to track projects (GCIMS) and change to increase coordination between Funds so only a single person takes the lead have also increased coordination and reduced duplication. These changes have led to more positive attitudes in the Department toward JPIP than existed under the former Grants and Contributions Fund, and with JPIP more input is sought from other sections of DOJ. The resources used to administer the Program are perceived to be minimal in comparison to other programs.

However, DOJ interviewees note several cost-related issues. Due to high administrative costs, LSAP (which provides student bursaries categorized as Class Grants) is not viewed as cost-effective. The funding delays at the start of the fiscal year and cut-off date at fiscal year-ends often mean that funding recipients have less than 12 months to complete their projects and produce results, which may have an impact on cost-effectiveness. The reduction in discretionary funds to address emerging needs in one-off projects (e.g., restorative justice) also has implications for cost-effectiveness.

### **4.3. Strengths, Weaknesses and Lessons Learned**

#### **4.3.1. Strengths**

**Key Findings: Perceived strengths of JPIP are the Program's flexibility to fund projects on a wide range of justice-related issues and the assistance provided by Program Analysts (e.g., in improving the project and finding additional funding partners).**

A strength of JPIP is that it is considered to be a low (audit) risk in view of the size of the Program, the nature of the recipients, and the individual amounts awarded. With respect to PLEI organizations, which make up a significant portion of the recipients (over \$1M of JPIP's \$2.7M total in contributions), audits over the past years have found that monies awarded were used for the intended purposes.<sup>20</sup>

Funding recipients surveyed identify the overall structure/organization of the Program, efficiency and helpfulness of DOJ staff, and the Program's ability to address pertinent national issues as chief strengths (14 per cent of responses each). Other strengths include the Program's commitment to funding innovative projects, its ability to foster partnerships, general flexibility and rapid response time (11 per cent of responses each). Accessibility of information about the

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<sup>20</sup> DOJ Contribution Agreement Auditing, 2003-02, p. 20.

Program and the guidelines provided to enable recipients to meet the necessary requirements are other noted strengths.

DOJ interviewees also identify several related strengths the Program. It is adaptable and flexible with broad, clear guidelines and priorities that can be responsive to emerging issues and fund pilot projects with potential of turning into full projects. It helps organizations find alternative/additional sources of funds. The staff have been with the Program for several years and are experienced, dedicated and possess expertise in the area. The Class Grant mechanism saves time in funding smaller projects with expected positive impacts and known recipients. There is a good balance of funding types used in terms of support and accountability levels. External partners/stakeholders interviewed note many of the same strengths of the Program and staff identified by DOJ interviewees, including: flexible, collaborative approach; advice and recommendations about improving projects; and efficient, business orientation.

Interviewees from all three case studies indicate that a good working relationship and communication between Program staff and project staff was an important strength. For example, in The Circle of Justice in the Classroom case study, a good working relationship between Program and project staff resulted in a creative module, which features a video entitled Careers in Justice that is based on the “CSI: Crime Scene Investigation” TV show theme and profiles careers in justice.

#### **4.3.2. Weaknesses**

**Key Findings: Major weaknesses include the lack of resources for and awareness of the Program as well as the contribution agreement requirements (e.g., funding linked to the federal fiscal year, reporting burden on funding recipients).**

Funding recipients surveyed identify complications linked to bureaucracy as the Program’s primary weakness (41 per cent of responses). Difficulties surrounding funding agreements and the required reports commonly emerge in the open-ended responses. Other weaknesses revolve around limitations in funding (31 per cent of responses) and time delays in the advancement of funds (13 per cent). Since long-term funding is not made available, the current Program design is not thought to promote the sustainability of projects. Moreover, the allotted funding amounts for projects are considered low by some respondents.

DOJ interviewees identify several other weaknesses of the Program: a lack of awareness of JPIP both within and outside DOJ is a weakness because this has led to frequent budget cuts, as the

Program continually must demonstrate its usefulness; the lack of resources means many deserving projects cannot be funded; there is a lack of flexibility in funding international projects; the policy development objective is too difficult to demonstrate and achieve (as noted earlier); and the year-end federal/Departmental processes may delay delivery of funds to organizations with tight cash flows.

Case studies identify Program weaknesses related to the contribution agreements. In one case study, an interviewee indicates that the complex and ongoing nature of the project blurred the line between core funding and project funding and resulted in numerous amendments to the contribution agreement. In another case study, interviewees report that the nature of the funding arrangement and the timing of the funding meant that lapsed funding from other projects was not received in time to be transferred to this project and the project faced a tight timeline in which to use all the funds (i.e., the recipient applied for funding in November 2005 and had until March 31, 2006 to use the funding). This resulted in the rushed delivery of the project and the extension of the project completion date in order to accommodate the required project reporting.

#### **4.3.3. Lessons Learned and Suggested Improvements**

**Key Findings: Lessons learned for optimizing Program/project delivery and impacts include: the importance of partnerships for facilitating delivery/impacts and cost-sharing; the importance of communications with stakeholders on project progress and results; and the need for/importance of a Departmental mechanism to review Program priorities annually and to share lessons learned and best practices from previous projects. Suggestions for improving JPIP include: the provision of additional and longer-term funding to enable the implementation of more projects that are worthwhile, as well as coalition-building and follow-up activities; reducing the reporting requirements for funding recipients; carefully reviewing the Named Grants to ensure that recipient organizations are truly contributing to addressing emerging justice-related issues; improving the communication of project results and two-way exchange with DOJ policy makers; and ensuring that the Program's objectives and performance indicators are all realistic (e.g., the long-term objective of contributing to policy development may be unrealistic and too difficult to measure).**

The major lessons learned reported by respondents in this evaluation are as follows:

- Funding recipients surveyed most commonly identify lessons learned relating to the positive value of projects in terms of knowledge transfer (38 per cent of responses), logistics and project coordination (31 per cent), and the necessity of forging key relationships (25 per cent).
- DOJ interviewees indicate several lessons have been learned with respect to the design and delivery logistics of JPIP. The Advisory Group or Review Committees should be used to assess the priorities annually and as a feedback loop. A more effective mechanism should be developed to share lessons and best practices learned from projects. Objectives in the logic model should be achievable and measurable; therefore, an objective like contributing to policy development (which may take several years and is very difficult to measure) may be inappropriate for JPIP.
- Interviewees from one case study report that their project has demonstrated the importance of partnerships for cost-sharing as well as the need to improve communications with stakeholders on the progress and results of the project. Similarly external partners/stakeholders interviewed suggest that if projects are encouraged to seek partners and there is cost-sharing, more can be accomplished.

The following suggestions for improving JPIP are made by respondents:

- The most common improvement suggested by funding recipients in the survey is to increase the funding (38 per cent of responses). Not only do they believe increased funding should be made available for current projects, but also that increases in funding amounts should take place per fiscal year. Another common suggestion is to provide long-term funding for projects (24 per cent). In addition, it is suggested that there should be fewer bureaucratic requirements (14 per cent). Finally, other suggestions include: more transparency in the process by which funding decisions are made; increased community partnerships; a more formal evaluation of project impacts; and being able to apply for funding for the same project more than once (5 per cent of responses in each case).
- DOJ interviewees have several suggestions for improvement: more resources should be available to fund deserving projects; some projects should be modified (or eliminated), and have greater accountability in the case of some organizations receiving Named Grants that appear to have developed a sense of entitlement; more structure (e.g., Advisory Group) should be used in setting priorities for the Program; ensure the objectives and logic model of

the Program are realistic (e.g., remove policy development objective); improve communication of project results and two-way exchange with policy makers; and have a renewal cycle for Named Grants (e.g., every five years) to ensure the Program is continually responsive to emerging issues.

- Potential areas for improvement are implied by the interview responses of external partners/stakeholders: communication is at times difficult; funding support for coalition-building and follow-up activities would be helpful; the paper/form burden is excessive for funding recipients; the time limitation (e.g., two years) is restrictive; and some accountability requirements are too stringent (e.g., funding a deficit).

## **5. CONCLUSIONS AND RECOMMENDATIONS**

### **5.1. Relevance**

The objectives of the Program continue to be relevant. There is strong support and a perceived need to increase the capacity of Department partners to develop solutions to emerging justice-related issues; inform and engage both the public and the legal community regarding the law and legal system; and contribute to DOJ policy development to serve a changing society.

Program funding assists partner organizations/funding recipients in developing projects that address a wide range of emerging justice-related issues that otherwise may not be addressed to the same extent, or at all.

New legal issues continuously emerge due to frequent changes to existing laws or the introduction of new laws, which necessitates the public's need to be informed and the legal community's need to remain up to date. As a result, there is continued demand for funding by organizations to undertake projects aimed at informing the public and, to a somewhat lesser extent, the legal community. Funded projects are generally well aligned with the actual information needs of the public and legal community.

There are some indications that JPIP project findings may contribute to policy development in the Department. The feasibility of this objective (as one for which the Program should be held accountable) is not supported by all key informants, however, because impacts on policy are difficult to measure and only observable in the long term. Nonetheless, there is continued demand for funding by organizations to contribute to policy development.

The Program does to a large extent meet DOJ policy and program priorities. Identified areas of compatibility between JPIP and Department priorities include access to justice and emerging issues/ priorities, though there is some concern that the small amount of non-designated JPIP funds limits the degree to which the Program can respond to new Department priorities as they emerge. There is a high degree of compatibility between funded projects and Department priorities, in particular, the current DOJ priority of Promoting Access to, and Efficiencies in, the Justice System. On the other hand, gaps identified as not being currently covered adequately by

JPIP include an international focus, alternatives to incarceration and grassroots restorative justice.

## **5.2. Success**

Evaluation findings from the project file review, key informant interviews, survey and case studies suggest that JPIP has made progress in contributing to all three of its objectives. However, limitations in the available evidence and evaluation design (e.g., lack of credible evidence of impacts in the project files and GCIMS performance measurement system, lack of an adequate comparison group for the survey of funding recipients) make it difficult to draw firm conclusions on the incremental Program impacts related to these objectives.

JPIP helps most funding recipients build capacity in responding to a wide range of emerging justice-related issues. Approximately three-quarters of those funded indicate that their projects would not have proceeded in the absence of JPIP funding. There is some concern, however, that the limited funding available through JPIP only allows capacity maintenance, not development.

The diverse justice-related issues being addressed by funded projects are mainly within two broad priority categories – Equality, Diversity and Access to Justice, and Justice System Design – and in addressing these issues it is perceived that funded projects help meet Departmental needs. Partners/ funding recipients develop outputs/products, information and relationships aimed at addressing an emerging justice-related issue. Most funding recipients report that they developed an effective solution to respond to an emerging justice-related issue, though the usefulness/quality of project evaluations in identifying effective approaches/solutions is variable. There is some evidence to indicate that new/additional information on emerging issues is being created by funded projects, and it is reasonable to conclude that this information helps to build most partners' capacity to address/develop solutions to justice-related issues.

Project results are communicated by project sponsoring organizations, partners and DOJ to a range of audiences using several different methods and forms of media. The perceived effectiveness of communications is variable across projects. In the view of funding recipients, awareness of their project results is reasonably high (in order of priority) among DOJ policy makers, the legal community and the public. Among key informants who are able to comment, interviewees perceive that awareness of results varies as a function of the topic area, how focused/localized the project is, and the amount of project resources devoted to communications.



Some evidence indicates that new/additional information on emerging issues being created by funded projects helps inform the public and legal community. There are mixed views, however, on the level of public and legal community awareness of Program/funded project results. JPIP has also had some success in engaging the public and legal community with respect to the law and legal system. However, all improvements to engagement and awareness cannot be attributed solely to JPIP. There are numerous examples of projects that probably contributed to increased public and legal community engagement in the law and legal system, however, there is only limited hard evidence of incremental project impacts on awareness and engagement.

Funded projects may potentially contribute to the policy development process in the Department, primarily through the provision of information and advice stemming from projects to policy makers. It is perceived that justice policies reflect changing Canadian society to some extent, though more work remains to be done. Project results have been communicated to a range of audiences including DOJ policy makers. However, key informants within DOJ do not believe that awareness among Departmental policy makers is high enough. The lack of evidence coupled with the long-term nature of the policy development process makes it difficult to determine the extent to which most projects have contributed (or will contribute) directly to revising existing policies or developing new ones.

Partnerships positively affect the ability of funded projects and the Program to meet their objectives. Financial and in-kind support provided by project partners, their provision of advice/expertise and assistance with project design and delivery, and facilitation of linkages/networking with stakeholders and clients can enhance project delivery, reach and buy-in by stakeholders.

There have been no major unintended impacts of the Program's activities. It is perceived that several projects have unintended positive impacts, though in many cases these are actually factors related to project delivery (e.g., greater reach or participation than expected) or intended impacts being achieved to a greater degree than anticipated (e.g., awareness being increased more than expected). No major unintended negative impacts are reported.

The Program is perceived to have had some incremental impact. A majority of funding recipients and key informants agree that, in the absence of JPIP funding, most eligible projects would have been more limited in scope (e.g., fewer activities and participants), would have been less successful, and may not have proceeded at all. Most funding recipients indicate that the primary reason for the latter would be the difficulty in securing funding from other sources.

With respect to performance measurement, a recommendation from the JPIP formative evaluation was that funding recipients should be made aware of the performance information they need to collect and that a mechanism should be in place for the systematic reporting of results, both internally and externally. Progress has been made in responding to this recommendation. Each JPIP applicant is required to submit a proposal containing: applicant information; description of the organization; project information (e.g., including objectives, reach, deliverables and anticipated results of project); an evaluation plan; and budget. Funding recipients then submit a standardized project summary report form at the completion of their projects. This includes information on: project objectives; target population; outcomes (what happened?); partnerships; lessons learned; communication of results; and next steps. Note, however, that although standardized forms are available for the initial project proposals and final reports, their use is not required as JPIP accepts other formats. This may mean that some information required on the standard forms is not always submitted.

JPIP also maintains a checklist of project progress where milestones are initialed and dated by DOJ personnel such as: file opening; eligibility; assessment; approval; payment; and final evaluation. This provides a useful summary of when and by whom decisions were made. In addition, key data are entered into GCIMS and reported on (e.g., project details and contact information, type and amount of funding, type of project activity, and priority area addressed), but this information is primarily administrative and related to project delivery as opposed to project impact.

### **5.3. Cost-Effectiveness and Alternatives**

Although a rigorous cost-effectiveness analysis was beyond the scope of this evaluation, there are indications that JPIP is a reasonably cost-effective program. Some evidence supporting the effectiveness of the Program was presented in the previous section. In addition, as discussed below, the Program's costs do not appear to be excessive (in fact, funds at the overall Program level are viewed as insufficient by DOJ key informants); JPIP funding facilitates the leveraging of considerable financial and in-kind contributions from other sources; the Program is regarded as more cost-effective than its predecessor – the DOJ Grants and Contributions Program – due to a number of improvements; and JPIP does *not* duplicate the efforts of other DOJ programs/initiatives.

JPIP resource levels are generally perceived as sufficient at the level of individual funded projects, but insufficient at the overall Program level. DOJ key informants note that JPIP as a

whole is under-resourced primarily because the demand for funding for quality projects far exceeds the currently available supply of funds. Very little evidence was obtained on the appropriateness of resource allocations and relative value for money among the four types of funding under JPIP. It is clear, however, that the average funding amounts per project are far greater for contributions (including core funding) than for Named Grants or Class Grants.

The Program has leveraged considerable financial and in-kind support from partners. Among the project files reviewed, an average of 63 per cent of the total project value was leveraged from (or, at least, contributed by) a range of partners; these partners are from within and outside DOJ and the federal government. The amount leveraged is regarded as sufficient by funding recipients to support their efforts to some or a great extent. Access to JPIP funds is perceived in many cases as instrumental in project sponsors' ability to form partnerships and receive associated in-kind and financial support. A comparison with other federal grants and contributions programs is not feasible, however, as key informants indicate that there is no program directly comparable to JPIP (and the availability of comparable leveraging data is unlikely).

JPIP is considered to be an improvement over its predecessor – the DOJ Grants and Contributions Fund – due, for example, to clearer objectives that are more strongly linked to Departmental priorities/strategic objectives; steps taken to ensure that projects focused on access to justice and emerging justice-related issues are best suited for JPIP and do not duplicate the work of other DOJ programs/ initiatives; efforts to find suitable funding partners (aside from JPIP) for projects; and improvements to performance measurement. No alternate, more cost-effective program/mechanism to meet JPIP's objectives is identified, as key informants believe there is no other federal program directly comparable to JPIP.

Key perceived strengths of JPIP are the Program's flexibility to fund projects on a wide range of justice-related issues and the assistance of Program Analysts (e.g., in improving the project and finding additional funding partners). On the other hand, major weaknesses include the lack of resources for and awareness of the Program as well as the requirements of contribution agreements (e.g., funding linked to the federal fiscal year, reporting burden on funding recipients).

Key lessons learned for optimizing Program/project delivery and impacts include: the importance of partnerships for facilitating delivery, impacts and cost-sharing; the importance of communications with stakeholders on project progress and results; and the need for/importance of a Departmental mechanism to review Program priorities annually and to share lessons learned and best practices from projects. Suggestions for improving JPIP include the provision of

additional and longer-term funding to enable the implementation of more worthwhile projects, as well as coalition-building and follow-up activities; reducing the reporting requirements for funding recipients; carefully reviewing the Named Grants to ensure that recipient organizations are truly contributing to addressing emerging justice-related issues; improving the communication of project results and two-way exchange with DOJ policy makers; and ensuring that the Program's objectives and performance indicators are all realistic (e.g., the long-term objective of contributing to policy development may be unrealistic and too difficult to measure).

#### **5.4. Recommendations**

On the basis of the findings of the JPIP summative evaluation, the following recommendations are made to the management team of the DOJ Innovation, Analysis and Integration Directorate:

**Recommendation 1: Re-examine the Program objective of contributing to policy development in the Department.**

The objective of contributing to policy development should be re-examined to ensure that it is a realistic and feasible intended outcome for JPIP, and if maintained it should be linked to explicit indicators that can be measured before files are closed (e.g., expressions of interest in project results by justice policy makers at the municipal/regional, provincial/ territorial, federal and/or international level). In addition, as was suggested by key informants, efforts should be made to improve the two-way exchange of information between JPIP (in particular, the results of funded projects) and DOJ policy makers. This would help to ensure that funded projects are addressing the information needs of policy makers and that the resulting information, solutions, etc. produced by projects are utilized by policy makers.

**Management Response :**

**Agreed. The Justice Partnership and Innovation Program (JPIP) is directly linked to the Department's Program Activity Architecture, namely the strategic outcome of "A fair, relevant and accessible justice system that reflects Canadian values" and the sub-activity, "Providing funding to programs that promote an accessible justice system". The JPIP supports this strategic outcome through the delivery of a range of projects and initiatives that address emerging justice issues.**

**During the development of a new Results-based Management and Accountability Framework and a related Logic Model to cover the next five years (2007-2012) of**

**the JPIP, the objective of “contributing to policy development in the Department” was re-examined. While the objective continues to be important to the JPIP, adjustments were required to better reflect the objectives of the Program. As such, this particular objective has been converted into the long-term outcome for the JPIP. This conversion will assist in ensuring that the Program informs policy members of program activities and results and any potential policy linkages. The additional changes to the intermediate outcomes, coupled with the revised long-term outcome will ensure that results are realistic and feasible..**

**Recommendation 2: Continue efforts to strengthen JPIP performance monitoring.**

Although progress has been made in improving Program performance monitoring since the time of the formative evaluation (e.g., clear reporting guidelines provided to funding recipients, the entry and analysis of project data in GCIMS), further enhancements are recommended so that data not only on project delivery/outputs but also on project outcomes/impacts are available. Potential improvements include the following:

- Use of the standardized report forms should be required for funding recipients.
- JPIP should develop valid, consistent measures of public and legal community awareness, engagement as well as capacity development so that these impacts can be more thoroughly assessed for future projects.
- JPIP should consider following-up with completed projects to ascertain engagement of the general public and legal community and communication of project results. The difference reported in the project files and funding recipient survey on these issues suggests that each of these areas is being pursued beyond the point when files are closed, which may mean that the realized impact of funded projects is not being reflected in the file. A follow-up with funding recipients six to 12 months after the close of the file on these specific issues may be warranted.
- Outcomes and impacts should be measurable in concrete terms rather than relying on the perceptions of funding recipients in their final project reports, as is presently the norm. In order to optimize the concrete data that are available for reporting, it may be advantageous (as also noted in the point above) to have follow-up reports submitted after completion of the project. For example, given that a substantial number of funded projects are for conferences/symposia/workshops, it is recommended that JPIP develop standardized core questions that funding recipients are required to incorporate into their own evaluations. JPIP should then

collect and analyze the responses to these core questions to determine performance outcomes of interest (e.g., awareness, engagement, capacity development, other impacts). By requiring that core data be collected in this way, JPIP would also be encouraging funding recipients to evaluate their own issues of interest.

- Additional guidelines to help ensure that useful project-level evaluations are conducted, in particular for larger projects receiving contributions of high dollar amounts, include:
  - provide basic training in evaluation for project sponsors;
  - encourage project sponsors to develop a logic model for their project, using the Program logic model as a guide;
  - continue to require project sponsors to prepare and implement a basic project evaluation plan;
  - provide project sponsors with a project evaluation report template (i.e., a more focused final report template) so that their reports follow a common format and provide quantifiable data on project outcomes that can be entered into GCIMS and used for performance monitoring; and
  - encourage networking and information sharing among project sponsors (e.g., sharing of useful evaluation instruments).

**Management Response:**

**Agreed. Program management is already considering new reporting and performance measurement tools to facilitate and ensure consistent reporting. A standardized report will be developed for various funded activities which will be complemented by standardized measurement tools for activities commonly funded such as conferences to ensure that consistent measurement information is received. In addition, the Department will undertake case studies to better measure the impact of funded projects. The Department will also consider other approaches to improve the reporting capacity of funded recipients ..**