



Evaluation of the Justice Canada Federal Victims Strategy Final Evaluation Report

March 2021

Evaluation Branch
Internal Audit and Evaluation Sector

ACKNOWLEDGEMENT

The Chief Audit and Evaluation Executive would like to thank the Evaluation Working Group, evaluation team and individuals who contributed insights and input to this evaluation. Evaluation participants included employees from the Department of Justice Canada, other federal government departments, provincial, territorial and non-governmental representatives and other stakeholders.

ACRONYMS

CAC	Child Advocacy Centre
CBO	Community-based organization
CSC	Correctional Service of Canada
CCTV	Closed-Circuit Television
CFP	Call for proposals
CVBR	Canadian Victims Bill of Rights
DND	Department of National Defense
ESDC	Employment and Social Development Canada
FILU	Family Information Liaison Unit
FPT	Federal, Provincial, and Territorial governments
FPTWG	Federal-Provincial-Territorial Working Group on Victims of Crime
GBA+	Gender-Based Analysis Plus
Gs&Cs	Grants and Contributions
IAID	Innovations, Analysis, and Integration Directorate
ILA	Independent Legal Advice
Justice	Department of Justice Canada
Justice FVS	Justice Canada Federal Victims Strategy
LGBTQQI2S	Lesbian, gay, bisexual, transgender, queer, questioning, intersex, and two-spirit
MMIWG	Missing and murdered Indigenous women and girls
NGO	Non-governmental Organization
NVSCW	National Victims and Survivors of Crime Week
O&M	Operations and Maintenance
PBC	Parole Board of Canada
PCVI	Policy Centre for Victim Issues
PHAC	Public Health Agency of Canada
PLEI	Public Legal Education and Information
PSC	Public Safety Canada
PTs	Provincial and Territorial governments
RCMP	Royal Canadian Mounted Police
RSD	Research and Statistics Division
SCC	Supreme Court of Canada
TAs	Testimonial Aids
UN	United Nations

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EXECUTIVE SUMMARY

Introduction

This report presents the findings of the Evaluation of the Justice Canada Federal Victims Strategy (Justice FVS) which was part of the Justice Canada 2019-2020 Integrated Audit and Evaluation Plan. In accordance with the Treasury Board's *Policy on Results* (2016), the evaluation examined the continued relevance, effectiveness, design, delivery, and efficiency of the Justice FVS and covered the fiscal period of 2015-16 to 2019-20.

Program Description

Justice Canada has been taking steps to respond to the needs of victims of crime since the 1970s, when it entered into cost-sharing agreements with provincial governments for provincial criminal injuries compensation programs. After these cost-sharing agreements ended in the 1980s, Justice Canada began funding pilot projects to encourage the development of victim services and implementation of *Criminal Code* reforms. In 1988, the federal, provincial and territorial (FPT) ministers responsible for Justice signed the *Canadian Statement of Basic Principles of Justice for Victims of Crime*, which was part of a broader federal initiative that included a package of *Criminal Code* amendments informed by the United Nations (UN) *Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power* and co-sponsored by Canada in 1985.

In the spring of 1998, the Parliamentary Standing Committee on Justice and Human Rights launched a comprehensive review of the victim's role in the criminal justice system, which resulted in the creation of the federal Victims of Crime Initiative in March 2000. The Initiative included funding to support policy development, consultation, research, coordination, and communication activities. It also established a modest Victims Fund transfer payment program that provided grants and contributions (Gs&Cs) to provincial and territorial (PT) governments and non-governmental organizations (NGOs) to develop, promote, and enhance services and assistance for victims. In 2007, the Victims of Crime Initiative was significantly expanded and re-launched as the Justice FVS.

The Justice FVS is based on the premise that although many significant advances have been made in services, legislation, policy, and programs related to victims of crime, many challenges remain. There are also varying approaches across the country in victim services, programs, and policies and many opportunities for the federal government to demonstrate federal leadership in addressing priorities and emerging issues. The overall objective of the Justice FVS is to increase access to justice for victims and survivors of crime and give victims of crime a more effective voice in the criminal justice system.

Justice Canada works closely with other federal institutions, PT governments, victim advocates and service providers (e.g., NGOs) involved in the criminal justice system to coordinate and implement the Justice FVS objectives. To achieve this, Justice FVS utilizes a multi-pronged approach, including:

- **Criminal Law Reform** - Drafting legislative amendments to the *Criminal Code* that are focused on victims and witnesses, monitoring case law and trends regarding legislative provisions intended to benefit victims, implementing federal legislation – such as the *Canadian Victims Bill of Rights*, bringing a “victim focused policy lens” to federal legislative initiatives to help ensure that victims rights and issues are considered as criminal law reforms are developed, as well as providing legal policy advice.

- **Program Development and Delivery** - Providing Gs&Cs funding through the Victims Fund to PT governments and NGOs to support, for example, the development of victim services, the delivery of training and information resources, and the promotion of partnerships to support victims.
- **Policy Development and Federal Leadership** - Developing policy, implementing initiatives, and providing federal leadership through the Policy Centre for Victim Issues on topics related to victims and programs including the development of specialized initiatives, training opportunities and public awareness of victim of crime issues, legislation, and services available.

The Justice FVS was allocated \$157M over five years (2015-16 to 2019-20), with the majority of this funding allocated for Gs&Cs through the Victims Fund (\$125M). Victims and survivors of crime are the ultimate beneficiaries of Justice FVS activities. A large part of the policy and program work undertaken focuses on supporting those who deliver victim services, victim advocacy organizations, as well as criminal justice system and allied professionals. A small proportion of the funding provided through the Victims Fund benefits victims directly (e.g., funding for Canadians victimized abroad and funding for registered victims and a support person to attend Parole Board of Canada [PBC] hearings).

Findings

Relevance

The evaluation found that there is a continued need for the Justice FVS and the multi-pronged approach to identify and respond to the ongoing and emerging needs of victims in Canada in a multifaceted and collaborative manner. This was particularly evident through examination of ongoing and emerging needs of victims and survivors. Evaluation findings indicated that certain communities of victims continue to experience barriers to accessing services and supports due to intimidation, hesitation, and mistrust of the justice system that are intensified for several reasons (e.g., the type of offence, ongoing impact of colonization, racism, poverty and marginalization, location of the victim/geography, and other factors). In terms of emerging needs, there were increased rates of, gender-based violence, violence against children and cybercrime due to COVID-19 pandemic isolation measures. There has also been an increase in understanding about the need for trauma-informed methods in victim services and (victim-centred) innovations and new practices among those working in the criminal justice system.

Demand for funding through the Victims Fund remained high throughout the evaluation period, in which 73% of the 1,820 applications received over the five years from PT governments and NGOs/community-based organizations were approved. The most common reason for applications to be rejected included “insufficient resources in the Fund”, suggesting an ongoing strong need for the Fund.

Continued demand for the Victims Fund, and increased awareness about the ongoing and emerging needs of victims and survivors of crime, highlight the necessity for the continued effort of the Justice FVS, in partnership with FPT and NGO partners, to respond to the needs of victims through its effective multi-pronged approach.

The Justice FVS was also aligned with government priorities, roles, and responsibilities, respecting jurisdictional responsibilities in relation to victim issues in Canada and its emphasis on collaboration with FPT partners in support of seeking opportunities to give victims a more effective voice in the criminal justice system and increase their access to justice. Specific efforts were made in the period of this review to increase access to justice for families of missing and murdered Indigenous women and girls (MMIWG), child victims, and victims of gender-based violence (e.g., victims of human trafficking, sexual assault, and intimate partner violence).

Performance

The evaluation found that, through the multi-pronged approach, the Justice FVS has improved criminal justice system responses to victims and increased access to responsive services that support victims.

In particular, the Justice FVS enhanced the capacity of those working in the justice system to develop and deliver responsive services (e.g., funding through the Victims Fund, knowledge exchanges); increased the awareness of victim issues, legislation, and services (e.g., public legal education and information [PLEI], symposia, research); and improved legislative and policy response to victims (e.g., criminal law reform with a victim focused policy lens, support to implement legislative changes). In addition, leadership was provided that supported a more coordinated and collaborative approach to identifying and responding to victim issues across FPT governmental partners, PT governments, NGOs, victim advocates and international partners.

Some of the key initiatives funded through the Justice FVS, where the multi-pronged approach was used to improve criminal justice system responses and increase access to responsive services in the criminal justice system were:

- **Testimonial Aids** - promote awareness and facilitate the use of testimonial aids and other supports for victims and witnesses to make it easier for them to give their testimony during court proceedings;
- **Supports for Families of MMIWG** - support families of MMIWG through strengthened or new service delivery models, policies, and approaches that seek to ensure families have access to information (e.g., Family Information Liaison Units [FILUs]), and connection to available resources in the community; and,
- **Sexual Assault Initiatives** - increase awareness and understanding of Canada's sexual assault laws, and trauma-informed practices, among justice system professionals as well as piloting and enhancing specialized services for victims of sexual assault.

Overall, the Justice FVS is meeting expected performance outcomes; however, key informants noted that there are some ongoing barriers to accessing victim services. For example, in relation to access to services and supports in rural and remote areas, there is varied awareness of available training for some justice professionals regarding new approaches (e.g., trauma-informed practices), and limited access to appropriate aftercare services for victims of crime (e.g., services outside the formal criminal justice system that support healing including counselling).

To continue to address these barriers, it was indicated by most key informants that the Justice FVS, through its multi-pronged approach, mandate, reach and resources, should continue to focus on supporting the development and delivery of responsive models of care which have demonstrated success. Some examples include the FILUs and Child Advocacy Centers which include collaborative models of care for specific communities of victims which are interdisciplinary, create partnerships (between provinces and territories, NGOs and communities) and are trauma-informed and culturally safe. The need to continue to focus on awareness raising and training for justice system professionals and other stakeholders interacting with victims to support these new, more innovative approaches was also highlighted.

Program Design, Delivery and Efficiency

The findings related to design, delivery and efficiency focussed on the Gs&Cs funding through the Victims Fund. The evaluation found that Victims Fund funding agreements were flexible to support provinces and territories and NGOs to undertake projects and initiatives that responded to the needs of their jurisdictions which were aided by responsive Innovations, Analysis, and Integration Directorate

program personnel and good working relationships with the funding recipients. Further, the Victims Fund agreements were efficiently delivered, with the majority of the funds being expended between 2015-16 and 2019-20.

One limitation identified by the evaluation was the inconsistent data collected from recipients regarding the activities funded under the Victims Fund, primarily due to differences in reporting practices. For example, there was a lack of consistent quantitative information from funded recipients across activities as well as a lack of concise and targeted qualitative information to support accessible performance data. It was identified that more consistent data collection across recipients is needed.

Recommendations

- **Recommendation 1: To continue to address the ongoing and emerging needs of victims and survivors of crime, it is recommended to engage in annual collaborative priority setting exercises to inform the activities of the Justice FVS.**
- **Recommendation 2: It is recommended to improve reporting templates and tools to allow for more consistent and strategic data collection of Victims Fund projects.**

1 INTRODUCTION

1.1 Purpose of the Evaluation

This report presents the results of the evaluation of the Justice Canada Federal Victims Strategy (Justice FVS) which was part of the Department of Justice Canada (Justice Canada) 2019-2020 Integrated Audit and Evaluation Plan. The evaluation was conducted in accordance with the Treasury Board's *Policy on Results* (2016), which requires departments to measure and evaluate performance and use the resulting information to manage and improve programs, policies, and services.

1.2 Evaluation Scope

The scope was determined based on a review of available information as of January 2020 as well as through consultations with an Evaluation Working Group (i.e., representatives from the Policy Centre for Victim Issues [PCVI] and the Innovations, Analysis, and Integration Directorate [IAID]). The evaluation examined the continued relevance, effectiveness, design and delivery, and efficiency of the Justice FVS and covered the fiscal period of 2015-16 to 2019-20.

The evaluation scope included the multi-pronged approach of the Justice FVS: criminal law reform, program development and delivery (e.g., Victims Fund Grants and Contributions [Gs&Cs]), and policy development and federal leadership. Several areas for more in-depth focus were also identified, given current priorities of the Department or because they had not been assessed to a significant degree in previous evaluations. These areas included: services and supports for families of missing and murdered Indigenous women and girls (MMIWG); the use of and access to testimonial aids (TAs); and addressing gaps in victims services for adult victims of sexual offenses in the criminal justice system. In addition, to assess the impact of actions taken by the Justice FVS to address recommendations from previous evaluations,¹ the current evaluation included questions on federal leadership and federal, provincial, and territorial (FPT) collaboration and coordination as well as operational efficiency of the Justice FVS.

2 PROGRAM PROFILE

2.1 History of the Program

Justice Canada has been taking steps to respond to the needs of victims of crime since the 1970s, when it entered into cost-sharing agreements with provincial governments for provincial criminal injuries compensation programs. After these cost-sharing agreements ended in the 1980s, Justice Canada began funding pilot projects to encourage the development of victim services and implementation of *Criminal Code* reforms.

In 1988, FPT Ministers responsible for Justice signed the *Canadian Statement of Basic Principles of Justice for Victims of Crime*, which was part of a broader federal initiative that included a package of *Criminal Code* amendments informed by the United Nations (UN) *Declaration of Basic Principles of*

¹TAs are supports that can be provided to victims and witnesses to make it easier for them to give their testimony during court proceedings. Traditional TAs include witness screens and closed-circuit television (CCTV) to shield the victim/witness from the accused and support persons to accompany the victim/witness throughout court proceedings. Additional supports include, but are not limited to, child-friendly or "soft" waiting rooms and separate entrances for court buildings to make the victim/witness more comfortable and spare them from seeing the accused, courtroom orders from a judge such as publication bans and exclusion of the public from court proceedings to protect the identity of the victim/witness, and other technology supports such as assistive listening kits for victims/witnesses who are hard of hearing and soft-spoken kits (e.g., voice amplifiers).

Justice for Victims of Crime and Abuse of Power and co-sponsored by Canada in 1985. The Canadian Statement was updated and endorsed by FPT Ministers in 2003, reflecting the progress made in responding to the needs of victims of crime in Canada and providing clear principles that focus on the needs of victims and the practical realities of the criminal justice system.

The Parliamentary Standing Committee on Justice and Human Rights launched, in the spring of 1998, a comprehensive review of the victims' role in the criminal justice system. Its report, *Victims' Rights – A Voice Not A Veto*, was tabled in the House of Commons in December 1998. The federal government's response (also tabled in December 1998) supported the Committee's recommendations and set out in the government's strategy. This strategy included a suite of amendments to the *Criminal Code* related to victims of crime (former Bill C-79 which received Royal Assent on June 17, 1999), and the creation of the federal Victims of Crime Initiative in March 2000.² This Initiative established the Policy Centre for Victim Issues (PCVI) within Justice Canada to lead policy development, consultations, research, coordination, and communication activities. It also established a modest Victims Fund transfer payment program that provided Gs&Cs to PT governments and NGOs to develop, promote, and enhance services and assistance for victims.³ Much of the Justice Canada work to develop a federal strategy and support the Canadian Statement was done in collaboration with the Federal-Provincial-Territorial Working Group on Victims of Crime (FPTWG), which was established in 1996.

The Victims of Crime Initiative was significantly expanded and re-launched in 2007 as the Justice Federal Victims Strategy.⁴ The Justice FVS is based on the premise that although many significant advances have been made in services, legislation, policy and programs related to victims of crime, many challenges remain. There are also varying approaches across the country in victim services, programs and policies and many opportunities for the federal government to demonstrate federal leadership in addressing priorities and emerging issues.. The Justice FVS has continually evolved to respond to the needs of victims and changes in national legislation and priorities as well as international priorities.

2.2 Program Objectives, Activities and Stakeholders

The ultimate objective of the Justice FVS is to increase access to justice for victimsⁱⁱ and survivors of crime and give victims of crime a more effective voice in the criminal justice system. The Justice FVS utilizes a multi-pronged approach through three interrelated strategic activities: criminal law reform, program development and delivery, and policy development and federal leadership, which is described in Table 1. Appendix A provides the Justice FVS logic model containing the expected outcomes of the strategy.

ⁱⁱ Justice Canada uses the term "victim" in this report, and in the work of the Justice FVS, because of the legal rights and legislative framework for the provisions intended to benefit victims of crime. Justice Canada acknowledges that this is not a description that many advocates and those who have been harmed by crime would choose and officials continue to learn from those who share those perspectives. Justice Canada includes the reference to "survivors" wherever possible to capture the strengths-based vision of those who have been harmed as well as the legislative framework the Justice FVS works within. For example, in 2016 the name of *National Victims of Crime Awareness Week* was updated to *National Victims and Survivors of Crime Week* to reflect our evolving and growing understanding.

Table 1: Justice FVS Approach

Activities	Description
Criminal Law Reform	Drafting legislative amendments to the <i>Criminal Code</i> to benefit victims and witnesses; monitoring case law and trends regarding legislative provisions intended to benefit victims; supporting the implementation of federal legislation intended to benefit victims; bringing a “victim focused policy lens” to federal legislative initiatives to help ensure that victims rights and issues are considered as criminal law reforms are developed; and, providing legal policy advice to the federal departments.
Program Development and Delivery	Providing Gs&Cs funding through the Victims Fund to PTs and non-governmental organizations (NGOs)/community-based organizations (CBOs) to support the development of victim services; the delivery of training; the development of local, regional, and national Public Legal Education and Information (PLEI); promotion of partnerships in the criminal justice system to benefit victims, witnesses and survivors; and activities that raise awareness about the needs of victims of crime, legislation in place, and services available.
Policy Development and Federal Leadership	Developing policy and providing federal leadership on victim issues and programs including the development of specialized initiatives; international, national, and FPT coordination and collaboration on victim issues; delivery of regional and national training (i.e., webinars and knowledge exchanges on victim issues); research and data collection; leadership of Victims and Survivors of Crime Week; and, federal PLEI initiatives for victims, criminal justice system professionals and the general public.

Victims can access direct financial support through two Justice FVS funding streams: assistance for victims to attend PBC hearings including support persons to accompany them or for childcare; and financial assistance for Canadians who were victims of serious violent crime abroad including travel and health related costs associated with the victimization as well as assistance to travel to the country where the victimization took place in order to participate in criminal proceedings.

Victims and survivors of crime are the ultimate beneficiaries of Justice FVS activities. Justice Canada works in partnership with PTs, federal departments and agencies, and NGOs/CBOs to meet the expected program objectives. A description of the program stakeholders is provided in Appendix A.

2.3 Program Governance

The work of the Justice FVS is coordinated by PCVI, located in the Criminal Law Policy Section, and the IAID within the Programs Branch.

PCVI manages the multi-faceted policy and criminal law reform components of the Justice FVS, which includes developing and supporting new and ongoing policy and criminal law reform initiatives that meet the FVS objectives, as well as providing victim related policy advice, support, and guidance to other sections within Justice (i.e., program development, research, communications). PCVI has processes and structures in place to support a coordinated federal approach to victim issues and plays a leadership role in interdepartmental collaboration across the federal government landscape (i.e., co-chairing the Interdepartmental WG on Violence and Victimization), as well as in FPT collaboration and coordination through various FPTWGs, including leading the FPTWG on Victims of Crime.

IAID manages the Victims Fund, one of the core components of the Justice FVS, which is used to advance departmental policy priorities in the area of victims and survivors of crime; identify emerging areas of concern and practice; identify and advance promising practices; and advance shared objectives with respect to victim and survivor issues with other levels of government and non-governmental stakeholders. It is also one of the ways the federal government can support victims and survivors of crime while respecting the constitutional division of powers (e.g., through the provision of Gs&Cs to PT governments, victim serving agencies and individual victims of crime).

In addition, the Research and Statistics Division (RSD) provides research support to the Justice FVS. While the Department has undertaken research on victims of crime issues for decades, the Justice FVS provides dedicated funds each year to support contracted work with experts. An annual research work plan is prepared to reflect priorities and address data and research needs and RSD works closely with PCVI officials on all projects. In addition to specific projects, RSD is available to respond to research questions from within the Department as well as from the public, conduct surveys, and participate in relevant meetings in relation to research and data collection about victimization and victim issues in Canada and internationally.

While each directorate is accountable for its own activities, all core activities of the Justice FVS draw on PCVI leadership in the areas of victim and survivor issues, services, and legislation.

Shared FPT Jurisdiction

While the federal government and provincial and territorial governments share the responsibility for responding to the needs and concerns of victims and survivors of crime, provincial and territorial governments in Canada have the responsibility for the administration of justice in their jurisdiction, which includes investigating offences under the *Criminal Code*, prosecuting *Criminal Code* offences (except in the territories), delivering victim services, and enacting provincial and territorial victim legislation. Provincial and territorial governments also administer provincial and territorial victim and survivor funds and criminal injuries compensation programs (where they exist), as well as victim surcharges on federal and provincial offences. In addition, they are responsible for service standards, research and the evaluation and monitoring of programs, services, and delivery models within their respective jurisdictions.

Some of the key areas that the federal government has constitutional responsibility include enacting and amending criminal law (*Criminal Code*, *Corrections and Conditional Release Act*), monitoring national programs and legislative provisions, victim services and outreach for victims of federally sentenced/incarcerated offenders (e.g., PBC and Correctional Services of Canada [CSC]), prosecution of *Criminal Code* offences in the territories, Crown-based support for victims/witnesses in the territories and Canadians victimized abroad (note that these are not all within the mandate of the Justice FVS).

In addition to these specific responsibilities, FPT governments have a shared responsibility in the areas of legislative reform, policy and program development, PLEI, research, and training and development. These area of shared responsibility encourages FPT governments to work in a collaborative manner to respond to victim concerns and issues through the Justice FVS and other fora.

2.4 Program Resources

With respect to the Justice FVS Victims Fund transfer payment program, the total budget for the grants and contributions (Gs&Cs) during the years covered by the evaluation (2015-16 to 2019-20) was \$125M. The total combined operations and maintenance (O&M) and salary budget from 2015-16 to 2019-20 was \$31M. The budget breakdown per fiscal year for the Justice FVS program is presented in the table below.

Table 2: Justice FVS Allocated Resources during the Evaluation Period*

	2015-16	2016-17	2017-18	2018-19	2019-20	2015-16 to 2019-20
Gs&Cs	\$14,897,476	\$24,588,223	\$27,787,265	\$29,387,265	\$28,717,265	\$125,377,494
Salary	\$2,998,448	\$2,998,448	\$2,905,804	\$2,890,753	\$2,890,753	\$14,684,206
O&M	\$3,420,695	\$3,376,623	\$3,336,824	\$3,325,375	\$3,208,776	\$16,668,293
Totals	\$21,316,619	\$30,963,294	\$34,029,893	\$35,603,393	\$34,816,794	\$156,729,993

* This table also includes Justice FVS resources associated with communications, research, evaluation, corporate costs, employee benefit plans, and Shared Services Canada.

3 EVALUATION METHODOLOGY

An evaluation matrix was developed to guide the evaluation, which included relevant indicators and data collection methods for each of the evaluation questions. The evaluation matrix was reviewed by the Evaluation Working Group, along with associated data collection methods. The specific evaluation issues and questions are included in Appendix B.

3.1 Data Collection Methods

A combination of methods was used to collect data in support of the evaluation including:

- **Documents and Literature:** Background documents and literature were reviewed, including foundational federal government documents (e.g., Throne Speeches, Ministerial Mandate Letters, etc.), program related documentation (e.g., Justice FVS Performance Information Profile, Victims Fund Terms and Conditions, previous Justice FVS evaluation reports, etc.), and literature on victim issues and the nature of victimization in Canada (e.g., Victims of Crime Research Digest, including an article on Victims and Survivor Participation in Indigenous Justice Program Restorative Justice Processes, General Social Survey, etc.). Additionally, given the 20-year evolution of the Justice FVS, the evaluation also included a review of historical documents (e.g., previous evaluation reports and other program documents) of the Strategy to provide a brief retrospective review of the changes to the Justice FVS response to victim needs since the Strategy began.
- **Administrative and Financial Data:** Administrative data was reviewed for the fiscal period of 2015-16 to 2019-20 and included Victims Fund applications, approvals and amendments, funding streams and calls for proposals (CFPs), and Gs&Cs service standards. Financial data were also reviewed during the same period to examine Justice FVS allocations, expenditures, and lapses.
- **Victims Fund Files:** Victims Fund files were reviewed for the fiscal period of 2015-16 to 2019-20 to examine funded activities of PTs and NGOs. Documents included funding agreements and associated project reports related to the PT five-year agreements, TAs in the context of CVBR implementation, FILUs, supports for families of MMIWG, as well as a sample of initiatives focused on providing supports for victims of sexual assault, particularly adult victims.
- **Victims Fund and Policy Initiatives Surveys:** A review and analysis of data from pre-existing surveys was conducted for the fiscal period of 2015-16 to 2019-20. This included data from the Victims Fund financial assistance surveys (i.e., victims assessing the Parole

Board and Victims Abroad funding streams) and policy initiative event surveys (e.g., PCVI led knowledge exchanges and webinars).

- **Case Studies:** Findings from case studies of Justice FVS activities for the current reporting period were reviewed and incorporated. The case studies included Supports for Families of MMIWG (2019) and TAs (2019).
- **Key Informant Interviews:** A total of 36 semi-structured individual and group interviews were conducted with 45 key informants over the telephone. Participants included departmental personnel, federal partners, PT stakeholders, and NGOs. The number of key informants from each group are provided in Appendix B. Representatives from the Evaluation Working Group helped identify key informants and reviewed draft interview guides.

The analytical approach to synthesizing and triangulating data collected from the above noted methods, as well as the scale used to report on the frequency of key informant responses, are provided in Appendix B.

3.2 Limitations

There were some methodological limitations and challenges encountered during the evaluation. Table 3 outlines the key limitations and the strategies employed to mitigate them.

Table 3: Limitations of the Methodology and Mitigation Strategies

Limitation	Mitigation Strategy
Victims Perspective: Interviews were not conducted with victims and survivors of crime during the current evaluation	<ul style="list-style-type: none"> • Included data from case studies containing interviews with front line staff (as a proxy) across Canada • Included data from previously conducted surveys of victims accessing direct financial support from the Victims Fund
Response Bias: Key informant interviews may introduce response bias due to their vested interest in the program	<ul style="list-style-type: none"> • Broad range of stakeholders interviewed, across different jurisdictions and roles • Multiple lines of evidence used to verify findings against other sources and perspectives
Victims Fund Files: Lack of consistent reporting across PTs and CBOs/NGOs who received Gs&Cs (e.g., #/types of activities, # of participants, etc.)	<ul style="list-style-type: none"> • Higher-level analysis of types of activities/examples of uptake conducted • Additional examples gathered through interviews
Financial Data: Variances in how budgeted and expended resources are captured at the departmental and programmatic levels	<ul style="list-style-type: none"> • Focused on more detailed analysis of Gs&Cs budgeted and expended amounts
Administrative Data: Lack of access to easily operable databases related to applications, rejections, and amendments	<ul style="list-style-type: none"> • Manually coded PDF files and conducted multiple rounds of coding for accuracy • Selected samples to reduce coding burden

4 FINDINGS

4.1 Relevance

4.1.1 Continued Need for the Justice FVS

There is a continued need for the Justice FVS and the multi-pronged approach (i.e., criminal law reform, program development and delivery, policy development and federal leadership) to identify and respond to the ongoing and emerging needs of victims and survivors in Canada in a multifaceted and collaborative manner.

The priorities of the Justice FVS have continued to evolve over time to align with federal priorities and to address the increased knowledge and awareness about the needs and concerns of victims and survivors of crime. To maintain relevancy and effectiveness, the Strategy has consistently used a multi-pronged approach to collaboratively identify and respond to victim issues through criminal law reform, program development and delivery, and policy development and federal leadership activities. While these methods are presented separately below, the work is conducted in tandem to identify and address victim issues. All key informants from the current evaluation, as well as from the case studies, agreed that there is an ongoing need for the Justice FVS and it was recognized that the multi-pronged approach contributes to an informed response.

Criminal Law Reform

Since its inception 20 years ago, the Justice FVS has played a key role in criminal law development and reform in order to support the federal government's criminal justice priorities and commitments to Canadians. PCVI has brought a victim focussed policy lens to federal legislation specifically intending to benefit victims of crime, as well as proposals that may have an impact on victims of crime. PCVI has lead, drafted and supported the implementation of many legislative initiatives in addition to providing advice on federal legislative proposals and options.

In the early 2000s, numerous legislative changes promoted increased victim participation in the criminal justice system. For example, former Bill C-79 (included amendments to the *Criminal Code*) facilitated victims' participation in the criminal justice system by allowing them to present Victim Impact Statements at trial and any subsequent parole hearings.⁵ Legislative changes at that time also reflected government priorities to protect child victims of crime. For example, in 2006, provisions of former Bill C-2 (*An Act to Amend the Criminal Code [Protection of Children and Other Vulnerable Persons] and the Canada Evidence Act*) enhanced jurisdictions' capacity to provide higher quality TAs to vulnerable victims (e.g., children). This measure helped increase the number of victims willing to participate in court and improved the overall experience of victims of crime in the criminal justice system.⁶

Significant legislative amendments after 2010 further enhanced increased consideration in the criminal justice system for victims of crime. In 2015, former Bill C-32, the *Victims Bill of Rights Act (VBR)* enacted the stand-alone *Canadian Victims Bill of Rights (CVBR)*, which provided to victims of crime, for the first time in Canada's history, statutory rights at the federal level to information, protection, participation and to seek restitution, as well as ensuring that a complaint process is in place for breaches of these rights by a federal department or agency.⁷ In addition, with policy and legal contributions from PCVI, support for victims of online crime was further bolstered in 2015 with the assent of former Bill C-13 (*Protecting Canadians from Online Crime Act*), which among other provisions prohibited the non-consensual distribution of intimate images.⁸ Federal priorities to protect victims of sexual-violence and gender-based violence were reflected in more recent legislative

amendments, for example in June 2019 when former Bill C-75ⁱⁱⁱ enhanced victim safety and toughened criminal laws in the context of intimate partner violence.⁹

In 2018 the Supreme Court of Canada (SCC), in their decision in *R v. Boudreault*, ruled that the mandatory victim surcharge regime was unconstitutional, and the court struck down the victim surcharge regime in its entirety. Before the SCC’s decision in *Boudreault*, the victim surcharge was imposed automatically on sentencing and no judicial discretion to waive the mandatory surcharge was provided. Former Bill C-75 re-enacted the victim surcharge regime in 2019 with greater judicial discretion to impose the surcharge. The victim surcharge is an important source of revenue for PT delivered victim services that work directly with victims and survivors of crime.

As the only centre of expertise for victim issues at the federal level, key informants indicated PCVI played an important advocacy role in ensuring a victim focused policy lens was considered during criminal law reform. Further, PCVI was able to draw on its FPT networks (e.g., PT victim services representatives, other federal government departments, and federal research partners such as RSD and Statistics Canada) to support legislative changes that were evidence-informed and relevant to victim needs. PCVI provided legal and policy advice, and/or assistance with the implementation of 13 legislative amendments related to victims of crime over the period of this evaluation, which suggests continued role for the Justice FVS in criminal law development, reform and implementation.

Funding for Program Development and Delivery

Justice Canada funding for victims initiatives has increased over time, approximately \$2M per year in 2000-01 to \$29M in 2019-20.^{10,11} Gs&Cs through the Victims Fund for program development and delivery were identified by all key informants as an integral component of the Justice FVS. The Victims Fund provided essential funding to PTs and NGOs to provide victim services, deliver specialized pilot projects in their jurisdictions, and to promote awareness and understanding of victims issues through policy related activities. Key informants reported that most of the funded activities would not have been possible without the support of the Victims Fund due to limited budgets and competing priorities, especially for smaller or Northern PTs and services providers.

Need for the Victims Fund for program development and delivery was further demonstrated by the sustained demand for the funding, with 1820 applications received from PTs and NGOs/CBOs during the evaluation period (Table 4). Of these, 73% of applications were approved. The most common reason for applications to be rejected included “insufficient resources in the fund,” suggesting a strong need for the Fund, followed by “did not meet the terms and conditions of the fund.”

Table 4: Number and Percentage of Victims Fund Applications Approved by Fiscal Year

Fiscal Year	Number of Applications Received*	Number of Applications Approved*	Percentage of Applications Approved*
2015-16	317	272	86%
2016-17	564	347	62%
2017-18	384	308	80%
2018-19	242	210	87%
2019-20	313	193	62%
Total	1820	1330	73%

* Excludes applications which provide direct financial assistance to individual victims (i.e., assistance for victims to attend PBC hearings and assistance for Canadians victimized abroad to attend hearings in other countries)

ⁱⁱⁱ An Act to amend the Criminal Code, the Youth Criminal Justice Act and other Acts and to make consequential amendments to other Acts

An additional 3,037 applications were approved for direct financial assistance through the Victims Fund between 2015-16 and 2019-20 (i.e., assistance for victims to attend PBC hearings, and assistance for Canadians victimized abroad to attend hearings in other countries). Victims can apply directly to these funding streams for financial support and these applications are approved if they meet the requirements.

Policy Development and Federal Leadership

Since its inception, a focus of the Justice FVS has been developing policy and providing federal leadership on victim issues and programs. Many key informants indicated that without the leadership and support of PCVI, these important policy activities and resources would not be available.

Examples of PCVI's work in these areas since the early 2000s includes: developing and disseminating research and public information regarding victim issues; sponsoring the National Victims and Survivors of Crime Week; developing and disseminating PLEI materials for victims, criminal justice system professionals (i.e., victim services, Crown, police, etc.) and the general public; and delivering national training for criminal justice system professionals through regularly hosted knowledge exchanges and webinars on a variety of victim issues.^{12,13,14}

In terms of federal collaboration, PCVI co-chairs the Federal Working Group on Violence and Victimization and provides policy and legal advice and assistance to federal officials on their work that impacts victims and survivors. For example, PCVI is working with Women and Gender Equality Canada (WAGE) on the Gender-Based Violence National Action Plan and is leading justice policy work on family violence and intimate partner violence. In addition, PCVI has supported the Royal Canadian Mounted Police (RCMP) in their work to advance their victim policy and support for families of MMIWG (which transitioned to a new victim services unit in RCMP headquarters).

More recently, PCVI is supporting the Minister of Justice and the Minister of Seniors in their recent direction to explore and consider, among other initiatives, what improvements can be made to the *Criminal Code* to ensure our seniors are protected and that the provisions in the *Criminal Code* ensures that the criminal law adequately responds to those who abuse or neglect seniors (a focus area reiterated in the 2021 Mandate Letter). Further, PCVI worked closely with Statistics Canada, through the Canadian Center for Justice Statistics (CCJS), to support expanded methods for northern data collection through the General Social Survey on Victimization (collected every five years) and to explore feasibility and options around the collection of national data on victimization.

The FPTWG has been a consistent feature of the Justice FVS's response to victim needs. As Secretariat of the FPTWG, PCVI works to bring those responsible for victim policy, legislation and programming together to facilitate discussion, networking, sharing of best practices, and collaboration around different areas related to victims issues and services.¹⁵ Current membership of the FPTWG includes PCVI, Directors of PT Victim Services, PBC, the RCMP, CSC, PSC, Public Health Agency of Canada (PHAC), Statistics Canada, and ESDC. Membership has increased to reflect the growing awareness over the last several years about the experiences of particular communities of victims and a more holistic understanding of the impact of crime that has evolved over the past several years (this is evident through the more recent inclusion of PHAC and ESDC in the WG).

Key informants indicated the Justice FVS played an essential role in leading centralized coordination and collaboration among FPT partners to support a consistent, yet flexible approach to identifying and addressing the needs of victims across Canada (e.g., through the FPTWG and development and support of national networks for the FILU and CAC initiatives where stakeholders from across the country met on a regular basis to collaborate and share successes and challenges). This was particularly important due to the broad scope of justice issues and the multi-tiered nature of Canada's justice system.

Relevance of the Justice FVS in the Context of Ongoing and Emerging Needs of Victims

Overall, self-reported victimization rates declined somewhat between 2004 and 2014, although victimization rates for sexual assault remained relatively stable over this period. However, rates of violent victimization are significantly higher for women, Indigenous persons (particularly women), persons with disabilities, and youth, supporting a need to prioritize these groups.¹⁵

There is also a growing body of research which supports the need for culturally safe and trauma-informed approaches to victim services and supports as well as the adoption of technological supports to enhance existing services, suggestive of an ongoing need to support these approaches to victim services.

The specific needs of particular communities of victims who face significant challenges and barriers in relation to access to justice^{iv} were also identified by key informants who noted that the trauma that many victims experience as a result of being harmed can be a significant factor in an individual's ability to access victim services. At the same time, that experience of trauma can also be exacerbated by services offered.

Key informants also noted that certain communities of victims are hesitant to engage with the criminal justice system, or feel intimidated. Many victims, survivors and family members do not trust the justice system. Factors influencing these experiences include the type of offense (e.g., intimate partner violence, homicide), the legacy and ongoing impact of colonization, racism, poverty and marginalization, and other factors, which require special considerations. Commonly identified underserved communities included: individuals living in rural, remote, and Northern communities (including Indigenous communities); racialized communities (e.g., Black Canadians); newcomers and non-official language speakers; victims of gender-based violence such as victims of sexual assault, intimate partner violence or human trafficking; victims who are lesbian, gay, bisexual, transgender, queer, questioning, intersex, and two-spirit (LGBTQQI2S); persons with disabilities and seniors; families of missing and murdered Indigenous peoples; victims of cybercrime; families of homicide victims; and people experiencing homelessness and poverty.

Some emerging needs were also identified. For example, due to the COVID-19 pandemic isolation measures, rates of gender-based violence and violence against children have increased.^{16,17,18,19} There has been a notable increase in cybercrime in recent years, which has been exacerbated by the COVID-19 pandemic.^{20,21} In addition, large societal shifts in awareness of issues faced by certain communities of victims, such as the Me Too movement, National Inquiry into MMIWG, the Truth and Reconciliation Commission, and Black Lives Matter have brought greater attention and focus to the needs of these communities of victims. With the implementation of the CVBR, victims are also more aware of their rights and are articulating the need for more responsive services.²² Taken together, these factors have changed expectations of society and victims and put greater demand on victim services at the PT and NGO levels. Pressure on victim services has been further exacerbated by legal system delays and a need to provide services for a longer period.²³

This highlights the need for continued effort of the Justice FVS, in conjunction with FPT partners, to focus on responding to these ongoing and emerging needs through trauma-informed, culturally safe approaches through its mandate, reach and resources. Almost all key informants recognized that there were not enough resources in the Justice FVS to address all victim issues, or all communities of victims. While there was awareness of these gaps and barriers, priorities were informed by research and FPT consultations. The focus of the Justice FVS on, for example, child victims, families of MMIWG, victims of gender-based violence, victims with disabilities, increased access to TAs, as well

^{iv} In the criminal justice context, justice for victims and survivors is served when they can understand and participate in the justice process, have access to the supports needed to play a meaningful role in their cases, and can work toward their well-being and recovery from their victimization.

as culturally safe and trauma-informed methods of service design and delivery such as the FILU model of service and sexual assault training, was in line with trends in victimization and research on victim issues.

4.1.2 Consistency with Government Priorities, Federal Roles and Responsibilities

The Justice FVS is well aligned with government priorities, roles, and responsibilities, particularly with respect to its focus on working with FPT and NGO partners to promote an accessible justice system and specific actions to increase support for families of MMIWG, child victims, and victims of gender-based violence.

Alignment of Government Priorities and Justice FVS Activities

The Government of Canada (GOC) has prioritized victims of crime since the early 2000s with the creation of the Victims of Crime Initiative, and later creating and making permanent, the Justice FVS. Specific priorities to support victims of crime were emphasized in foundational federal documents (i.e., 2015 and 2019 Throne Speeches and Ministerial Mandate Letters, and fiscal budgets) and included priorities surrounding families of MMIWG, child victims of crime, victims of gender-based violence, victims of hate speech, and other victims associated with gun crime and gang-related violence.^{24,25,26,27,28,29,30,31} Government priorities regarding victims of crime were further delineated in Justice departmental reports, which highlighted strategic priorities established to ensure an accessible, efficient, and fair system of justice, with a focus on victims' rights, reconciliation, gaps in services to Indigenous people and MMIWG, child victims of crime, exit strategies for prostitution, elder abuse and Canadians victimized abroad.^{32,33}

In alignment with federal priorities, the Justice FVS aims to increase access to justice for victims of crime through its legislative, program and policy activities, all designed to work in concert to achieve the most positive impact. For example, the Justice FVS supported several specialized initiatives through policy initiatives and project funding to respond to GOC priorities. Many of which were in direct response to support legislative changes enacted through former Bill C-32 (VBR) which enacted the stand-alone CVBR in 2015, and former Bill C-51 which further clarified and strengthened Canada's sexual assault laws (for more information, see Appendix D: Legislative Amendments Related to Victims of Crime), as well as other key events such as the National Inquiry Into Missing and Murdered Indigenous Women and Girls. Some examples of specialized initiatives include:

- **Implementation of the CVBR:** Since 2015, the objective of Justice FVS activities in this area have been focused on increasing the ability of victims and survivors of crime to exercise their rights under the CVBR, specifically the rights to information, participation, protection, and the right to seek restitution.
- **Sexual Assault Initiatives:** Since 2016, the objectives of these initiatives were to enhance the criminal justice system response to adult victims and survivors of sexual assault, improve their access to justice and services, and by doing so increase their confidence in the justice system.³⁴
- **Families of MMIWG:** Since 2016, the initiatives in this area were used to develop and support programs and partnerships to ensure families had access to up-to-date information about their missing or murdered loved ones and access to trauma-informed and culturally-grounded grief and trauma counseling or support.³⁵
- **CACs:** Federal support for CACs began in 2010-11 and expanded during the evaluation period. The objectives of Justice FVS activities in this area have been focused on supporting the development and enhancement of CACs, building their capacity to provide services that reduce trauma to youth and child victims, and increasing their access to services and supports.

CACs bring together a multi-disciplinary team to provide coordinated and comprehensive services such as forensic interviewing activities, specialized mental health services, and victim advocacy and support services (e.g., court preparation and support).³⁶

Federal partners and departmental personnel respondents agreed that the legislative, program and policy activities of the Justice FVS aligned with federal roles and responsibilities and that the Justice FVS operated within its mandate according to the constitutional division of powers and responsibilities. The Justice FVS provided federal leadership supporting inter-jurisdictional cooperation (e.g., FPTWG) and amending criminal law, while PTs enacted PT victim legislation and delivered victim services.

4.2 Performance

4.2.1 Enhanced Capacity for PTs and NGOs/CBOs to Deliver Services that Respond to Victims Needs

The Justice FVS enhanced the capacity of those working in the justice system to develop and deliver responsive services. PTs and NGOs/CBOs were provided with increased financial and human resources to develop or enhance projects and services which met the needs of victims and responded to legislative changes.

Funding Provided Through the Victims Fund

From 2015-16 to 2019-20, approximately \$116M^v in Gs&Cs were expended through the Victims Fund; of this over \$111M were designated to PTs and NGOs to develop and deliver victims assistance. The funding streams included: PT Implementation of Victim Services, Measures to Address Prostitution Initiative,³⁷ Measures to Support Victims of Human Trafficking,³⁸ Measures to Enhance Criminal Justice System Responses to Sexual Assault in Canada,³⁹ CVBR Implementation,⁴⁰ Victim Services and Assistance for Families of MMIWG,⁴¹ Assistance for Victims and Survivors of Crime with Disabilities,⁴² Victims and Survivors of Crime in Restorative Justice Processes,⁴³ CAC Initiative,⁴⁴ Funding in Support of Child Victims of Crime,⁴⁵ and National Victims and Survivors of Crime Week.⁴⁶ For more information, a table in Appendix C provides an overview of these funding streams, including the eligible activities and associated CFP release dates.

A few departmental personnel noted that depending on jurisdictional priorities, certain funding streams had greater uptake compared to others (e.g., CACs and assistance for families of MMIWG had strong uptake). In addition, some

“We reached out to people we would never have been able to reach without this project. It made it possible to create a great initiative. It created an awakening and a mobilization at the level of victims' rights and I find that the funding was a catalyst to do that.”

– NGO

“We wouldn't have adequate funding to implement the programs we did. It [the Justice FVS] has been critical to strengthening and enhancing services and developing new services to meet the needs.”

– PT Representative

“It gave us the ability to respond. Survivor needs are complex. NGO budgets don't allow you to address those. FVS has allowed us to hire people that speak the language, have cultural knowledge, and trauma awareness.”

– NGO

^v Of this, approximately \$4M was provided as direct financial assistance to victims of crime to attend PBC hearings and for Canadians victimized abroad. See section 4.2.5 for more information.

funding streams were focused less on developing and delivering projects and services (e.g., the victims of crime with disabilities funding stream had several needs assessment projects, with an opportunity for more focus on projects and services). One key challenge noted by almost all key informants was the sustainability of the funding through the Victims Fund. For example, PT and NGO key informants expressed concerns with the long-term viability of some of the programs and services implemented under the funding streams, particularly if Victims Fund funding was not available.^{vi} Departmental personnel recognized that this challenge was not unique to the Justice FVS and it can be an ongoing challenge for Gs&Cs programs generally.

Federal Leadership and Policy Support

In addition to the Victims Fund, the policy development and federal leadership activities provided through the Justice FVS increased the capacity of PTs and NGOs to deliver projects and services. In particular, PCVI supported PTs and NGOs to collaboratively identify shared priorities around victim issues as well as promising practices for more responsive victim services through networking opportunities and training activities (e.g., knowledge exchanges, national networks, PLEI materials, research, etc.).

Findings indicated the Justice FVS policy support activities enhanced the capacity for PTs to respond to victim needs by increasing the understanding of the use and benefits of TAs among justice professionals (e.g., victim services workers, court personnel, Crown prosecutors, judges, etc.). Further, results indicated that the Justice FVS leadership activities with regard to supporting families of MMIWG increased the capacity for FILU development and delivery across Canada by creating a national approach that facilitated collaborative and streamlined operations between FILUs and justice system professionals.

“I really can’t stress how important [national FILU network] has been, especially the ongoing nature of it and keeping abreast of what’s happening in each province. What was particularly valuable early on was that we were all getting started, some of us were further along in some areas but still struggling with some other pieces. You could hear, ‘we dealt with that issue two months ago...so maybe try this,’ so really supporting each other to try and figure out what are some of those promising practices and what are some of the barriers you might want to pre-emptively address.”

–FILU Staff

4.2.2 Increased Awareness of Victim Issues, Legislation, and Services

Drawing on a multi-pronged approach, the Justice FVS developed and funded activities to raise awareness of victim and survivor issues, legislation, and services and supported networking and collaboration on these issues between justice professionals, NGOs/CBOs, advocates, and experts across Canada.

The National Victims and Survivors of Crime Week (NVSCW) started in 2006.^{vii} For the past 15 years, this prominent annual initiative aims to give a more effective voice to victims and survivors of crime and their families, raise awareness about the important role they have in the criminal justice system, call attention to the services and assistance available to victims and survivors of crime and their

^{vi} Approximately \$18M of Justice FVS Gs&Cs funding is currently ongoing (as of February 2021). Other components may be funded for time limited periods or through funding for specific initiatives (e.g., supports for MMIWG included in the Economic and Fiscal Update, 2019, etc.). Agreements with PTs are typically negotiated for a specific time period (often 5 years) and at the end of that period, funding agreements can be renegotiated.

^{vii} Prior to 2016, the initiative was formally known as the National Victims of Crime Awareness Week.

families in local communities, encourage idea-sharing and networking, and celebrate and recognize those who support victims and survivors of crime and their families.

Over the evaluation period, PCVI hosted five NVSCW which included in-person symposia under the following themes: The Power of Our Voices (2016), Empowering Resilience (2017), Transforming Culture Together (2018), and The Power of Collaboration (2019). In 2020, due to the COVID-19 pandemic, PCVI hosted a virtual on-line event, Recognizing Courage, Renewing Commitment. Funding was also available for NGOs to conduct local awareness raising events as part of the NVSCW. Examples of events and activities that NGOs organized included workshops and information sessions, public awareness events, and training for victim services professionals. Audiences for these activities commonly included victims and survivors of crime, the public, justice system professionals, and NGOs.

Other PCVI Led Awareness Raising Events and FPT Collaboration Activities

PCVI led several other events and produced a significant number of informational resources to support those working in the justice system, NGOs, the public, and other stakeholders to have greater awareness and understanding of victim issues, legislation, and services in Canada. PCVI collaborated at the FPT level and supported collaboration and knowledge exchange across Canada. Importantly, these efforts supported PTs and NGOs to develop and deliver responsive victim services in their jurisdictions, and encouraged conversations among justice system professionals, government officials and other stakeholders regarding the rights of victims and criminal law reform. To this end, PCVI hosted 24 events including national knowledge exchanges (6), WebExs/webinars (12), other in-person learning events, and awareness raising activities sponsored or hosted by PCVI with participants from other countries.^{viii} Examples of topics covered at these events included:

- Restorative justice, including victim-centered approaches, the role of the victim in restorative justice processes, and international information and approaches
- Supporting families of MMIWG, including models (e.g. FILUs), practices, and new approaches
- Trauma-informed approaches, including understanding secondary trauma and supporting victim resilience
- TAs, including best practices providing TAs in rural and remote areas
- Enhancing victims' and survivors' voices within the criminal justice system
- CACs, specifically supporting child victims of crime through a child-centred multi-disciplinary response
- Supporting specific communities of victims including persons with disabilities, women, and seniors
- Developing and implementing a restitution program as well as a victim complaints resolution mechanism
- Creating and implementing policies and initiatives to help transform the culture of the criminal justice system
- Exploring collaborative and multidisciplinary approaches to victim services provision

^{viii} Participants from other countries included UN representatives, students, justice associations, and the public. These events included: presentations to delegations from other countries on topics including the CVBR, CACs, restorative justice, Justice FVS, and gender-based violence; UN Restorative Justice Expert Group Meeting in Ottawa (co-hosted and funded by PCVI); presentations on the CVBR to justice associations and PT victim services; and presentations to students at colleges on victim issues and the Justice FVS.

Impacts of Awareness Raising Activities:

Attendees at these events included victim services personnel and other criminal justice professionals, NGOs, government officials, victims and survivors of crime and advocates, and subject matter experts. Surveys were completed in 15 out of the 24 awareness raising events. Some key findings include:

- Awareness or knowledge of issues was rated as high or very high by 74% of participants after attending the events compared to approximately 41% of participants before attending the events (based on surveys at 15 of the events)
- 87% were satisfied or very satisfied with the information presented (based on surveys at 8 of the events)
- 70% were satisfied or very satisfied with the learning opportunity (e.g., learning about best practices and solutions) (based on surveys at 4 of the events)
- 93% were satisfied or very satisfied with the overall event (based on surveys at 3 of the events).

Most key informants indicated these events raised the awareness of the complexity of victim issues and the barriers different groups face in accessing services. Most of them indicated these events highlighted the need to think holistically about the issues (e.g., multidisciplinary models of care, trauma-informed approaches, after care support), and acted as a catalyst for the justice system and society to consider how to better support victims of crime through responsive victim services and legislation. Importantly, all key informants who had attended these events said it provided opportunities for attendees to engage with one another and share promising practices and knowledge on a national level, and it was commonly suggested by them that PCVI host more of these events. Attendees were able to adapt promising practices and models that they learned about within their own jurisdictions and contexts for more responsive services and policies, which key informants highly valued.

PLEI Materials and Informational Resources

In support of increasing awareness and understanding around victim rights and available services, PCVI developed a suite of PLEI materials and other informational resources which outlined victim-related provisions in the *Criminal Code* and CVBR. These resources were developed for a wide audience. Some examples included:

- Fourteen (14) factsheets on victim rights and the CVBR, 7 CVBR infographics and other tools, and a CVBR Brochure to support understanding of the new legislation^{47,48,49}
- Quick information on topics such as general information about TAs, publication bans, and TAs for young victims and witnesses.
- Eight (8) family violence related resources, translated into 12 languages for newcomers and 12 Indigenous languages⁵⁰
- Production of a video on victim involvement in an Indigenous Justice Program, developed in collaboration with the Indigenous Justice Program and the Communications Branch
- Maintenance of the Victim Services Directory website to help NGOs, victims, and individuals locate services for victims of crime across Canada, determine which services may be required, link organizations and victims, and help all individuals access victim services⁵¹

Impacts of PLEI Materials and Informational Resources:

In general, key informants who were aware of these materials, particularly PT representatives, were satisfied with the resources and found them useful. For example, they indicated that materials created and utilized for victims and witnesses, such as children and their parents and vulnerable adults, provided useful information about TAs that were available and the process for applying for and using them. However, some of the key informants, particularly NGOs, were not aware of these PCVI

produced materials and expressed interest in learning more. In particular, fact sheets created for TAs were reported to provide justice professionals with awareness of TAs, important information on *Criminal Code* changes, and foundational knowledge on how to meet the needs of victims and witnesses using TAs.

Funded Awareness Raising Activities by PTs and NGOs

In addition to PCVI led awareness raising activities, the Victims Fund provided support to PTs and NGOs/CBOs to deliver events and projects that raised awareness and provided training on victim issues, legislation, and available services. Some common activities conducted by PTs and NGOs included outreach and community events, information sessions, resource materials (e.g., brochures, fact sheets), training/workshops (e.g., topics about trauma-informed approaches and cultural safety), and educational resources (e.g., guides and online courses). Examples of common topics covered for these activities included:

- Families of MMIWG and Indigenous victims of crime
- Victims and survivors of sexual violence and intimate partner violence, particularly among Indigenous communities, newcomer communities, and students and youth
- Information and navigational support for the criminal justice system and other services available for victims

These activities were commonly attended by justice system professionals, NGOs, victims and survivors of crime, and the public. Findings from the Victims Fund file review characterised the attendance at these events as good or strong. FILU key informants reported that a large component of FILU services was conducting outreach, such as visiting communities to build relationships, hosting community events and gatherings for families, and networking with or presenting to Indigenous organizations, NGOs/CBOs, and justice system professionals such as the police.

A deeper examination was conducted of Victims Fund supported initiatives for victims of sexual assault that took place in 2018-19 to provide some specific examples of the types of awareness raising activities funded by the Justice FVS:

- In New Brunswick, 499 participants attended community outreach presentations and workshops/training regarding sexual assault and 21,229 people were reached through the province's #RelationshipGoals Campaign.
- In Manitoba, 164 participants attended training and community awareness sessions regarding sexual assault and 1,000 sexual assault information brochures were distributed.
- In Quebec, 42 organizations from 6 regions participated in 20 sexual assault workshops/trainings.
- In Ontario, 7 online fact sheets were published by a services provider to break down barriers to criminal justice for women who experience sexual assault (information about views and uptake were not provided).

Impacts of Awareness Raising Activities by PTs and NGOs:

PTs and NGOs reported their awareness raising activities and outreach by FILUs increased the knowledge and competence of justice system professionals, other NGOs, as well as the public regarding victim issues. It was further reported by PTs and NGOs that information and navigation services provided directly to victims received positive feedback for increasing awareness of their rights, the legal system, and available supports and services (e.g., TAs, counselling, independent legal advice).

Importantly, PT and NGO/CBO key informants noted that these activities fostered trusting relationships, and the creation of safe referral networks (e.g., referrals by justice system professionals and FILU to community organizations and vice versa). In addition to supporting the creation of new networks of resources and available services, these collaborations also supported multidisciplinary and trauma informed approaches (e.g., FILUs supported justice professionals such as victim services, police and coroners, community organizations, and others working with victims to be more trauma-informed while working with families of MMIWG).

“We have seen increased awareness and sensitivity toward victims of crime. Victims considerations are happening more proactively... police and Crown are trying to apply this victim’s lens in how they are approaching victims and the criminal justice system.”

– PT Representative

Need for Continued Efforts to Raise Awareness:

There remains a continued need for ongoing and enhanced awareness raising through the Justice FVS to increase awareness among victims and survivors about their rights, victim-centered practices in service delivery and awareness about victim services. Some examples identified were supports for families of MMIWG and for victim services professionals and those interacting with victims related to using TAs (e.g., increase understanding of why they are used and how they support the victim or witness to provide their testimony through more training).

4.2.3 Improved Legislative and Policy Responses for Victims

The multi-pronged activities of the Justice FVS contributed to improved legislative and policy responses to victims and survivors through the consideration of victim issues in relation to criminal law policy and reform, FPT coordination, research, and funded policy activities at the PT and service provider level.

Legislative and Policy Responses

Results indicated the activities of the Justice FVS played a key role in criminal law development and reform. In particular, PCVI provided a victim focused policy lens to help ensure that victim rights and issues were considered as criminal law reforms were developed. PCVI also leveraged its policy development work and leadership activities to inform relevant legislative changes and support coordinated implementation across FPT partners. At the same time, the Victims Fund supported implementation of victim legislation and new criminal justice system partnerships and practices in support of victims of crime.

Legislative Amendments for Victims

A total of 11 legislative amendments related to victims and survivors of crime received royal assent between 2015-16 and 2019-20 and PCVI played an integral role in providing a victim focused policy lens to ensure the impact on victims rights was considered. Across these legislative amendments, PCVI’s role varied from providing updates to the FPTWG to ensure they were aware of the initiatives, providing policy or legal advice on the reforms, or in some cases leading, drafting, and/or supporting the implementation of the legislation. Some specific amendments included:

- C-51: *Anti-terrorism Act (2015)*
- C-32: *Victims Bill of Rights Act* enacted the stand-alone CVBR (2015)

- C-74: *An Act to implement certain provisions of the budget tabled in Parliament on February 27, 2018 and other measures* (2018)
- C-51: *An Act to amend the Criminal Code and the Department of Justice Act and to make consequential amendments to another Act* (2018)
- C-77: *An Act to amend the National Defence Act and to make related and consequential amendments to other Acts (the Act)* (2019)
- C-75: *An Act to amend the Criminal Code, the Youth Criminal Justice Act and other Acts and to make consequential amendments to other Acts* (2019)
- C-59: *An Act respecting national security matters* (2019)

Appendix D provides additional information on each of these legislative amendments.

Policy Development and Leadership Activities

PCVI provided assistance to support the federal government and PTs with the implementation of new legislation, primarily through policy development, leadership activities and research. RSD, in partnership with the Justice FVS, undertook research, to support legal and policy development relating to victims of crime. Some examples of the reforms that benefited from PCVI implementation efforts include:

- **CVBR.** For former Bill C-32^{ix}, PCVI supported coordination and collaboration to implement the CVBR including presentations on the CVBR to raise awareness among criminal justice professionals, organized, and delivered training and webinars, and created PLEI materials. Specifically, in partnership with RSD, 12 publications were released relating to the CVBR (e.g., infographics, annual reports, and articles on victims of crime demographics, the right to information, victim impact statements, CVBR complaints mechanisms, and strategies for assessing the impact of the CVBR) as well as a website to increase knowledge about the CVBR.
- **Sexual Assault *Criminal Code* Provisions.** For former Bill C-51^x, PCVI co-led the ad hoc Coordinating Committee of Senior Officials Working Group on Access to Justice for Adult Victims of Sexual Assault and coordinated the drafting of the Working Group's report entitled Reporting, Investigating and Prosecuting Sexual Assaults Committed against Adults.⁵² PCVI also hosted a knowledge exchange on the criminal justice system response to adult sexual assault. Finally, in partnership with RSD, 21 publications were released relating to adult victims of sexual offenses such as fact sheets, surveys, research papers and articles on the impacts of trauma, trauma and violence informed approaches, restorative justice, resources available, and the economic impact of sexual assault.
- **Military CVBR.** For former Bill C-77, PCVI supported FPT consultations as well as provided policy advice to the DND on development and implementation options.
- **Victim Surcharge *Criminal Code* provisions.** During *R v Boudreault* and following the SCC decision, PCVI supported ongoing discussions with FPT partners regarding impacts, options, and next steps in ensuring that the Victim Surcharge provisions met the direction provided by the SCC, and updated related PLEI materials.

In addition, PCVI regularly engaged the FPTWG and other stakeholders to identify implementation challenges related to federal victim legislation and sought opportunities to address the challenges

^{ix} *An Act to enact the Canadian Victims Bill of Rights and to amend certain Acts.*

^x *An Act to amend the Criminal Code and the Department of Justice Act and to make consequential amendments to another Act.*

through the Strategy. The FPTWG collaborated on other topics such as efforts to modernize Canada's criminal justice system (e.g., with restorative justice practices), Indigenous overrepresentation in the criminal justice system, and issues of domestic and sexual violence (e.g., measures proposed by former Bills C-51 and C-75).⁵³ PCVI also worked with departmental and interdepartmental colleagues to provide advice on legislation that impacted victims of crime.

PTs and NGOs were provided funding under the Victims Fund to conduct their own policy work to support responsive services and respond to legislative changes. Providing this funding for the jurisdictions to carry out their own policy and research activities ultimately contributed to improved legislative and policy responses to victims and survivors, by allowing policy and research activities to be tailored to the unique needs of the jurisdictions. In particular, funding supported PTs and NGOs/CBOs to develop materials (e.g., policy papers, updated policy documents to respond to legislative changes) and carry out consultations (e.g., with partners working in the criminal justice system such as police as well as other stakeholders such as family services). Many PT and NGO/CBO recipients also conducted research and evaluation activities to learn more about needs of victims of crime and the effectiveness of services and supports provided.

4.2.4 Demonstrated Leadership in the Area of Victim Issues within the Federal Government and Across Canada

The Justice FVS demonstrated leadership in victim issues through its multi-pronged approach which supported a coordinated and collaborative approach to identifying and responding to victim issues across the federal government and Canada. Maintaining collaborative internal and external working relationships is an important element of delivering the Strategy.

Coordinated and Collaborative Approach

During the years covered by the evaluation, the Justice FVS utilized a coordinated and collaborative approach to engage FPT partners and establish close working relationships, identify shared priorities, and promote exchange of information and promising practices to advance consistent responses to victim issues. While previous sections of the report have outlined various Justice FVS leadership activities, the following provides a summary of interrelated leadership in relation to the multi-pronged approach, both from the federal and national perspectives. Leadership was also closely examined in the previous Justice FVS evaluation which included recommendations related to enhancing engagement, coordination, and information sharing between FPT victim services.⁵⁴

Continuing to foster collaboration between PCVI and IAID was identified as important as the Strategy relies heavily on the interconnectedness of policy, programming, and law reform activities to ensure that the activities of the Justice FVS and associated funding agreements remain relevant and coordinated. It was also identified that it is important to include RSD in these collaborations to ensure research is integrated into both policy as well as program activities.

Federal Focused Leadership

Through criminal law reform and policy development activities, the Justice FVS provided important legal and policy leadership at the federal level. In addition to providing leadership on several pieces of legislation and decisions related to victim rights (e.g., CVBR, *R v Boudreault*, etc.), PCVI was a leading authority on providing policy and legal advice to other federal departments. Some examples of this included collaboration and policy advice with ESDC regarding senior abuse, with PSC regarding human trafficking, as well as with DND regarding victim legislation and services. In addition, PCVI is the co-chair with (WAGE) on the Interdepartmental Working Group on Violence and Victimization and the lead on the Justice Pillar for the Gender Based Violence National Action Plan in addition to policy

work related to family violence and intimate partner violence. Strong collaboration between PCVI and the RCMP to support families of MMIWG was also noted.

National Focused Leadership

The Justice FVS also provided important leadership at the national level through policy development and program development and delivery activities. Some examples of this included:

- Implementing specialized funding streams under the Victims Fund to encourage and lead PTs and NGOs to respond to victims needs in a more consistent manner (e.g., TAs in the context of CVBR implementation, FILUs, CACs, addressing sexual assault, etc.) as well as to engage in policy development, research, and evaluation surrounding victim services.
- Leading and coordinating engagements to support national collaboration and training on victim issues (e.g., FPTWG and sub working groups, national networks for CACs and FILUs, NVSCW and knowledge exchanges, etc.).
- Leading and contributing to the production of important research, in collaboration with RSD, Statistics Canada, and the CCJS, to advance understanding on victim issues and services across Canada and produce informational resources to support awareness and understanding of victim issues.

“The FVS, through all three areas, helps to provide some leadership and cooperation between the feds and PTs, that’s important. Leadership provides that coordination piece so that we are not all doing our own thing.”
– Federal Partner

4.2.5 Improved Criminal Justice System Responses to Victims and Increased Access to Responsive Services that Support Victims

The Justice FVS improved criminal justice system responses to victims and increased access to responsive services that support victims through provision of key funding and policy initiatives.

Through its multi-pronged approach, the Justice FVS advanced several specific victim-focused initiatives where evidence demonstrated increased access to responsive services for victims across Canada while improving the experience of victims in the criminal justice system and supporting their well-being beyond the criminal justice system. Key informants spoke to the positive impacts of the Justice FVS with respect to multiple aspects of the Strategy, including that these initiatives encouraged the development and delivery of innovative and multidisciplinary models which provided services in a trauma-informed and/or culturally sensitive manner. In order to provide a more detailed examination of the impacts, additional information is provided based on a few selected areas of focus for the evaluation - TAs in the context of CVBR implementation, supports and services for families of MMIWGs and for victims of sexual assault.

Testimonial Aids as a Component of CVBR Implementation

The CVBR recognizes four rights for victims and efforts have been made to implement that legislation through program and policy efforts. One aspect of implementation of the CVBR includes support for the implementation of access to TAs. Former Bill C-32 gave all victims of crime the right to *request* a TA when they testify as a witness in criminal court (among other rights) and judges can now consider whether the TA would *facilitate* a full and candid testimony, as opposed to whether its use is *necessary*.

The result is that it is now easier for judges to order a testimonial aid for adult witnesses.^{xi} To this end, the Justice FVS enhanced the ability of PTs to respond to the needs of children and some vulnerable adult victims and witnesses, particularly in cases of sexual assault and intimate partner violence. This was achieved through:

- Increased funding levels for PTs to implement TAs (i.e., a substantial three-fold increase of up to \$250,000 per PT).
- Policy (e.g., training, fact sheets, resource materials such as case law reviews) and research guidance (e.g., evidence informed best practices in TA use) from PCVI and RSD to support implementation.
- Consistent collaboration between departmental staff and the PTs regarding challenges and good practices (e.g., FPT conference calls, knowledge exchanges, webinars).

Results of the evaluation indicated the following impacts related to improved justice system response and increased access to justice, as well as any challenges and opportunities for improvement.

Impacts:

TAs and other measures improved access to the justice system for victims and witnesses by reducing their stress and anxiety and enabling them to provide clear and candid testimony. This was achieved by:

- Building comfortable and supportive environments for the victims and witnesses (e.g., soft waiting rooms, and support persons).
- Preventing their view of the accused person and their supporters (e.g., through CCTV/videoconferencing and witness screens) while giving testimony.

“Our impression is that the benefits of the use of TAs include reducing the victim’s/witness’s stress and anxiety so that they can provide a full and candid account of their evidence in court and meaningfully participate in the prosecution. In addition, the use of TAs is believed to assist in reducing the systemic trauma that victims and witnesses may experience from participating in the criminal justice system.”
– Crown Attorney

Challenges and Lessons Learned:

Key informants identified several challenges that occurred across the jurisdictions with regards to implementing and using TAs. Challenges included accessing TAs in rural and northern areas, resistance to TAs from some justice professionals, technological and logistical issues with using CCTV, barriers to applying for a TA, problems with the witness screens, as well as challenges with building layouts and logistics. Lessons learned and best practices for dealing with some of these challenges included purchasing more equipment to expand availability of TAs, providing training and collaborating with justice professionals regarding which TAs were available, how to use them, and why they should be used, as well as identifying a witness’ need for TAs early and making applications as soon as possible.

^{xi} Canada’s *Criminal Code* has allowed use of testimonial aids since 1988, when former Bill C-15 (*An Act to amend the Criminal Code and the Canada Evidence Act*) introduced provisions allowing the use of testimonial aids by child victims on a case-by-case basis. Subsequent amendments in 1993, 1998, 2006, and 2015 built upon this foundation to further clarify and expand the use of testimonial aids. In particular, former Bill C-2 (*An Act to Amend the Criminal Code (Protection of Children and Other Vulnerable Persons) and the Canada Evidence Act*), which came into force in 2006, introduced presumptive availability of testimonial aids for children under 18 years as well as witnesses who have a disability that makes it difficult for them to communicate evidence. Former Bill C-2 also expanded use of testimonial aids to vulnerable adult witnesses for the first time, in instances where the judge believes the aids are necessary to obtain a full and candid account during their testimony.

Opportunities for Improvement:

At the federal level, key informants identified opportunities for improvements to reporting and monitoring of TA usage across jurisdictions, increased communication and collaboration across the sections of Justice Canada involved with Justice FVS administration and the PTs, and continued research in areas relevant to gaps in TAs. From the perspectives of the PTs, there were suggestions of including support animals as eligible TAs and continuing funding to support access to CCTV/videoconferencing and soft waiting rooms.

Supports and Services for Families of MMIWG

Through the CVBR, victims and their surviving family members have a right to information, on request, about the criminal justice system and their role, including the status and outcome of the investigation into the offence. The Justice FVS also enhanced the capacity of PTs and Indigenous community organizations to ensure that families of MMIWG had access to all the available information they were seeking about their loved ones, as well as access to trauma-informed, culturally-grounded services and supports. This was achieved by supporting:

- The development of a new model of victim services/support for family members of MMIWG – FILUs;
- Indigenous CBOs to design and deliver culturally-grounded healing supports for families of MMIWG (e.g., family gatherings, Elder services, counselling, smudging, healing on the land, sweats, beading);
- Training for justice system professionals regarding how to work with families in a respectful, trauma-informed and culturally grounded manner; and
- National collaboration on FILU delivery and awareness raising (e.g., FILU National Network Secretariat, FPTWG collaboration, RCMP collaboration, federal virtual FILU team, research).

Impacts:

There was increased responsiveness of services by supporting the creation of a team to work directly with and for families to access information they were seeking about their missing or murdered loved ones in a culturally-grounded, trauma-informed manner, where previously there was a longstanding lack of information or misinformation. Families appreciated the increased access to justice system professionals who could provide the information they were seeking and noted that the efforts made by those officials demonstrated that their loved ones mattered. Further, opportunities for families to access services and supports that were trauma-informed, culturally-grounded, and driven by the needs of the family were also enhanced.

Several new partnerships were formed and/or strengthened between FILUs and justice system professionals, which ultimately contributed to an improved response to families by the justice system. Through partnering with FILUs, system officials (e.g. police, coroners, prosecutors) reflected on their operations as they learned more about the impact their actions and inactions have had on families. They also learned more about trauma-informed practices for working with families, and building and redefining relationships with families grounded in recognition, respect, and understanding.

Opportunities for Improvement:

Key informants were also asked for their suggestions on how to improve the program design and delivery as well as the services and supports provided by FILUs and CBOs. Some of the key suggestions included: permanent funding for FILUs and CBOs, increased awareness about the services and supports offered by FILUs and CBOs through training and knowledge exchange as well as CBO resources for outreach, continued support for collaboration (e.g., FILU Network), offering support for murdered and missing Indigenous men and boys through the FILUs, and continued

increased access to aftercare supports for families, including culturally-grounded healing supports and counselling as well as more services in communities and/or additional resources for travel. In addition, although standardized templates were developed to assist in reporting on FILUs, it was noted that performance measurement and reporting could be enhanced through more consistent use and application of the templates.

Further, key informants were asked for their suggestions on how to improve the experience of families of MMIWG more generally in the justice system. They identified the importance of making the justice system safer by providing access to Indigenous victim services providers that are situated outside of government/police buildings, as well as offering trauma-informed practice training for all justice personnel, incorporating ceremony into the system (e.g., smudging before court), utilizing Elders as support people, and having more dialogue and collaboration among justice system professionals on how to support families of MMIWG (e.g., how to provide seamless, wraparound support).

Supports and Services for Victims of Sexual Assault

Key Findings regarding Justice FVS supports for victims of sexual assault included criminal law reform through former Bill C-51, which enacted several legislative reforms to clarify and strengthen Canada's sexual assault regime. Additionally, the Justice FVS enhanced the capacity of PTs and NGOs to respond to the needs of victims of sexual assault, particularly as it related to their interactions with the justice system. This was achieved through:

- Providing Victims Fund funding for PTs to pilot specialized projects and services that were unique to their jurisdictions and for NGOs to enhance existing services for victims of sexual assault, as well as funding for both PTs and NGOs to provide training for justice professionals and other front-line workers to effectively work with victims of sexual assault (e.g., trauma-informed approaches to working with victims of sexual assault).
- Policy support to raise awareness of sexual assault laws (e.g., fact sheets, resource materials), enhance the capacity of professionals to work with victims of sexual assault (e.g., knowledge exchange), and collaboration and networking coordination to support identification of issues and sharing of promising practices (e.g., FPTWG, federal working groups).

Impacts:

The Justice FVS contributed to an improved justice system response to victims of sexual assault by providing information for justice professionals about the unique and complex issues faced by these victims, as well as increasing awareness of appropriate methods to provide services to these victims (e.g., trauma and violence-informed practices). This improvement was achieved through a significant amount of awareness raising activities conducted by both PCVI and funding recipients related to sexual assault, including developing and delivering fact sheets, resources materials, research, workshops, and knowledge exchanges (e.g., raising the awareness of the Philadelphia Model) as well as extensive federal consultations through the Coordinating Committee of Senior Officials Working Group on Access to Justice for Adult Victims of Sexual Assault.

The Justice FVS increased access to responsive services for victims of sexual assault through supporting the development and scaling of specialized services, such as the Independent Legal Advice (ILA) pilot projects occurring across Canada.^{xii} Key informants noted that the ILA projects filled a recognized gap in the system (e.g., funding barriers for legal advice) and increased the confidence of victims to be able to access and navigate the system (if they chose to do so). ILA funding was not part of the original CFP for sexual assault initiatives. It was later considered after some PTs demonstrated

^{xii} In these projects, adult victims of sexual assault were eligible to receive up to four hours of confidential and free legal advice to help them make more informed decisions about next steps after a sexual assault (e.g., information was provided regarding the pros and cons about reporting the crime and what to expect when moving through the criminal justice process).

success with their pilot projects and shared these benefits with PCVI, IAID, and the FPTWG. Other PTs have since accessed the funding to implement their own ILA pilot projects for victims of sexual assault in their jurisdictions, which further demonstrates the importance of the Justice FVS leadership and facilitation activities across PTs to support increased access to new pilot services.

Challenges:

Many key informants noted that the ongoing sustainability of these projects and whether funding would be available after the pilots were completed was a challenge. It was further identified by most key informants that more support is needed for victims of sexual assault, particularly as it pertains to information for navigating the criminal justice system, as well as therapeutic services to support healing from their victimization. Male victims of sexual assault were also identified as needing additional support in these areas.

Financial Assistance for Canadians to Attend Parole Board of Canada Hearings and for Canadians Victimized Abroad

In addition to funding and support provided through the Justice FVS to support PTs and NGOs in the delivery of victim services, direct financial assistance for victims was also available. From 2015-16 to 2019-20, over \$4M in contributions were provided directly to victims of crime through two funding streams to support victims’ access (i.e., attendance and participation) to criminal justice system proceedings: financial assistance for federally registered victims to attend PBC hearings, and assistance for Canadians victimized abroad to attend hearings in other countries. Funding for services which supported victims beyond the justice system where the victim has no other source of financial assistance was also available, such as financial support for professional counselling and funeral expenses for Canadians victimized abroad.

The funding was identified as being particularly helpful in reducing financial hardship for victims to participate in the criminal justice system process, as well as in helping to offset costs associated with their victimization. The following table outlines the eligible expenses for these funding streams, as well as the number of approved applications during the years covered by the evaluation.

Table 5: Parole Board and Victims Abroad Eligible Expenses and Individuals Receiving Financial Assistance from 2015-16 to 2019-20

Funding Stream	Eligible Expenses	Number of Individuals Receiving Assistance
Parole Board ⁵⁵	<ul style="list-style-type: none"> • Travel expenses for the victim and a support person (if requested), including costs such as gas mileage, air, bus or train travel as well as hotels, meals, and costs of transportation between airport, hotel and place of hearing • Costs for childcare or dependent care 	2,516
Victims Abroad ⁵⁶	<ul style="list-style-type: none"> • Travel expenses to return to the country where the crime occurred to participate at the preliminary hearing and/or the trial • Travel expenses for a support person to be with a Canadian victimized abroad, during the immediate aftermath of the crime • Expenses for a Canadian victim of crime abroad to return to Canada • Where the victim has no other source of financial assistance, funding for hospital and medical expenses due to being victimized, expenses to replace stolen official documents upon return to Canada, financial assistance for professional counselling, funeral expenses if the crime resulted in the death of the victim, and out-of-pocket expenses due to being a victim of a violent crime 	521

Impacts - Parole Board Funding:

During the evaluation period, 503 victims^{xiii} who received financial assistance under the Parole Board funding stream completed surveys about the financial assistance received. Responses show that approximately 90% of recipients reported:

- The funding was useful or very useful in reducing financial hardship
- The funding was somewhat or very important for supporting their attendance and participation in the hearings
- They were satisfied or very satisfied with the funding they received

Respondents commonly expressed gratitude for the financial support they received through the Victims Fund, explaining that they found it important to attend PBC hearings but faced financial hardship to do so. For instance, a third of recipients (33%) reported that they would not have attended the hearings if financial assistance had not been available, largely due to the unaffordability of travel expenses, particularly where travel to other provinces was involved, as well as concerns around lost wages. Further, approximately half (46%) of respondents received financial assistance for a support person, particularly for costs associated with accompanying them to the hearing (i.e., travel), as well as a smaller number who received support for childcare costs.

Recipients also described various ways in which attending PBC hearings affected their experience with the justice system. They commonly discussed how attendance increased their understanding of the process and access to information, sometimes increasing their confidence in the criminal justice system as a result. Other effects of attendance noted by some included feeling heard, contributing to their healing journey, and having positive interactions with victim services personnel (e.g., they were kind, respectful).

Impacts - Victims Abroad Funding:

During the same timeframe, 12 victims^{xiv} who received financial assistance under the Victims Abroad funding stream completed surveys about the financial assistance received.⁵⁷ Funding was most frequently used for counseling expenses (for two-thirds of recipients), followed by medical expenses, and travel expenses (e.g., returning to Canada or returning to the country where the crime occurred for the purpose of testifying). All of the recipients indicated that they would not have been able to fully cover these costs without funding through the Victims Fund. Finally, 92% were satisfied or very satisfied with how they were treated in their experience with the Victims Fund.

4.2.6 Access to Activities and Services for Specific Communities of Victims

The Justice FVS included GBA+ considerations during the design and delivery of the Strategy to identify service gaps for specific communities of victims and promising practices for addressing these gaps through policy development, law reform, and/or flexible program funding.

GBA+ Considerations and Program Design

The document review indicated the Justice FVS is to be guided by a GBA+ lens during legal, policy and program development and implementation activities to ensure groups that have unique needs

^{xiii} Out of the 2,516 funding recipients, 503 completed surveys (20%). Of these, approximately 70% of respondents identified as female and 30% as male.

^{xiv} Out of the 521 funding recipients, 12 completed surveys (2%). Of these, 92% identified as female. Victimization occurred across multiple continents.

within the criminal justice system are considered. In particular, the Justice FVS Performance Information Profile includes a comprehensive section on GBA+ considerations, including for specific communities of victims such as women and Indigenous people (including reference to the GOC Truth and Reconciliation report). It was further noted by several key informants that the flexible design of the Victims Fund funding agreements allowed for adaptation and response to the unique needs of communities of victims that were identified in the jurisdictions of PTs and NGOs.

Justice FVS and GBA+ Activities

Results indicated that through PCVI activities (e.g., FPT collaboration and research), evidence-based issues and promising practices for specific communities of victims were identified to help inform relevant law reform, policy development, and responsive Victims Fund funding streams. More specifically, Justice FVS led and participated on working groups examining specific victim issues (e.g., Indigenous justice), hosted knowledge exchanges and symposia on FILUs and vulnerable victims such as children, persons with disabilities, and seniors, and identified and raised awareness of trauma informed approaches for working with sexual assault victims, as well as created PLEI materials and informational resources that were translated into official and other non-official languages. In addition, funding was available for PTs and NGOs to design and deliver specialized services as well as conduct policy activities related to specific communities of victims. These communities included human trafficking victims, victims of sexual offences, child victims of crime, Indigenous victims and families, senior victims, and victims with disabilities. Travel funds were also available for rural and remote victims living in the territories.

4.3 Program Design, Delivery and Efficiency

4.3.1 Flexibility and Clarity of the Victims Fund Agreements

Victims Fund funding agreements were flexible to support PTs and NGOs to undertake initiatives, which were aided by responsive program personnel and good working relationships with the funding recipients.

Structure of the Victims Fund Agreements

The Terms and Conditions of the Victims Fund agreements outlined criteria and expectations to support the delivery of activities that address FPT priorities, yet were open and flexible to support PTs to undertake programming and or policy initiatives that were unique and adapted to their jurisdictions (e.g., either program development and delivery or policy development).⁵⁸ For example, northern representatives expressed a greater need to spend funds on technology that would support remote work of victim services workers and connection to rural and remote areas (e.g., cell phones for communities). The flexible nature of the agreements also allowed the Strategy to pivot and respond to issues that were brought to the forefront (e.g., sexual assault in light of the Me Too movement).

Further, all the PT respondents agreed that they were able to reallocate unspent funds across activities or fiscal years within their five-year agreement, when needed. This flexibility to amend agreements was identified as an important element of the Victims Fund agreements, as priorities changed over the PT five-year agreement period. The table below outlines the amendments made to the most recent PT five-year Victims Fund agreements. Of the 13 PTs, 10 requested an amendment to an agreement, with an average of 3 amendments each (ranging from 1 to 5 amendments among the 10 PTs requesting amendments). The most common reason for an amendment was an increase in funding. Funding increases were requested most often for addressing sexual assault (e.g., sexual violence, intimate partner violence) and developing ILA and legal representation programs after some PTs

showed success with these initiatives (some with a focus on Indigenous communities). The second most common request was increased funding for CVBR implementation and the purchase of additional TAs, particularly after the Terms and Conditions were changed to allow for renovation improvements to courthouses such as separate entrances, soft waiting rooms, and rooms for CCTV.

Table 6: Victims Fund 2016-17 PT Agreement Amendments

Type of Amendment	Number of Amendments	Value of Amendments
Increase in Funding	19	\$6,400,952
Decrease in Funding	3	\$224,500
Redistribution Between Fiscal Years or Budget Lines	5	\$553,805
Added Budget Line for New Activity	3	\$0
Totals	30	\$7,179,257

PT respondents also identified good working relationships with IAID including regular dialogue and early and open discussions about options for funding and possible amendments. Further, some PT respondents indicated that PCVI conducted consultations with PTs to identify shared priorities so that funding opportunities and agreements were more relevant to their needs. It was identified by several key informants that additional consultations could occur with PTs as well as NGOs to continue to inform relevant priority areas and associated funding opportunities (i.e., to ensure good uptake of the funding stream). Some priority areas were identified by PT and NGO/CBO key informants as having strong consultations (e.g., FILUs, CACs, CVBR), but they also indicated there was room for improvement for other priority areas (e.g., persons with disabilities, restorative justice).

Funding Criteria Guidelines for the Victims Fund

The Victims Fund criteria are clearly described, well-organized and easily accessible online. The Fund website provides an overall description of the funding purpose and has developed individual pages to describe funding criteria guidelines for different funding streams.⁵⁹ Web pages include detailed information on funding criteria guidelines, such as eligible applicants, funding objectives, priority areas and suggested project types, descriptions of activities that are not eligible for funding, and areas for consideration to improve chances of having a successful application.⁶⁰ The site also provides a handbook on contribution funds for NGOs, which “*is designed as a reference tool to help funding recipients better understand and comply with the financial requirements described in contribution agreements.*”⁶¹

Funding criteria guidelines were generally clear for PT and NGO respondents, and they noted that IAID was responsive when clarification or support was needed. However, many PT key informants noted that there can be a lot of ongoing conversations and negotiations between themselves and the program staff to finalize their five-year agreements, particularly around the amount of funding available. Departmental personnel indicated funding criteria guidelines provided clear direction for policy and program analysts to determine if projects fit within the scope of Victims Fund, with degrees of flexibility and discretion, but that new applicants or analysts may need additional support to understand the Victims Fund and all its components (e.g., an onboarding package).

4.3.2 Efficiency of the Victims Fund Agreements

Overall, the Victims Fund agreements were efficiently delivered, with the majority of the funds being expended between 2015-16 and 2019-20. There were some challenges with lapsed funding in 2016-17 and with length of time to process applications, particularly for high demand funding streams.

Victims Fund Budgeted and Expended Resources

During the years covered by the evaluation, the Victims Fund was expended \$116M (93%) of the total \$125M allocated (see Table 13 below). The Victims Fund experienced a lapse of funds each year during the evaluation period, with the highest percentage lapse (24%) in 2016-17, but had a reduction to 2% in the last two years of the evaluation period (2018-19 and 2019-20). Several key informants indicated that efforts were made to communicate with recipients early in the year to increase spending in other areas to reduce the lapse of funds, which was aided by the relationships IAID had established with PTs and the flexibility of the Victims Fund agreements. In addition, reduction in lapsed funds may have also been due to the progression of the longer-term agreements and fewer calls for proposals being released with additional available funds (e.g., only two CFPs were launched between 2017-18 and 2019-20).

Table 7: Victims Fund Resources between 2015-16 and 2019-20

	2015-16	2016-17	2017-18	2018-19	2019-20	2015-16 to 2019-20
Budgeted	\$14,897,476	\$24,588,223	\$27,787,265	\$29,387,265	\$28,717,265	\$125,377,494
Expended	\$13,867,139	\$18,748,031	\$26,442,088	\$28,769,269	\$28,043,600	\$115,870,127
Lapse	\$1,030,337	\$5,840,192	\$1,345,177	\$617,996	\$673,664	\$9,507,366
Lapse %	7%	24%	5%	2%	2%	8%

Several factors were identified as having contributed to a larger lapse in 2016-17. For example, 2016-17 was the first year of the PT five-year agreements and a large amount was allocated to certain funding streams like the implementation of the CVBR, which was not initially utilized (e.g., the CVBR had been recently released and PTs were still identifying how to respond). In addition, due to government changes and budgeting decisions, a high number of Victims Fund CFPs were announced between June and December 2016, which aligned with an increase in available funds to spend for the year (i.e., there was a parliamentary cycle in 2016 with new government directions on funding). There were some challenges with timely application processing times which affected the ability of PTs and NGOs to spend funds within the fiscal year (as discussed further under departmental service standards). In addition, recipients sometimes notified departmental personnel of their inability to spend all anticipated funds late in the fiscal year, at which point it is challenging to make adjustments to avoid lapses.

Processing Times for Justice FVS Funding Applications

The Justice FVS uses a Selection Committee including representatives from IAID, PCVI and occasionally RSD, to review applications and identify which projects will be funded. Departmental service standards for applications that were fully completed and had received a funding decision were met at least 80% of the time for acknowledgement, funding decision, and payment.

Service standard calculations were measured from the date when the application was fully completed, not the date the application was originally submitted (i.e., often after applications are submitted, the program asks the applicant for additional information or documentation and the application is not considered complete until all materials are submitted). Therefore, the service standards are representative of all applications with a decision date within the fiscal year, and calculated based on the time from application completion (not application submission) to the time of decision.

Table 8: Percentage of Time Departmental Service Standards Were Met for Applications that Were Fully Completed and Received a Funding Decision Between 2015-16 and 2018-19*

	Acknowledgement Within 7 Days of Applications Being Completed	Funding Decision Within 120 Days of Applications Being Completed	Payment Within 28 Days of Funding Decision
2015-16	96% (184/192)	80% (154/192)	93%** (42/45)
2016-17	98% (359/367)	96% (353/367)	100%** (43/43)
2017-18	97% (308/316)	98% (310/316)	96%** (50/52)
2018-19	99% (455/461)	97% (449/461)	94% (337/360)

* Prior to 2018-19, service standard calculations excluded direct financial assistance under Parole and Abroad components due to a high volume of applications received. For 2018-19, applications for direct financial assistance under these components were included in the analysis due to changes in how the data was stored.

** Prior to 2018-19, payment service standards were assessed using a sample of payments due to a high volume of applications received and a separate system containing payment information. For 2018-19, all applications were included in the analysis (except direct financial assistance under Parole and Abroad components, where a high volume of payments necessitates the use of a sample) due to changes in how data was stored.

Many key informants, particularly PTs and some NGOs, identified long application processing times and CFPs released mid-year as challenges to planning projects and spending funds. Departmental personnel agreed that the application finalization and decision process for some applications could be lengthy. This was primarily due to ongoing conversations and negotiations between the program and the applicant to receive final information and documents to complete the application prior to it being considered for funding, particularly for the first year of the PT five-year agreement. Departmental informants also noted that processing times could be lengthy for some of the high demand Victims Fund funding streams (e.g., NVSCW). Similar findings related to lengthy application processing times were found in the 2016 evaluation.⁶²

These findings suggest that application processing times continue to be lengthy for some applicants, which may be associated with both the time to complete the applications as well as the time to render a decision. This may result in efficiency challenges within the Victims Fund in terms of approving and subsequently distributing funds as well as efficiency challenges for the recipients in terms of planning and delivering their projects and services. In addition, due to the way the service standards are calculated, it is challenging to determine the extent of the issue. For instance, it is not known how many applicants are affected by lengthy review processes or the average amount of time it takes from time of initial submission of the application to the funding decision.

Victims Fund Project Reporting

There was inconsistent data collected from PTs and NGOs/CBOs regarding the activities funded under the Victims Fund, primarily due to differences in reporting practices. For example, there was a lack of consistent quantitative information from recipients across activities as well as a lack of concise and targeted qualitative information to support accessible performance data in some instances. There is a need for more consistent data collection across recipients through an enhanced performance measurement strategy (e.g., identification of key data to be collected, better reporting templates and instructions for recipients, etc.). One suggestion was to provide a guidebook to applicants that would provide clear expectations and instructions on how to report back to the Justice FVS on Victims Fund activities.

Further, Justice data management systems for tracking the activities of the Victims Fund were identified as a challenge for regular monitoring of the Strategy and could use improvement (e.g., difficult to easily access information on CFPs, applications, rejections, amendments, activities, outcomes, etc.).

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions and Recommendations

5.1.1 Relevance

The Justice FVS has evolved since its inception to respond to the needs of Canadian victims and survivors of crime. It has continued to play an active role in advancing legislative change (e.g., CVBR, C-51), while also increasing policy development and leadership activities through the PCVI (e.g., national networks for FILUs and CACs, increased focus on training justice professionals, through trauma-informed approaches for working with victims, increased public awareness activities). The FVS response has also progressed with respect to program development and delivery support, for example, through increased Victims Fund resources for the development of specialized, responsive services, which inform, and are informed by, Justice FVS policy activities.

At the same time, the Justice FVS (as a vehicle to deliver on federal priorities), remains consistent with government priorities, roles and responsibilities, particularly with respect to its focus on working with FPT partners to increase access to justice for victims and survivors such as families of MMIWG, child victims, and victims of gender-based violence (e.g., human trafficking, sexual assault, and intimate partner violence). Further, there is a continuing need for the Justice FVS and its multi-pronged approach, particularly with respect to collaborating with federal, PT, and NGO/CBO partners to identify and respond to the ongoing and emerging needs of victims in Canada in a multifaceted and collaborative manner.

The evaluation findings also indicate that certain communities of victims and survivors experience ongoing barriers to accessing services and supports. This is detailed in the section below.

5.1.2 Performance

The Justice FVS utilized its multi-pronged approach to improve criminal justice system responses to victims and to increase access to responsive services that support victims. The Justice FVS enhanced the capacity of those working in the justice system to develop and deliver responsive services (e.g., Victims Fund funding, knowledge exchanges, FPTWG), increased the awareness of victim issues, legislation, and services (e.g., PLEI, fact sheets, symposia, research). The Strategy also improved legislative and policy response to victims (e.g., criminal law reform with a victim focused policy lens, support to implement legislative changes). Importantly, the Justice FVS provided leadership across these areas to support a more coordinated and collaborative approach to identifying and responding to victim issues across FPT partners as well as other stakeholders involved in responding to victim issues. In particular, extensive work has been conducted to increase collaboration opportunities across federal government departments, PTs, some NGOs, victim advocates, and international partners.

A common theme during the evaluation period was the ongoing barriers to accessing victim services, including some of the services funded by the Justice FVS (e.g., barriers to accessing services and supports in rural and remote areas, lack of awareness and training for some justice professionals regarding new approaches such as trauma-informed practices, lack of access to appropriate aftercare

services for victims of crime). To continue to address these barriers, it was indicated by most key informants that the Justice FVS, through its multi-pronged approach, should continue to focus on supporting the development and delivery of responsive models of care which have demonstrated success such as FILUs and CACs (e.g., collaborative models of care which are interdisciplinary, create partnerships between PTs, NGOs, and communities, and are trauma-informed and culturally safe). This includes a continued focus on awareness raising and training for justice system professionals and other stakeholders interacting with victims to support these new, more innovative approaches.

Key informants also noted that challenges exist for certain communities of victims to engage the criminal justice system. They may be intimidated or mistrustful for example due to the ongoing impact of colonization, racism, poverty and marginalization, among other factors. Commonly identified underserved communities include: individuals living in rural, remote, and Northern communities (including Indigenous communities); racialized communities (e.g., Black Canadians), victims of gender-based violence such as sexual assault, intimate partner violence and human trafficking; victims who are LGBTQQI2S; persons with disabilities and seniors; families of missing and murdered Indigenous peoples; victims of cybercrime; families of homicide victims; and people experiencing homelessness and poverty. Additionally, there have been increased rates of gender-based violence, violence against children, and cybercrime as a result of COVID-19 pandemic isolation measures.^{63,64,65,66,67,68}

To continue to address the ongoing barriers to accessing victim services, as well as the needs of different communities of victims, the following recommendation is proposed:

Recommendation 1: To continue to address the ongoing and emerging needs of victims and survivors of crime, it is recommended to engage in annual collaborative priority setting exercises to inform the activities of the Justice FVS.

5.1.3 Program Design, Delivery and Efficiency

Overall, results of the evaluation suggested that the Justice FVS program design and delivery was effective and efficient. In terms of the Victims Fund, funding agreements were structured to address shared PT and federal priorities, but were sufficiently open and flexible to allow PTs to address existing and emerging jurisdictional issues. Effective and efficient program delivery was facilitated through supportive relationships between departmental personnel and Victims Fund recipients. Additionally, it was found that the Victims Fund agreements were generally efficiently delivered, with the majority of the funds being expended between 2015-16 and 2019-20, although some greater lapses were identified in 2016-2017.

Some challenges were observed with respect to Victims Fund performance reporting, and there were some limitations with the current performance measurement approach to funded activities under the Victims Fund. In particular, there was inconsistent data collection from PTs and NGOs regarding their activities, primarily due to variable reporting practices (e.g., lack of consistent quantitative information from recipients across activities as well as a lack of concise and targeted qualitative information to support accessible performance data) and some challenges with understanding and using the lengthy reporting templates.

Additionally, Justice data management systems for tracking the activities of the Victims Fund were identified as a challenge for regular monitoring of the Strategy and could use improvement (e.g., difficult to easily access information on CFPs, applications, rejections, amendments, activities, outcomes, etc.). However, departmental stakeholders identified that a new data management system is being implemented and may be able to address some of these concerns.

Project reporting was inconsistent across funding recipients and Justice data management systems. Improvements in this area would help funding recipients and departmental officials to complete and

analyze reports in a more consistent and timely manner to better assess program performance on an annual and longer term basis.

In order to address some of the challenges noted regarding performance reporting, the following recommendation is proposed:

Recommendation 2: It is recommended to improve reporting templates and tools to allow for more consistent and strategic data collection of Victims Fund projects.

APPENDIX A: PROGRAM PROFILE

Figure 1: Justice Federal Victims Strategy Logic Model

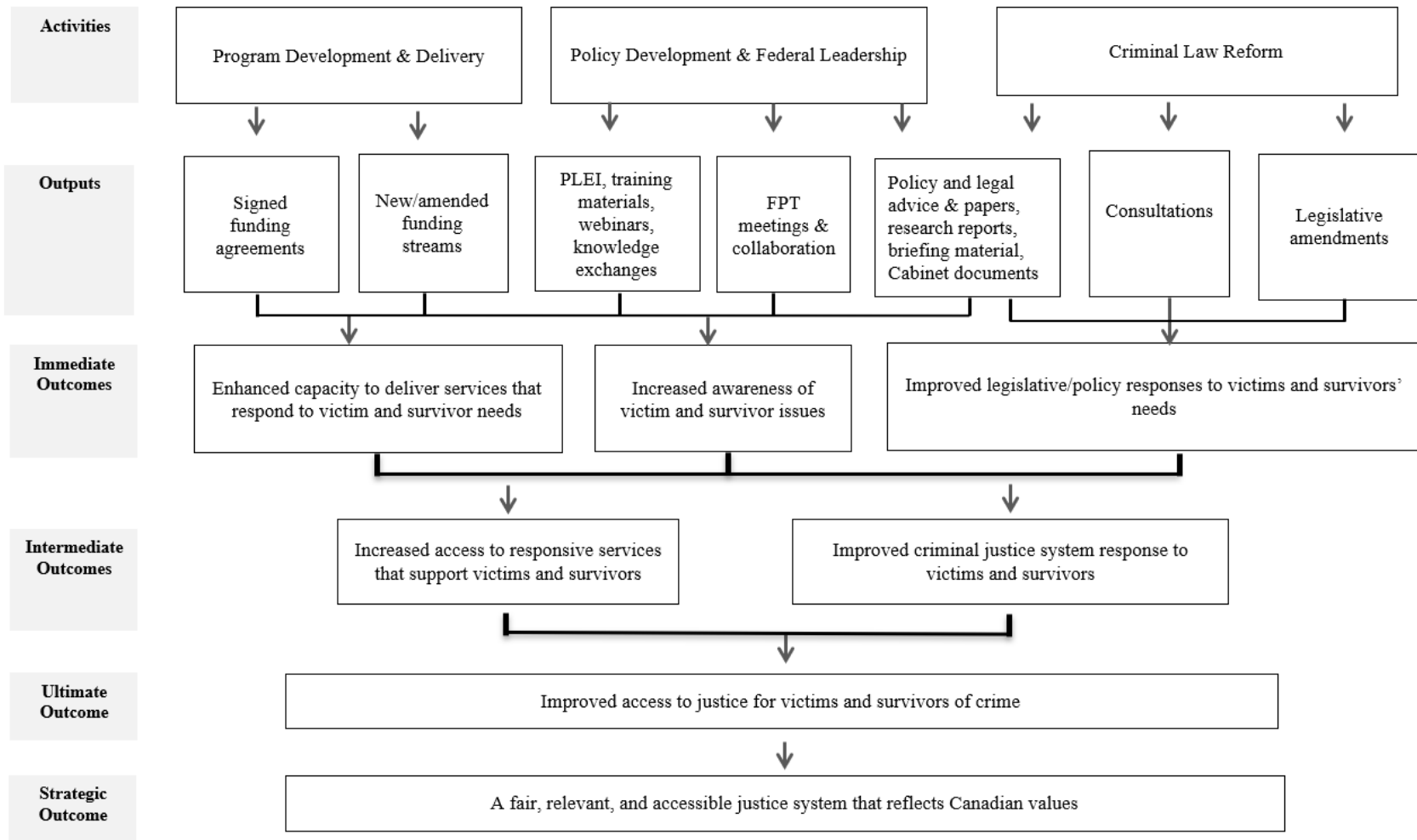


Table 9: Program Stakeholders

Stakeholders	Description
Victims and Survivors of Crime	Victims and survivors of crime are the ultimate beneficiaries of Justice FVS activities. A large part of the policy and program work that is undertaken focuses on supporting those who deliver victim services, victim advocacy organizations, and criminal justice system and allied professionals. A small proportion of the Justice FVS work benefits victims and survivors directly (e.g., funding for Canadians victimized abroad and funding for registered victims and a support person to attend PBC hearings).
Federal Departments and Agencies	The Justice FVS is an interdepartmental initiative that includes Correctional Service Canada, the PBC, and the Office of the Director of Public Prosecutions, in addition to Justice Canada. Justice works to ensure that there is a consistent federal approach to victim and survivors of crime issues at the federal level and plays a leadership role in coordinating collaboration between the various federal partners in the FVS. ^{xv} The PCVI is also the Secretariat and Chair of the FPTWG, of which federal partners of the FVS are members as are other departmental officials and representatives with a mandate to respond to victims and survivors of crime (e.g., the RCMP, and the CCJS), as well as the co chair of the Federal WG on Violence and Victimization.
PT Governments	Given the shared jurisdiction in responding to the needs of victims and survivors of crime in Canada, FPT collaboration is essential on these issues. PT governments are therefore key partners in the Justice FVS. Justice Canada and PT governments work together on many areas of shared jurisdiction and mutually agreed upon activities to benefit victims and survivors of crime. It is through this collaborative relationship that many of the outcomes – and ultimately, the objective of the Justice FVS – will be achieved.
NGOs	NGOs and/or CBOs that provide services to victims and survivors of crime, advocate for changes in the criminal justice system, or raise awareness about the concerns and experiences of victims, are key partners in the Strategy. The Justice FVS works closely with NGOs/CBOs through collaboration in designing and delivering policy initiatives as well as through Victims Fund funding in support of FVS priority areas (e.g., to develop and deliver services to victims and survivors of crime, including family members of MMIWG, children and youth that have experienced abuse, victims of human trafficking, victims with disabilities, and victims of sexual assault).

^{xv} While the Office of the Federal Ombudsman for Victims of Crime is part of the Justice Canada portfolio, it does not report through the Deputy Minister of Justice, but directly to the Minister who tables the reports in Parliament. Given the independent nature of the Ombudsman’s Office from the Department, it is not included in the Justice FVS.

APPENDIX B: EVALUATION METHODOLOGY

Table 10: Evaluation Issues and Questions

Evaluation Issue	Evaluation Question
Issue #1: Continued Need for Program	To what extent is there a continuing need for the Justice FVS and how has it evolved to address the needs of victims since its inception in 2000?
Issue #2: Consistency with Government Priorities, Federal Roles and Responsibilities	To what extent are the activities of the Justice FVS consistent with government priorities (including the strategic priorities of Justice Canada and federal roles and responsibilities)?
Issue #3: Program Design and Delivery	Are the Victims Fund agreements structured to support victim needs as expressed by the provinces and territories while also supporting federal priorities?
Issue #4: Achievement of Expected Outcomes	To what extent has the Justice FVS contributed to the ultimate outcome of increased access to justice and a more effective voice for victims and survivors in the criminal justice system?
	To what extent has Justice Canada demonstrated leadership in the area of victim services and supports through collaboration and coordination with justice stakeholders?
	To what extent has the Justice FVS improved legislative/policy responses to victim and survivor needs?
	To what extent has the Justice FVS increased awareness of victim and survivor issues, legislation and services among targeted audiences?
	Are there barriers to accessing the activities/services funded through the Justice FVS that unintentionally affect different segments of the victims and survivors of crime population? How effective are Justice FVS funded activities / services at reaching these different groups?
	Have there been any unanticipated impacts associated with any component of the Justice FVS?
Issue #5: Program Efficiency	Has the Victims Fund implemented effective practices to increase efficiency?
	How efficient is the overall FVS?

Table 11: Number and Description of the Key Informant Interview Participants

Position	Description	Number of Interviews and Respondents
Departmental Personnel	Justice Canada staff responsible for managing the Justice FVS	9 (14 respondents)
Federal Partners	Federal government departments outside of Justice Canada working in partnership with the Justice FVS	4 (4 respondents)
PT Government Reps	Provincial and Territorial Directors of Victim Services or other agencies that work closely with the Justice FVS	14 (17 respondents)
NGOs	Those involved with operational aspects of the funded activities/services of the Justice FVS	9 (10 respondents)
Total		36 (45 respondents)

Table 12: Frequency of Response for Key Informant Interviews

Response Summary	% Response
All	100%
Almost All	80-99%
Most	60-79%
Approximately Half	40-59%
Many/Several	20-39%
Some/A Few	<20%

Analytical Approach

Themes from each of the lines of evidence were synthesized and analyzed in a results matrix. Specifically, the themes from each line of evidence were compiled and summarized by indicator in a results matrix. The themes for each indicator were reviewed to develop a summary response or preliminary conclusion for each study question. The relative strengths and limitations associated with each line of inquiry were considered during this process. Greater priority was placed on data and themes considered to be more reliable or more relevant to the respective indicator and study question. The results matrix was then used to inform the creation of the final evaluation report.

APPENDIX C: VICTIMS FUND FUNDING STREAMS

Table 13: Victims Fund Eligible Funding Streams Between 2015-16 and 2019-20

Funding Stream	Eligible Activities	CFP Date
PT Implementation of Victim Services	<ul style="list-style-type: none"> Support PTs to enhance victim services in their jurisdictions through five-year funding agreements Develop and deliver program and policy to improve victim services 	Every Five Years
Measures to Address Prostitution Initiative ⁶⁹	<ul style="list-style-type: none"> Support victims to exit prostitution through projects, provide training, or offer services including counselling and housing options Provide victims with the support needed to participate in the justice system including access to basic legal information 	2015
Measures to Support Victims of Human Trafficking ⁷⁰	<ul style="list-style-type: none"> Enhance and promote recovery from human trafficking through projects, training, or services Develop and deliver training for justice professionals and healthcare workers to enhance the awareness, detection, investigation, and prosecution of human trafficking Support data gathering and information sharing among stakeholders involved in addressing human trafficking in Canada 	2015 and 2019
Measures to Enhance Criminal Justice System Responses to Sexual Assault in Canada ⁷¹	<ul style="list-style-type: none"> Enhance access to justice for victims of sexual assault or fill gaps in the criminal justice process, particularly in relation to reporting, testifying, and providing victim impact statements, through projects, training, or services Pilot support services tailored to specific communities of victims such as Indigenous women, women with disabilities, LGBTQQI2S and gender non-conforming communities, and victims of human trafficking Develop and deliver training for criminal justice professionals and healthcare workers on sexual assault law and considerations when working with adult survivors of sexual violence 	2016 and 2019
CVBR Implementation ⁷²	<ul style="list-style-type: none"> Purchase and install TAs (e.g., CCTV/videoconferencing, witness screens, soft waiting/child friendly rooms), and other supports (e.g., assistive listening and speaking devices) Assess training needs of identified stakeholders regarding the CVBR, plan and organize training events, develop and deliver training materials and related resources (i.e., manuals, toolkits, videos, etc.), and conduct evaluation 	2016
Victim Services and Assistance for Families of MMIWG ⁷³	<ul style="list-style-type: none"> Fund the design and delivery of a FILU to provide information navigation and coordination for families of MMIWG and through that function, work with system partners from multiple government sources in order to access information on behalf of families and provide this information in a trauma-informed manner; ensure families are aware of or connected to culturally grounded and trauma-informed healing supports; and conduct outreach to communities and CBOs Fund CBOs to provide traditional healing practices, education and information for families, counselling, peer support and healing events (e.g., family gatherings), collaboration with FILUs, and training for NGOs/CBOs to build capacity to work with families 	2016
Assistance for Victims and Survivors of Crime with Disabilities ⁷⁴	<ul style="list-style-type: none"> Address gaps where there is limited support and services for victims with disabilities Raise awareness and/or conduct research regarding the needs of victims with disabilities Enhance the capacity of victim service organizations or other community organizations to provide services to victims with disabilities Set up and implement referral networks, partnerships, protocols, public-education projects, and training to benefit victims with disabilities 	2016

Funding Stream	Eligible Activities	CFP Date
Victims and Survivors of Crime in Restorative Justice Processes⁷⁵	<ul style="list-style-type: none"> • Develop or enhance partnerships between restorative justice agencies and victim-serving organizations through joint training, information sharing or awareness raising events • Develop tools and resources and/or deliver training for restorative justice practitioners that increase their capacity to work with victims involved in restorative justice processes from a trauma-informed approach • Conduct evaluation and research regarding the impact of restorative justice processes on victims, including promising practices in victim-centered or victim-focused models 	2016
CAC Initiative⁷⁶	<ul style="list-style-type: none"> • Support new CACs that are currently under development or in the early phases of implementation as well as the delivery of existing CACs • Support capacity-building and networks (e.g., provincial CAC networks, national website and training) 	2017
Funding in Support of Child Victims of Crime⁷⁷	<ul style="list-style-type: none"> • Expand the scope and reach of available programs and services, including multi-disciplinary teams, to address the needs of child and youth victims in rural, remote, and Indigenous communities • Enhance the capacity of NGOs to effectively address child victims from various cultures, at different ages and of different genders • Develop and/or facilitate the delivery of training on specialized populations of child and youth victims 	2019
National Victims Awareness Week⁷⁸	<ul style="list-style-type: none"> • Raise awareness about the issues facing victims and survivors of crime as well as about the services, assistance, and laws in place to help victims, survivors and their families through activities such as workshops, public awareness events, social media campaigns, training for justice system professionals, newsletters and/or radio, newspaper or television ads 	Annually

APPENDIX D: LEGISLATIVE AMENDMENTS RELATED TO VICTIMS OF CRIME

Table 14: Legislative Amendments Related to Victims of Crime Where PCVI Had a Role

Bill/Decision	Year Enacted	Description
C-51: <i>Anti-terrorism Act</i>	2015	This Act made changes to anti-terrorism and privacy law. It was considered by Parliament at the same time as the CVBR and required Justice support for the coordination of amendments on TAs and publication bans.
C-32: <i>Victims Bill of Rights Act</i>	2015	This Act gave victims of crime a more effective voice in the criminal justice system and provided clear statutory rights at the federal level for victims of crime for the first time in Canada's history.
C-74: <i>An Act to implement certain provisions of the budget tabled in Parliament on February 27, 2018 and other measures</i>	2018	This Act included amendments with respect to remediation agreements that help repair harm done by Canadian corporations to victims or to the community in Canada or abroad.
C-51: <i>An Act to amend the Criminal Code and the Department of Justice Act and to make consequential amendments to another Act</i>	2018	This Act amended the <i>Criminal Code</i> to clarify and strengthen Canada's sexual assault regime.
C-77: <i>An Act to amend the National Defence Act and to make related and consequential amendments to other Acts (the Act)</i>	2019	This Act enacted a declaration of victim rights, subsequently strengthening the military justice system for victims by aligning it with the CVBR while respecting the unique requirements of the military justice system.
C-75: <i>An Act to amend the Criminal Code, the Youth Criminal Justice Act and other Acts and to make consequential amendments to other Acts</i>	2019	This Act included amendments to the <i>Criminal Code</i> to enhance victim safety and toughen criminal laws in the context of intimate partner violence. The Act also merged the amendments proposed in former Bill C-28, <i>An Act to amend the Code (victim surcharge)</i> . Building on these previously proposed amendments, the Act re-enacted the victim surcharge regime with a discretionary victim surcharge in response to the SCC's December 2018 decision in <i>R v Boudreault</i> that struck down the regime in its entirety on the basis that the mandatory victim surcharge was unconstitutional.

C-59: <i>An Act respecting national security matters</i>	2019	This Act made changes to Canada's national security laws. Relevant amendments included providing authorization for a court in certain proceedings to make orders for the protection of witnesses.
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