SERVING CANADIANS

JUSTICE PARTNERSHIP AND INNOVATION PROGRAM EVALUATION
Final Report

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ABBREVIATIONS

CACP	Canadian Association of Chiefs of Police
FTE	Full-time Equivalent
IBCR	International Bureau for Children's Rights
ICCLR	International Centre for Criminal Law Reform and Criminal Justice Policy
JPIP	Justice Partnership and Innovation Program
LSAP	Legal Studies for Aboriginal People
NAAF	National Aboriginal Achievement Foundation
PLEI	Public Legal Education and Information
ULCC	Uniform Law Conference of Canada

EXECUTIVE SUMMARY

The Justice Partnership and Innovation Program (JPIP) is a discretionary grants and contributions program, one of 17 funding programs that fall within the mandate of the Department of Justice's Programs Branch. The Program evolved from the Department of Justice Grants and Contributions Program that was launched on April 1, 1996, drawing together at that time some 25 existing funding arrangements. In 2007, the Program was continued through fiscal year 2011-12 as the Justice Partnership and Innovation Program.

JPIP transfers funds to third parties to carry out activities corresponding to objectives focussed on the promotion of justice-related knowledge among the public, the promotion of public access to the justice system, the promotion of dialogue among justice stakeholders respecting justice issues, and the identification of new justice issues. In addition to general grants and contributions awarded to organizations based on the submission of qualified proposals, JPIP provides core funding to one public legal education and information (PLEI) organization in each province, as well as to the International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR), grants to five organizations identified annually in the Main Estimates, and an annual contribution to the National Aboriginal Achievement Foundation, which administers the Legal Studies for Aboriginal People (LSAP) program. For the 2010-11 fiscal year, JPIP provided a total of $4,103,888 in funding.

Seven methodological approaches were included as part of the evaluation, as follows:

- 32 documents were reviewed.
- Project files from 35 randomly selected funded organizations were reviewed.
- 12 key informant interviews were conducted with both Program personnel and project proponents.
- A survey of 127 PLEI organization proponents and stakeholders (68 by interview and 59 by online survey) was conducted.
- 226 participants of three JPIP-funded conferences were surveyed.

- A survey of 30 applicants (both successful and unsuccessful) was conducted.
- Five case studies were conducted.

Notwithstanding limitations associated with the lack of data on long-term outcomes and the limited information from ultimate project beneficiaries (i.e., clients of funded organizations and the general public), the evidence was found to be consistent. Most evaluation questions were addressed with a combination of evidence from at least two to three sources. In virtually all instances, sources of evidence agreed with one another.

The evaluation found all of the themes to be relevant. By enabling the support of related projects and initiatives, including core funding for PLEI organizations, these objectives meet continuing needs of Canadians and are aligned with departmental and government priorities.

In particular, four themes represent important continuing needs. Public knowledge and access (promoted through the work of PLEI organizations as well as through numerous projects) enable members of the public to more effectively engage with the justice system. Subpopulations of particular interest in this regard – i.e., with high needs – include self-represented litigants, aging individuals, those affected by poverty, immigrants, minority groups, Aboriginal persons, persons with disabilities, other marginalized groups, and persons with aging parents. Stakeholder dialogue (promoted by projects involving conferences, seminars and other knowledge sharing and networking opportunities) enables experts in the justice system to advance justice policy ideas, develop innovations and improve coordination among different jurisdictions and other parties. Identifying new issues (promoted by the Program as a whole with its flexible terms and conditions, creating opportunities to test out new ideas and supporting the positive evolution of Canada's justice system) is important to the Canadian justice community and to policy-makers within the Department of Justice to enable these players to continue to address new needs as they emerge.

Alignment was found between the JPIP core objectives and Justice’s priorities for the Canadian justice system respecting accessibility, efficiency, fairness and relevance. Assessed contributions were found to be relevant. Continued funding in this category fulfills Canadian obligations to key international institutions.

Evaluation evidence supports the conclusion that the Program promoted to a significant extent (a) greater justice-related access and knowledge among the public, (b) greater dialogue and understanding among justice stakeholders respecting justice issues, and (c) the identification of new justice issues. Greater access and knowledge among the public was promoted by JPIP-

funded projects and, in particular, through core funding provided to PLEI organizations. These impacts are largely incremental; many impacts would not have occurred in the absence of JPIP funding. The primary evidence for this conclusion comes from the extensive range of public legal information products and services produced, and the public uptake of these products and services. Evidence from survey respondents and key informants corroborates the finding.

Dialogue and understanding among justice stakeholders respecting justice issues was promoted by JPIP-funded projects and activities, including regular grants and contributions as well as Named Grants and funding for the ICCLR. Dialogue occurred in a variety of ways among a range of players, including through conferences and related events for members of the justice community, events that targeted or included members of the public, consultations and discussions between members of the justice community (including JPIP project proponents) and Department of Justice policy staff, and partnerships between JPIP project proponents such as PLEI organizations and other justice stakeholders. Positive results stemming from these events were reported in the form of increased understanding and innovation respecting issues and trends of current concern. Many of these impacts were also found to be incremental, i.e., they would not have occurred in the absence of JPIP funding.

JPIP-funded projects and activities led to the identification of new justice issues. Primarily owing to its flexible terms and conditions, JPIP funds a wide range of projects. This creates a gathering place of new ideas across the Program as a whole. Innovations were also developed within individual projects.

Although financial support is being provided to Métis and non-status Indian students pursuing legal studies, it is difficult to determine to what extent JPIP funding made the difference between students entering or not entering law programs. Key informants, however, indicated that LSAP was critical for pre-law students. Assessed contributions enabled Canada to meet its financial obligations respecting two international programs.

The evidence supports the finding that the Program is well administered. The webpage and the various Program materials were found generally to be clearly presented and comprehensive. The application process is relatively streamlined and effective. Communication with departmental officials was seen as prompt and helpful. Project monitoring was generally well viewed.

Information on the Program, however, does not appear to be easily found by those not already familiar with JPIP. Similarly, the application process is seen by some new applicants as complicated. Consequently, proposals for new projects tend to come from past applicants who

know the Program. Unsuccessful applicants are often those with only a passing familiarity with JPIP and its objectives. Proponents who may otherwise have valid needs and ideas for projects may be excluded by virtue of a lack of awareness of the existence of the Program.

Program operations appear to be efficient, with low overhead relative to project dollars allocated. Projects themselves generally appear to be cost effective. JPIP dollars are often leveraged (i.e., used to secure additional funding from other providers). In-kind contributions are common. Qualitative evidence suggests that some project benefits are far reaching with a high value in relation to expenditures.

1. INTRODUCTION

1.1 Overview of the Justice Partnership and Innovation Program

1.1.1 Description and Objectives

The Justice Partnership and Innovation Program (JPIP) supports a variety of initiatives that respond to the changing conditions impacting Canada's justice system. As a discretionary grants and contributions program, JPIP transfers funds to third parties to carry out activities that meet its objectives. According to the terms and conditions for the Program for fiscal years 2007-08 through 2011-12, the Program's goals and objectives are as follows:

- The Program is in support of the Department's mission to ensure that Canada is a just and law-abiding society with an accessible, efficient and fair system of justice.

- The Program reflects the Department of Justice's strategic outcome to provide a fair, relevant and accessible justice system that reflects Canadian values.

1.1.1.1 Description and Purpose

The Program is designed to provide resources to facilitate access to justice through various means such as the development of new approaches, the dissemination of law-related information, and the testing of pilot projects. The activities and projects undertaken pursuant to the Program are aligned with government priorities.

1.1.1.2 Goal

The long-term goal of the Program is to contribute to policy development to ensure that the justice system remains accessible, efficient and effective and reflects Canadian values.

1.1.1.3 Objectives

All requests for funding/financial assistance should be consistent with the long-term goal of the Program as well as one of the objectives of the Program, which are:

[Central Objectives pertaining to Grants and Contributions]

1. To promote and encourage involvement in the identification of emerging trends, issues and/or gaps and possible responses with respect to the justice system.

2. To promote innovations in the justice system to ensure greater access to the justice system.

3. To build knowledge, awareness, understanding and informed dialogue among justice stakeholders and/or the public on justice issues including access to justice, racism, official languages, anti-terrorism, sentencing and other emerging justice issues, including justice related issues in the international fora.

4. To inform Canadians about access to justice issues and the justice system in order to contribute to increased public understanding, participation, confidence and trust in the justice system.

[Certain Grants Only]

5. To assist selected non-governmental organizations (NGOs), as listed in the Main or Supplementary Estimates, whose mandate and/or activities complement the Department's mandate, objectives and legal and socio-legal priorities by providing a grant.

[Certain Contributions Only]

6. To promote equitable representation in the legal system of Métis and Non-Status Indians by encouraging them to pursue their studies in law.

7. To assist the ten designated public legal education and information (PLEI) organizations in promoting greater access to justice through various means.

8. To assist the International Centre for Criminal Law Reform and Criminal Justice Policy in promoting human rights, the rule of law, democracy and good governance.

9. To strengthen the justice system's response to family violence.

10. To promote continued public awareness of family violence and public involvement in the response to family violence.

As described on the Program web page[1], "activities that may be supported include: workshops, conferences, symposiums; training sessions; pilot, demonstration and research projects; and, public legal education and information projects." Eligible applicants include: "national, provincial, municipal, regional, Aboriginal, community or professional not-for-profit organizations; provincial, territorial, regional and municipal governments; Canadian institutions/boards of education; international organizations; and bands, tribal councils, self-governing First Nations and Inuit."

As shown, total JPIP expenditures between 2007-08 and 2010-11 were $11,169,815. The total available budget for these years was $16,217,038[2]. Expenditures for 2010-11 are broken down in detail later in this chapter.

	2007-08	2008-09	2009-10	2010-11
Budget	$3,935,846	$3,903,276	$3,497,208	$4,881,708
Expenditures	$1,986,625	$2,408,948	$2,670,354	$4,103,888
Funds Lapsed	$1,949,221	$1,493,328	$826,854	$777,820

1.1.2 JPIP Governance and Staffing

JPIP is one of 17 funding programs that, along with two assessed contributions, fall within the mandate of the Department of Justice's Programs Branch. The Director General of the Programs Branch is responsible for developing, implementing and reporting on JPIP. The Program is managed by the Innovations, Analysis and Integration Directorate, with a devoted complement of 2.3 full-time equivalent personnel (FTEs)[3]. The Director provides both strategic and day-to-day operational direction (nominally, 10% of the Director's time is devoted to JPIP). There is one full-time Program Analyst (PM-04) associated with the Program. A senior program manager (PM-06) devotes nominally 20% of his time to JPIP. The Family Violence Initiative, included under JPIP, has one dedicated employee (at the PM-05 level). According to the nature of the substantive expertise required, other departmental officials work with the Program on an *ad hoc* basis in support of the review of applications, funding decisions, etc.

1 http://www.justice.gc.ca/eng/pi/pb-dgp/prog/jpif-fjpi.html
2 Source: JPIP FIN SIT Report 11-12 Excel file.
3 Based on information provided by program staff.

1.1.3 Funding Mechanisms: Grants and Contributions

There are two funding categories under JPIP: Grants and Contributions.

1.1.3.1 Grants

There are two types of grants:

Named Grants: Funding is provided to selected organizations which have goals and objectives that are closely linked to the mandate and priorities of the Department and which are listed in the Main or Supplementary Estimates. Named grants were provided to five organizations in 2010-11[4], as shown below in Exhibit 1.

Exhibit 1: Recipients of Named Grants (Fiscal Year 2010-11)

Name of Organization	Funding Amount (FY 2010-11)
Canadian Association of Chiefs of Police	$25,000
Canadian Association of Provincial Court Judges	$100,000
Canadian Society of Forensic Science	$50,000
National Judicial Institute	$268,345
Uniform Law Conference of Canada	$50,000
TOTAL	**$493,345**

Source: JPIP FIN SIT Report 10-11 Excel file.

Class grants: Class grants are relatively small in nature and short in duration. These grants are provided to individuals and organizations with a proven track record. This type of funding support was provided to six organizations in 2010-11, as shown in Exhibit 2.

[4] The fiscal year 2010-11 is used for illustrative purposes throughout. Note that funding recipients and amounts change from year to year.

Exhibit 2: Recipients of Class Grants (Fiscal Year 2010-11)

Name of Organization	Funding Amount (FY 2010-11)
Brock University, Faculty of Social Sciences	$15,500
Société de criminologie du Québec	$5,000
Thunderchild First Nation – Justice	$14,750
Campbell River RCMP Victim Services	$14,400
Treaty 8 First Nations of Alberta	$30,800
Barrie Area Native Advisory Circle	$10,000
TOTAL	**$90,450**

Source: JPIP FIN SIT Report 10-11 Excel file.

1.1.3.2 Contributions

There are two types of contributions:

General contributions: General contributions support individual projects where accountability and control is deemed more necessary than for grants. In 2010-11, contributions were provided to five recipient organizations, as shown in Exhibit 3 below. JPIP support for the Legal Studies for Aboriginal People (LSAP) Program, which offers financial assistance to individuals who are Métis or Non-Status Indians wishing to pursue their studies in law, has been managed and delivered by the National Aboriginal Achievement Foundation (NAAF) since 2009-10[5], and is listed below as well. LSAP funding accounts for $115,000 and other projects account for the remaining $280,785 of the total amount of funding in this category.

[5] Prior to 2009-10, LSAP was administered directly by the Department of Justice.

Exhibit 3: Recipients of General Contributions (Fiscal Year 2010-11)

Name of Organization	Funding Amount (FY 2010-11)
National Aboriginal Achievement Foundation	$115,000
Société québécoise d'information juridique	$200,000
Canadian Association of Chiefs of Police (2 projects at $25,000 and $33,700)	$58,700
Canadian Lawyers Abroad	$10,000
International Bureau for Children's Rights	$12,085
TOTAL	**$395,785**

Source: JPIP FIN SIT Report 10-11 Excel file.

Core Funding – *PLEI organizations and the International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR)*: This funding supports and facilitates partnerships between the Department and organizations that have a significant interest and stake in the justice system; this core funding is restricted to one provincially designated PLEI organization that supports justice-related programming in each province[6]. In 1984, the Department of Justice Canada introduced this initiative with the objective of setting up a national network of core PLEI providers. The same year, the Department began annual funding to the designated PLEI organizations. There are currently ten provincial organizations that received core funding, totalling $1,030,813 in 2010-11, as listed in Exhibit 4 below. In November 2009, Justice adopted a new policy regarding PLEI. This new policy articulates the importance of PLEI in supporting the Department's mission, and helping to ensure that Canada is a just and law-abiding society with an accessible, efficient and fair system of justice[7].

Core funding for the ICCLR, in the amount of $215,000, is also listed here. The ICCLR is an independent, non-profit institute affiliated with the United Nations. It was established to support the reform of criminal law, policy and practice internationally toward the promotion of the rule of law and respect for human rights. The ICCLR is the only recipient of core funding outside of the designated PLEI organizations.

[6] PLEI is funded in the territories through the Access to Justice Agreements. These agreements will be the subject of a separate evaluation.

[7] Department of Justice Policy on Public Legal Education and Information, November 2009.

Exhibit 4: Recipients of Core Funding (Fiscal Year 2010-11)

Name of Organization	Funding Amount (FY 2010-11)
The People's Law School (British Columbia)	$85,000
Public Legal Education Network of Alberta	$70,000
Public Legal Education Association of Saskatchewan	$70,000
Community Legal Association (Manitoba)	$70,000
Community Legal Education Ontario	$275,715
Éducaloi (Quebec)	$180,098
Public Legal Education and Information Service of New Brunswick	$70,000
Legal Information Society of Nova Scotia	$70,000
Community Legal Information Association of PEI	$70,000
Public Legal Information Association of Newfoundland	$70,000
International Centre for Criminal Law Reform	$215,000
TOTAL	**$1,245,813**

Source: JPIP FIN SIT Report 10-11 Excel file.

Because of its flexibility to provide funding for various types of projects, JPIP is the mechanism by which grants and contributions are provided to fund projects under the following initiatives:

- *Access to Justice for Marginalized Populations*[8]: This is funding for initiatives that explore race-based issues in the justice system, examine factors leading to marginalization of individuals who are over-represented in the justice system, and/or serve as innovative responses to assist marginalized persons in the justice system. Funding (contributions) was provided to nine organizations in 2010-11, totalling $343,560.
- *Nunavut Initiative*: This is funding for initiatives that support the establishment of an effective system of justice that recognizes the unique nature and the cultural, social and geographic needs of Nunavut. Only one organization, Akitsiraq Law School Society, received funding in 2010-11, totalling $110,000.
- *Family Violence Initiative*: JPIP's funding for the Family Violence Initiative contributes to the larger Government of Canada Family Violence Initiative, which is led and coordinated by the Public Health Agency of Canada on behalf of 15 partner departments, agencies and Crown corporations. As such, JPIP provides funding to organizations for initiatives that aim

[8] Formerly the Justice component of Canada's Action Plan against Racism.

to: enhance knowledge about family violence issues; promote access to justice, equality and human rights; promote the development and implementation of legislative and socio-legal reforms; and/or support the development, testing and implementation of new cost-effective, multi-disciplinary approaches for the administration and delivery of services to victims of family violence. In 2010-11, JPIP funding (grants and contributions) for this initiative was provided to 18 organizations, totalling $565,831.

- *Federal Elder Abuse Initiative*: The Department of Justice's component of the Federal Elder Abuse Initiative, which ended in March 2010, contributed to the interdepartmental Federal Elder Abuse Initiative, which was led by Human Resources and Skills Development Canada. Through JPIP, funding was provided for initiatives whose goals were to conduct research on elder abuse awareness, reporting and the legal aspects of elder abuse; and/or produce materials for seniors to raise awareness of the risk of fraud.
- *Missing and Murdered Aboriginal Women Initiative*: The Missing and Murdered Aboriginal Women Initiative supports activities under two programs: the Victims Fund and JPIP. Within JPIP, Missing and Murdered Aboriginal Women Initiative funds are accessed through the Access to Justice for Aboriginal Women component and through the Family Violence Initiative for the development of awareness materials for Aboriginal communities, both of which were launched on October 29, 2010. The Access to Justice for Aboriginal Women component provides funding for Aboriginal and other community organizations in support of the development of school-based and community programs, including supportive mentoring projects, research, conferences and activities that aim to reduce the vulnerability to violence of high-risk young Aboriginal women and girls by promoting resilience and alternatives. The Awareness Materials for Aboriginal Communities component within the Family Violence Initiative provides funding for Aboriginal and Public Legal Education organizations in support of the development, revision, translation or distribution of awareness materials and activities that contribute to breaking intergenerational cycles of violence and abuse in Aboriginal communities that lead Aboriginal women and children to face higher risks of violence. In the 2010-11 fiscal year, JPIP provided $859,104 in funding (grants and contributions) to 21 organizations through these two components, which contribute to the Government of Canada's larger Missing and Murdered Aboriginal Women Initiative, as shown in Exhibit 5.

Exhibit 5: Recipients of Missing and Murdered Aboriginal Women Initiative Funding (Fiscal Year 2010-11)

Name of Organization	Funding Amount (FY 2010-11)
Nazko First Nation	$24,588
Creating Hope Society of Alberta	$32,730
SWOVA Community Development and Research	$48,413
File Hills Qu'Appelle Tribal Council	$17,000
Sun & Moon Visionaries Aboriginal Artisan	$73,025
Girls Action Foundation	$44,000
Cree Women of Eeyou Istchee Association	$104,800
Mohawk Community of Kahnawake	$28,695
Justice Education Society of B.C.	$40,732
Native Courtworker and Counselling Association	$29,224
Paukuutit Inuit Women of Canada	$54,884
Justice Education Society of BC	$57,360
The Canadian Red Cross Society	$85,944
Aboriginal Arts Council of Alberta	$53,350
Anishinabek Police Service	$14,100
Cumberland Interagency Committee on Family Violence	$4,254
Rainy River District Women's Shelter of Hope	$16,400
Ka Ni Kanichihk Inc.	$33,550
Canadian Centre for Child Protection	$75,000
Native Canadian Centre of Toronto	$11,055
Elsipogtog Violence and Abuse Prevention Committee	$10,000
TOTAL	**$859,104**

Source: JPIP FIN SIT Report 11-12 Excel file.

For the 2010-11 fiscal year, JPIP's funding mechanisms derived from grants and contributions totaled $4,103,888, as illustrated in Exhibit 6.

Exhibit 6: Summary of JPIP Grants and Contributions Allocated in 2010-11

Grant or Contribution Type	Number of Recipients in Fiscal Year 2010-11	Funding Amount (Fiscal Year 2010-11)
Grants		
Named Grants	5	$493,345
Class Grants	6	$90,450
Contributions		0
General Contributions	5	$395,785
Core Funding	11	$1,245,813
Grants and Contributions Funded under Specific Initiatives		0
Access to Justice for Marginalized Populations	9	$343,560
Nunavut Initiative	1	$110,000
Family Violence Initiative	18	$565,831
Missing and Murdered Aboriginal Women	21	$859,104
TOTAL	**76**	**$4,103,888**

Source: JPIP FIN SIT Report 11-12 Excel file.

1.1.4 Program Evolution

Justice Partnership and Innovation Program. JPIP evolved from the Department of Justice Grants and Contributions Program that was launched on April 1, 1996. The Grants and Contributions Program drew together at that time some 25 existing funding arrangements. The Program was established to provide grants and contributions in support of five objectives: the creation of new justice knowledge, the promotion of greater access to justice through research or partnerships, legislative/social reforms, justice education, and improvements in the fairness of the justice system.

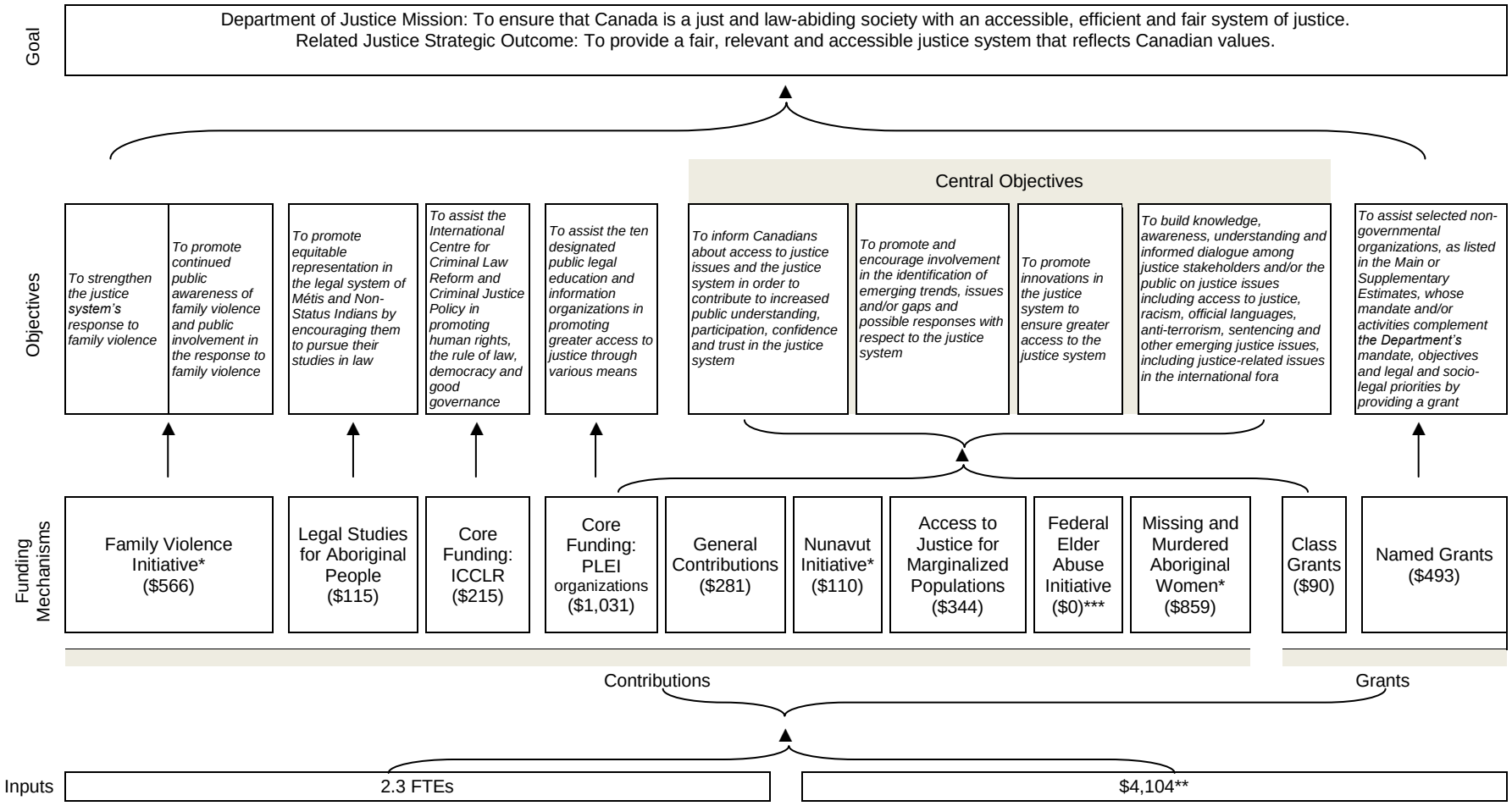
A decision was made in 2002 to continue the Program from fiscal year 2002-03 through fiscal year 2006-07. During this period, the Program was called the Justice Partnership and Innovation Fund. In 2007, the Program was again renewed, through fiscal year 2011-12, now as the Justice Partnership and Innovation Program.

***Assessed Contributions*.** In June 2007, the Department of Justice established two assessed contributions for the Hague Conference on Private International Law and for the International Institute for the Unification of Private Law (UNIDROIT). The purpose of the Hague Conference is to work for the progressive unification of the rules of private international law. The Hague Conference received $275,538 in fiscal year 2010-11. The purpose of UNIDROIT is to examine ways of harmonizing and coordinating the private law of states and groups of states, and to prepare gradually for the adoption by the various states of uniform rules of law. UNIDROIT received $72,097 in fiscal year 2010-11. The objective of paying the annual assessed contributions is to enable Canada to meet its financial obligations to the respective organizations as well as fulfill Canada's international policy objectives by participating in the work of these organizations. (Failure to contribute to the operating expenses of the organizations could result in a loss of Canada's voting rights and ultimately in Canada being expelled as a member state.) Separate terms and conditions were established for each assessed contribution. The Department committed to review its participation in these two international organizations in order to identify the benefits of Canada's membership, in terms of advancing Canada's current domestic and international policy principles. The two assessed contributions have been included in the evaluation of JPIP because of the similarity in the funding mechanisms.

1.1.5 Program Logic Model

The Program (not including Assessed Contributions) is depicted in the form of a logic model in Exhibit 7. The logic model shows the main, designed-in links between activities (i.e., funding mechanisms) and program objectives. For illustrative purposes, expenditures for fiscal year 2010-11 are included.

Exhibit 7: JPIP Logic Model



*Mix of contributions and grants.
**Amounts shown are from fiscal year 2010-11, in 000s.
***The Federal Elder Abuse Initiative is shown because it existed as part of JPIP for a portion of the evaluation period, to the end of FY 2009-10. It would not be included in future JPIP logic models.

1.2 Purpose and Scope of the Evaluation

The purpose of the evaluation is to measure and report on:

- *Relevance Issue #1. Continued Need for Program*[9]: Assessment of the extent to which the Program continues to address a demonstrable need and is responsive to the needs of Canadians;
- *Relevance Issue #2. Alignment with Government Priorities*: Assessment of the linkages between program objectives and (i) federal government priorities and (ii) departmental strategic outcomes;
- *Relevance Issue #3. Alignment with Federal Roles and Responsibilities*: Assessment of the role and responsibilities for the federal government in delivering the Program;
- *Performance Issue #1. Achievement of Expected Outcomes*: Assessment of progress toward expected outcomes (including immediate, intermediate and ultimate outcomes) with reference to performance targets and program reach, program design, including the linkage and contribution of outputs to outcomes;
- *Performance Issue #2. Demonstration of Efficiency and Economy*: Assessment of resource utilization in relation to the production of outputs and progress toward expected outcomes. This includes an assessment of the suitability and operations of the Program's delivery mechanisms.

Because the Program was renewed in April 2007 with changes to its terms and conditions, this evaluation considered the results of a four-year period (rather than the five years since the last evaluation was completed). The evaluation focuses on fiscal years 2007-08 through 2010-11 inclusive. During this period, 151[10] funding agreements were implemented through JPIP with a total of $ $11,264,765[11] allocated.

For the purpose of the evaluation, the funding mechanisms have been organized into the following groups:

[9] The three Relevance issues and two Performance issues listed are the core evaluation issues as described in the 2009 Treasury Board Policy on Evaluation.

[10] Source: JPIF FIN SIT Report 11-12 Excel file. This total includes all projects between April 1, 2007 and March 31, 2011. Some of these projects were funded over multiple years.

[11] Source: JPIF FIN SIT Report 11-12 Excel file. Includes monies committed between April 1, 2007 and March 31, 2011, and excludes funds administered by JPIP Federal Elder Abuse Initiative.

- *Discretionary Project Funding*. The largest segment of JPIP funding (55% of 2010-11 JPIP funding) provides grants and contributions in support of a range of projects falling under JPIP's various project funding mechanisms, and supporting the Program's central objectives, including Class Grants, General Contributions, the Nunavut Initiative, the Federal Elder Abuse Initiative (prior to fiscal year 2010-11), and the Missing and Murdered Aboriginal Women Initiative, which in fiscal year 2010-11, accounted for the largest share of this funding.
- *Core Funding to PLEI Organizations*. Funding provided to PLEI organizations (25% of 2010-11 JPIP funding) is different from other JPIP grants and contributions in that it is not project-based but, instead, aims to support the ongoing operations of one PLEI organization in each province. Funding to PLEI organizations supports a specific objective, separate from the Program's central objectives. However, the Program model also considers PLEI activities to be in support of the Program's central objectives.
- *Other Funding*. JPIP also supports initiatives funded in support of specific, distinct objectives, separate from the Program's central objectives. These initiatives (20% of 2010-11 JPIP funding) include:
  - Named Grants, identified by the Department annually, with a specific amount designated in the Justice Main Estimates;
  - the LSAP Program, administered since 2009-10 by the NAAF at the request of Justice Canada; and,
  - core funding provided to ICCLR.

As noted above, in addition, *Assessed Contributions* were examined by the evaluation, albeit, in a limited way. (Of the five evidence sources, only selected key informant interviews and the file review were applied to this category.) This category of funding is not a part of JPIP.

The evaluation did not examine two other initiatives for which JPIP serves as the funding mechanism: Access to Justice for Marginalized Persons[12] and the Family Violence Initiative[13].

[12] This is the successor program to the Justice component of Canada's Action Plan Against Racism, which underwent a comprehensive impact evaluation in 2010-11. It is anticipated that future evaluations of JPIP will include Access to Justice for Marginalized Persons projects.

[13] The Family Violence Initiative is being evaluated separately; the evaluation is to be completed in 2011-12.

The evaluation employed a matrix of issues, questions, indicators and data sources developed specifically for JPIP, based on the Treasury Board evaluation questions and questions contained in the 2007 JPIP Accountability, Risk and Audit Framework[14].

1.3 Methodology

1.3.1 General Approach

Seven methodological approaches were utilized to access different types of evaluative information and enable triangulation of findings from multiple sources. A survey of PLEI organization stakeholders was conducted to measure the relevance and performance of the core funding provided to provincial and territorial PLEI organizations. A survey of participants of three JPIP-funded conferences was administered to measure the level of knowledge and understanding about justice-related issues resulting from the conferences. The document review was particularly useful in assessing the relevance of the Program. A file review was used to obtain a wide-reaching (versus in-depth) picture of the achievements of 30 randomly selected funded organizations. Key informant interviews were used to acquire more in-depth information about selected evaluation questions. A survey was used to acquire information on the Program's impacts from project representatives. Case studies were utilized to obtain an in-depth view of a small number of projects funded through various means (e.g., discretionary funding, other funding). Each of these methodologies is described in more detail below.

1.3.2 PLEI Organization Survey

Interviews with 68 PLEI organization stakeholders, including PLEI organization representatives, partners and Justice representatives, and an on-line survey of PLEI clientele (n=59) were conducted to obtain qualitative data respecting all evaluation issues as they pertain to JPIP core funding provided to PLEI organizations.

[14] Justice Partnership and Innovation Program Accountability, Risk and Audit Framework, May 17, 2007, Department of Justice Canada.

1.3.3 Survey of Conference Participants

Participants of three JPIP-funded conferences were surveyed. The conferences were: the Special Needs Offenders Conference, the Reasonable Accommodation Conference, and the Best Interests of the Child Conference. Survey questions examined primarily self-reported knowledge acquisition resulting from conference attendance. A total of 226 participants across the three conferences responded to the survey.

1.3.4 Document Review

A systematic review of 32 Program-related documents was conducted. One purpose of the document review was to gather descriptive information about both the Program and projects, including objectives, project type, size and scope; financial information; target groups; partners; and outputs and outcomes. The review also provided information on departmental and government priorities. Reviewed documents included JPIP terms and conditions, JPIP summaries of fiscal year financial reports, the JPIP Accountability, Risk and Audit Framework, and previous evaluations.

1.3.5 File Review

The project files of 35 organizations were reviewed, including five files associated with the cases studies (see below). In order to ensure representativeness, files were randomly sampled, using a stratified random sample process to ensure that selections were made from each funding type, from administrative databases maintained by Justice Canada. The number of files reviewed per organization ranged from one to three, each covering one to three years between 2007-08 and 2011-12. Project files were found to be comprehensive and well maintained. Project files contained such information as:

- application documentation;
- correspondence (including, in some cases, explanations of funding decisions);
- contribution agreements;
- work plans;
- budgets and financial reports; and

- project reports, including descriptions of activities, publications, other outputs, communications, partnerships, and recipient/beneficiary information.

1.3.6 Key Informant Interviews

Interviews were conducted with key informants in order to gather in-depth details of the operations of the Program as well as some of the projects funded. Key informants fell into two broad categories: departmental staff persons who were currently working (or had recently worked) in the area of JPIP, and persons external to the Department who worked with an organization that had received JPIP funding. For the external contacts, key informants from two organizations representing each of the three categories of funding mechanisms (i.e., discretionary project funding, core funding to PLEI organizations, and other funding) were interviewed. In total, 12 key informant interviews – with six internal (i.e., Justice) key informants and six external key informants – were conducted. The key informant interview guide was pre-tested with an internal and an external key informant and minor adjustments were made[15].

1.3.7 Telephone Survey

Funding applicants, both successful and unsuccessful, were surveyed by telephone. The telephone survey methodology was chosen for two principal reasons. This approach is usually associated with a higher response rate than other methods (such as web or mail surveys). Further, given the small population size (i.e., the relatively small number of JPIP applicants), this methodology was considered feasible. Obtaining high response rates is important with small populations to reduce problems associated with selection bias.

Successful applicants served as a key source of information to assess the Program's impacts. Although project files were used to describe the outputs of the projects, the surveys gathered information on the longer-term impacts of the projects, that is, those which had emerged after the final project report had been produced (including follow-up projects), as well as broader impacts of JPIP and related programs. Both groups – successful and unsuccessful applicants – were asked questions about the Program relevance and design.

[15] See Final Report Appendices for interview guide.

For successful applicants, the survey attempted to estimate the effects and impacts of the funded projects in relation to the intended Program outcomes. Respondents were also asked to comment on their awareness and familiarity with JPIP as a program.

Proportional, stratified random sampling was used to ensure a representative sample. The population was stratified by funding category, and survey respondents were selected from each category in proportion to the applicant population. The exception to this rule occurred when there were so few cases that all had to be taken[16].

The survey instrument contained a balanced mix of both closed and open-ended questions. It contained questions relevant to all applicants, as well as specific questions (outcome- and impact-related) for successful applicants only. Scripts and probes were included in the survey instrument to ensure that a consistent approach was taken by the interviewers with all survey respondents[17].

Survey administration was successful; an 89% response rate was achieved. Most of the survey respondents were from non-profit organizations (90%), a small minority were from government and educational institutions (4% each). Most organizations were fairly small in size: 69% of respondents came from an organization with fewer than 10 employees, 19% were from organizations with between 10 and 50 employees, while 4% came from organizations with more than 100 employees. Most applicants represented non-profit organizations (89.5%).

Survey respondents represented a wide range of fields. Respondents were asked to indicate all of the fields of law or justice in which their organization worked. The following data were provided:

- 62% worked in the field of access to justice;
- 58% worked in the field of Aboriginal issues;
- 39% worked in the field of human rights;
- 39% worked in women's rights;
- 31% worked in the field of racism;
- 27% worked in the field of sentencing;

[16] See Final Report Appendices for detailed sampling procedures.
[17] See Final Report Appendices for survey instrument.

- 19% worked in the field of missing or murdered Aboriginal women;
- 15% worked in the field of official languages;
- 8% of represented organizations worked in Nunavut law, the same percentage worked in international law (justice-related issues in the international fora); and
- 4% worked in anti-terrorism.

1.3.8 Case Studies

Case studies were employed as a method to obtain an in-depth perspective of a small number of projects. As JPIP projects are distinct from one another (due to a wide range of JPIP objectives), the case study method allowed for illumination of particular examples which better illustrate the workings of the Program over the four-year period under review.

Five organizations were initially selected as the potential case studies to represent the various funding types. Each of these organizations was contacted, informed of what would be required (e.g., time for interviews, identifying and supplying documentation, etc.), and asked if they would be interested in participating in the case study. All five organizations identified agreed to participate. Case studies were conducted with the following organizations:

- International Centre for Criminal Law Reform and Criminal Justice Policy
- Uniform Law Conference of Canada
- International Bureau for Children's Rights
- Canadian Association of Chiefs of Police and
- National Aboriginal Achievement Foundation

The initial interview with the primary contact of the case study organization was used to elicit the names and contact information of additional interviewees, focusing particularly on funding partners and beneficiaries. A case study package (containing interview guides, templates and permission forms pertaining to all of these potential data sources) was sent to the main contact for the project(s) of each case study[18]. A brief description of the methodology associated with each case study, including the number and type of informants interviewed, follows:

[18] See Final Report Appendices for sample package.

- *International Centre for Criminal Law Reform and Criminal Justice Policy (*ICCLR*).* In addition to reviewing documents pertinent to the Centre and conducting a file review of projects, the evaluators conducted eight interviews, namely with two senior staff of ICCLR, three senior staff of the Department of Justice Canada, and one senior staff member of each of Foreign Affairs and International Trade Canada, the National Crime Prevention Centre of Public Safety Canada, and the International Centre for the Prevention of Crime.
- *Uniform Law Conference of Canada (*ULCC*).* In addition to reviewing documents pertinent to ULCC and conducting a file review of the projects, the evaluators conducted five interviews, namely with three senior staff (either current or former) of ULCC, and a senior staff person with each of the International Committee Chair/Advisory Committee Chair, and the Department of Justice.
- *International Bureau for Children's Rights (*IBCR*).* In addition to reviewing documents pertinent to IBCR and conducting a file review of the projects, the evaluators conducted four interviews, namely with two senior staff of IBCR, one senior staff of Plan Canada, and a staff member of OneChild Canada.
- *Canadian Association of Chiefs of Police (*CACP*).* In addition to reviewing documents pertinent to CACP and conducting a file review of the projects, the evaluators conducted five interviews, namely with two senior staff members of CACP, and a senior staff member of each of the Ottawa Police Service, Manitoba Court System, and the Legal Services Society of British Columbia.
- *National Aboriginal Achievement Foundation (*NAAF*).* In addition to reviewing documents pertinent to NAAF and conducting a file review of the projects, the evaluators conducted five interviews, namely with two senior staff persons of NAAF, one staff person with the Native Law Centre (University of Saskatchewan), and two Métis LSAP bursary recipients/beneficiaries (one pre-law summer student and one law school student).

The study findings are used, as appropriate, to address all evaluation issues. Case study summaries are contained in Annex A.

1.3.9 Methodological Limitations

The methodology is in line with current evaluation research standards in its use of multiple lines of evidence to address each evaluation question. There are two or more lines of evidence

associated with each individual evaluation question. That said, as with any research, the present study is subject to methodological limitations. These include the following:

- Although the document review provided thorough coverage of the Program profile and the relevance questions, no documents (outside of the file review) were found that directly addressed performance questions.
- The key informant list proved to be a comprehensive list of relevant stakeholders. However, most of the key informants must be seen as having a vested interest in the Program as, for example, officers responsible for managing aspects of the Program or Program beneficiaries. Thus the possibility of bias cannot be ruled out respecting this line of evidence.
- The same may be said of survey respondents, particularly in the case of successful applicants. The survey was successful in generating responses from a representative sample (using random sampling to select respondents in getting an 89% response rate – essentially eliminating the risk of selection bias). As Program beneficiaries, survey respondents may, however, be biased in favor of the continuation of the Program, particularly in ways that may benefit their organizations. This was partly mitigated by also including the sample organizations that had unsuccessfully applied to JPIP. The inclusion of unsuccessful applicants also presents limitations, however, as this group may have been biased in their responses, possibly having negative feelings towards the Program, and/or wishing to direct the Program such that in the future, they are more likely to receive funding. Also, the survey sample size was small and therefore subject to a wider margin of error.
- It is noteworthy that, other than interviewing two individual recipients of LSAP funding for the NAAF case study and the survey of conference participants, this evaluation study did not gain the perspective of ultimate beneficiaries, i.e., individuals who benefited from funded projects such as conference participants, users of information, etc. Given the wide-ranging nature of the Program (i.e., with each grant/contribution funding a distinct project directed to different audiences), directly gathering information from ultimate project beneficiaries was not feasible.

2. FINDINGS

2.1 Continued Need for the Program

Summary of Findings

- The objectives of JPIP correspond to important continuing needs.
- Needs to which the Program responds directly are as follows:
  - the promotion of greater knowledge among the public respecting justice issues,
  - the promotion of greater public access to the justice system,
  - the promotion of greater dialogue and understanding among justice stakeholders respecting justice issues,
  - the identification of new justice issues.
- Greater public understanding and access are most needed among self-represented litigants, aging individuals, those affected by poverty, immigrants, minority groups, Aboriginal persons, persons with disabilities, other marginalized groups, and persons with aging parents.
- JPIP objectives respecting core funding for provincial PLEI organizations and Named Grants support the above core objectives and, as such, are also relevant.
- The JPIP objective in support of the ICCLR was seen by project representatives and Department of Justice key informants as important in that it supports Canada's role in the ongoing international Justice Dialogue.
- LSAP provides Métis and non-status Indian students with support to pursue studies in law, thereby increasing the representation of these populations in the justice system.
- The Program's objectives mutually reinforce one another. For example, the promotion of dialogue among justice stakeholders supports the identification and deeper understanding of emerging issues.

- Assessed contributions were found to be relevant, as continued funding in this category fulfills Canadian obligations to key international institutions.

Based on the program objectives, the evaluation findings are organized around the following four overriding JPIP aims:

- the promotion of *greater knowledge among the public* respecting justice issues,
- the promotion of *greater public access* to the justice system,
- the promotion of *dialogue and understanding among justice stakeholders* respecting justice issues, and,
- the *identification of new justice issues*.

The evaluation found that there is a continuing need to promote public understanding of, and access to, the justice system. Indeed, these needs appear to be growing. The PLEI organization survey identified the Canadian public's need to understand the law in general, so that they can participate knowledgeably in a democratic society and be aware of the laws that govern Canadians. The survey found that the general public lacks knowledge and thus misunderstands the functioning of the justice system. The increasing number of self-represented litigants, aging individuals, immigrants, minority groups, Aboriginal persons, persons with disabilities, and persons with aging parents need to better understand the Canadian justice system.

As part of the applicant survey, respondents were asked to rate the extent to which stated JPIP objectives represented existing needs. Some 80% of survey respondents rated "promoting innovations in the justice system to ensure greater access to the justice system" as a *great need* (as opposed to *not needed*, a *slight need*, or a *moderate need*). At least 60% of survey respondents also rated "informing Canadians about access to justice issues and the justice system in order to contribute to increased public understanding, participation, confidence and trust in the justice system", "building knowledge, awareness, understanding and informed dialogue among justice stakeholders on justice issues", and "building knowledge, awareness, understanding and informed dialogue among the public on justice issues" as *great needs.*

When asked to describe what they considered to be emerging trends, issues and gaps, the most common responses among survey respondents related to access to justice, including difficulties experienced by certain populations, the general volume in the system, and a corresponding trend toward self-representation.

These findings speak to the continuing need to promote awareness and understanding among Canadians about access to justice issues and the justice system. By extension, these findings also support the continued relevance of the objective, "to assist the ten designated public legal education and information organizations in promoting greater access to justice through various means" because the primary purpose of PLEI organizations is to promote public understanding of, and access to, the Canadian justice system.

The JPIP core objectives relating to the promotion of greater understanding and dialogue among justice stakeholders respecting justice issues were supported by key informants, who noted that initiatives that promote networking, partnerships, knowledge creation and sharing among members of the justice community strengthened the justice community. Findings from two of the case studies supported these views. Interviewees related to the CACP and ULCC case studies cited numerous examples of conferences and other networking events during which new and innovative justice concepts were introduced, discussed and moved forward. Survey respondents and the majority of the key informants consulted in the PLEI organization survey also agreed that engaging legal professionals in the justice system was important.

The core objective respecting the identification of new justice issues was, generally speaking, not noted among survey respondents or case study interviewees as important. This is not surprising given that this objective is not one that is typically achieved by any single project, nor would it commonly be listed by project proponents as an objective of their project. However, some key informants cited this objective as among the most important of the JPIP objectives. The identification of new justice issues is achieved by the Program as a whole, through its very nature. By seeking project proposals from a broad and relatively unrestricted range of organizations on an equally wide range of ideas, JPIP is expected to foster the identification of new issues. Key informants describe this as an extremely important function of the Program, and a strong continuing need.

Evidence indicates that the provision of funding in support of organizations listed in the Main Estimates (i.e., Named Grants), and the ICCLR also meets a need in Canada. Case studies focused on two recipients of Named Grants (CACP and ULCC) and the ICCLR. In the case of Named Grants, recipients' JPIP-funded projects can, and do (as in the case of both of CACP and ULCC, as noted above), support the achievement of core JPIP objectives. Funding of the ICCLR supports the promotion of effective international cooperation, protecting victims of crime (in particular, children), helping to develop more effective and fair justice systems in Canada and abroad, and helping Canadians understand the importance of international cooperation and mutual assistance in the fight against serious crimes. Interviewees associated with this case

study, as well as key informants, reported that the JPIP-funded work of the ICCLR continued to meet an important need.

The evaluation also confirmed the need for the provision of funding to support LSAP. Research indicates that there is an underrepresentation of Aboriginals in the legal profession. In 2005, approximately 1000 Aboriginal persons were practicing lawyers in Canada, representing a little less than one third of their proportional representation.[19] Further, the overrepresentation of Aboriginal persons in the corrections system[20] suggests an even greater need to increase the number of Aboriginal persons in the legal profession.

Findings respecting the continued relevance of the assessed contributions are limited to selected key informant interviews. The evidence suggests a continued need for both contributions; the work is seen by these sources as valuable and important in helping support the achievement of the goals of the funded organizations and in continuing to meet Canada's international obligations.

2.2 Alignment with Government Priorities, and Alignment with Federal Roles and Responsibilities

Summary of Findings

- There is alignment of the JPIP objectives with the departmental priorities of justice system *accessibility*, *efficiency*, *fairness*, and *relevance*.
- Objectives relating to the funding of the ICCLR and LSAP, while not directly aligned with departmental priorities, are consistent with priorities of the Government of Canada.
- JPIP's ability to adapt to changing needs or issues over the years ensures that the Program remains relevant and reflective of changing departmental priorities.

According to its 2010-11 Report on Plans and Priorities, the Department of Justice's mission is "to ensure that Canada is a just and law-abiding society with an accessible, efficient and fair

[19] University of Saskatchewan's Native Law Centre of Canada website for the Program of Legal Studies for Native People (PLSNP): Native Law Centre of Canada. (2007). Legal Studies for Native People (PLSNP). Retrieved from http://www.usask.ca/nativelaw/programs/plsnp.php

[20] Statistics Canada, *The Incarceration of Aboriginal People in Adult Correctional Services*, Juristat 29(3), July 2009.

system of justice". The related strategic outcome is to provide "a fair, relevant and accessible justice system that reflects Canadian values".

An analysis of the JPIP objectives reveals a high level of correspondence with these aims. Accessibility is a central objective of JPIP, with funding provided to support PLEI organizations and other projects to increase public understanding and accessibility to the justice system.

Greater efficiency is one of the long-term goals of, in particular, dialogue among justice stakeholders. As described in detail in Subsection 2.3, one of the fundamental outcomes of many of the conferences and other events put on by such JPIP-funded organizations as CACP and ULCC is the development of resolutions aimed at improving the coordination of different levels of players in the justice system and across provinces and territories. Duplications and overlaps are eliminated or reduced, thus increasing the efficiency of the system as a whole.

Greater fairness is achieved, again, through the JPIP objective of enhanced public access to the justice system, and in particular through JPIP's emphasis on projects focused on various marginalized or otherwise underrepresented populations. To the extent that JPIP-funded projects and activities increase the access to and effective utilization of the system by these populations, the general fairness of the Canadian justice system is improved.

JPIP's emphasis on innovation, or the identification and addressing of new and emerging justice issues, also promotes fairness. Populations and/or justice issues previously not addressed or underrepresented in the system are brought to light such that they may take a more effective place in the system. The emphasis on innovation also relates to the departmental aim of relevance. To the extent that JPIP-funded projects and activities help identify emerging issues, the system is aided in maintaining its relevance to matters of current concern.

Objectives related to the funding of the ICCLR and LSAP were found to have a lesser degree of direct alignment with departmental priorities. However, there is alignment with government priorities. In the case of the ICCLR, the federal government has interests in various international justice initiatives related to protecting persons from crime and promoting respect for human rights. The mandate of the ICCLR aligns with these interests. LSAP's mandate aligns with the statement made in the 2011 Speech from the Throne: "Concerted action is needed to address the barriers to social and economic participation that many Aboriginal Canadians face."

The JPIP program has demonstrated a significant ability to adapt to changing needs or issues as indicated by the large number of different projects in different organizations funded over the

years. Another example of the Program's adaptation is seen in the fact that in 2007, there were nine organizations that were eligible to receive a Named Grant. However, in 2010-11, only five organizations remained eligible, reflecting changing priorities over the years. As needs and issues have changed, some initiatives have ceased to be funded while others, such as the Missing and Murdered Aboriginal Women Initiative, have been introduced.

The PLEI organization survey found that the Department is responsive to government priorities through the development of policies, laws and programs in areas such as Aboriginal justice, criminal justice, youth justice, family justice, and international public and private law. Recent projects undertaken by the PLEI organizations involve activities in these areas.

Key informants thought that JPIP met policy and program priorities of the Department of Justice and the federal government. For example, policy-makers have used annual reports from JPIP-funded organizations in developing policies, e.g., on the topic of family violence and honour killings. In some cases the policy dialogue is reciprocal, with Department of Justice staff working closely with organizations to help shape their policy development work. The work undertaken with ULCC is an example of this. A key informant stated that JPIP was an excellent mechanism – due in part to the flexible nature of its terms and conditions – to allow the Department to quickly respond to the missing and murdered Aboriginal women issue, as well as issues faced by other marginalized populations. In addition to domestic issues, JPIP also addresses changing federal government priority areas in international fora, including a number of Hague Conventions (e.g., Treaty on International Parental Child Adoption).

2.3 Achievement of Expected Outcomes

Summary of Findings

- Greater knowledge among the public respecting justice issues has been promoted through public access to JPIP-funded projects and, in particular, through core funding provided to PLEI organizations.
  - The primary evidence for this finding comes from the extensive range of public legal information products and services produced, and the public uptake of these products and services. Evidence from survey respondents and key informants corroborate the finding.
  - The evidence also supports the finding that these impacts are incremental, that is, to a

large extent, the impacts would not have occurred in the absence of JPIP funding.

- Dialogue and understanding among justice stakeholders respecting justice issues was promoted by JPIP-funded projects and activities, including regular grants and contributions as well as Named Grants and funding for the ICCLR. Dialogue occurred in a variety of ways among a range of players including through conferences and related events for members of the justice community, events that targeted or included the members of the public, consultations or discussions between members of the justice community (including JPIP project proponents) and Department of Justice policy staff, and partnerships between JPIP project proponents such as PLEI organizations and justice community players. In all cases, positive results were reported in the form of increased understanding and innovation respecting issues and trends of current concern. Many of these impacts were found to be incremental, i.e., they would not have occurred in the absence of JPIP funding.
- The evaluation found that JPIP leads to the identification of new justice issues. Primarily owing to its flexible terms and conditions, JPIP funds a wide range of projects. This creates, across the Program as a whole, a gathering place of new ideas. Innovations are also developed within individual projects.
- Although financial support is being provided to Métis and non-status Indian students pursuing legal studies, it is difficult to determine to what extent this JPIP funding made the difference between students entering or not entering law programs. Key informants, however, indicated that LSAP was critical for pre-law students.
- Assessed contributions enabled Canada to meet its financial obligations respecting two international programs.

2.3.1 Greater Access and Knowledge among the Public Respecting Legal Information and Justice Issues

Evidence from multiple sources supports the finding that greater knowledge among the public respecting justice issues has been achieved, primarily, although not exclusively, through the activities of PLEI organizations.

Surveyed successful JPIP applicants describe benefits stemming from their projects. Concerning public legal information, respondents mentioned an extensive variety of benefits related to increasing public knowledge including enhanced family law guides, a Virtual Family Law Centre to support self-represented family law litigants, public legal education documents on the

Internet, booklets, teachers' manuals (used in schools programs), news articles, presentations, speakers' bureau, and websites.

PLEI organization key informants also reported that their JPIP-funded activities had built knowledge and informed dialogue among the public on justice issues, and gave many examples of such knowledge-building activities including conferences and other training sessions, brochures, and phone-in service. A PLEI organization representative stated that there are 3,000 pages on the PLEI organization's website along with hundreds of pamphlets. In addition, this organization produces videos, conducts training in plain language and workshops for schools, and promotes services through event booths/kiosks. Another PLEI organization has produced two training courses, offers a speakers' bureau, runs conferences, and has produced 53 publications.

The review of project files, particularly those of PLEI organizations, provided substantial additional evidence of outputs and outcomes related to increased public knowledge, including:

- *Publications.* The annual figure for dissemination of PLEI organization publications (including brochures, booklets, audio materials) ranged from 5,060 to 1,979,237 (based on a review of seven PLEI organization files). The number of newsletters that were disseminated annually ranged from 10 to 2,258 (based on four files).
- *Learning.* Numerous conferences, workshops and legal information sessions were organized by PLEI organizations according to reviewed files. These were attended by subject matter experts, practitioners, students, teachers, immigrants and the general public.
- *Website Access.* The number of annual website hits reported by PLEI organizations ranged from 44,044 to 1,300,000 (based on five PLEI organization reports).
- *Telephone and In-person Response/Referral Services.* The number of telephone calls that were received annually ranged from 434 to 7551 (based on three PLEI organization reports). The number of referrals made annually ranged from 5 to 2,706 (based on five reports).

PLEI organization public knowledge-related outputs and outcomes may be considered incremental benefits. That is, many of these benefits would not have occurred in the absence of JPIP funding. This observation applies to the ten provincial PLEI organizations to varying extents, generally depending upon the size of the organization. Smaller PLEI organizations rely more heavily on JPIP funding than do larger organizations. Several interviewees stated that without JPIP funding, no projects or activities would have taken place in their organization. One key informant stated that his/her organization would not have existed without JPIP. Another

informant stated that core funding was absolutely necessary. Other PLEI organization interviewees stated that JPIP funding enabled their organizations to conduct activities with greater scope (than without JPIP funding). As explained by one of the PLEI partners, "Core funding is essential to the long-term effectiveness and sustainability of an organization. Although project funding is a useful tool, it is the core funding which allows an organization to create a stable pool of expertise within the organization so that it is able to bid on contracts." Others indicated that without Justice core funding from JPIP, some PLEI organizations would no longer be able to continue operations, noting that for some PLEI organizations, JPIP provides 100% of their funding.

These findings were echoed in the PLEI organization survey findings which suggested that the absence of core funding provided by JPIP would have a significant negative impact on PLEI organizations. The report also indicates that, in some cases, funds from other partners could not be secured without JPIP funding. This would be the case for all core-funded organizations that receive funding from the Law Foundation or the Law Society. The leveraging impact of JPIP funding is thus critical to the sustainability of several PLEI organizations.

It is generally understood that knowledge can lead to behaviour. With respect to the justice system, it follows that, to one extent or another, increased public understanding leads to increased access to the justice system. It stands to reason that a better informed populace will be able to more effectively engage with the justice system. This is supported by the views of key informants.

2.3.2 Dialogue and Understanding among Justice Stakeholders Respecting Justice Issues

Evidence from all sources strongly supports the finding that dialogue and understanding among justice stakeholders respecting justice issues are promoted by JPIP-funded projects and activities. Dialogue occurred in a variety of ways among a range of players. Four broad categories of dialogue were conferences and related events for members of the justice community, events that targeted or included the public, consultations or discussions between members of the justice community (including JPIP project proponents) and Department of Justice policy staff, and partnerships between JPIP project proponents such as PLEI organizations and justice community players. In all cases, positive results were reported in the form of increased understanding and innovation respecting issues and trends of current concern.

The review of files revealed many examples of justice and legal-related knowledge building and sharing activities such as conferences, symposiums, meetings, etc. This information largely came from the reports of the proponents. In some cases, the results of beneficiary satisfaction surveys or other beneficiary research (e.g., questions regarding the extent to which beneficiaries' knowledge was enhanced), were included in the files. Results reported from these exercises were generally positive. Conference and symposium topics included dispute resolution in the courts, mental health and the justice system, human rights and intellectual disabilities, children's rights, criminal justice system issues, and court technology. Other dialogue/outreach activities include consultations, information sessions and kiosks, presentations, and working groups. Funded organizations also conducted training activities, such as an Aboriginal training session focusing on providing Aboriginal Courtworkers with information on various issues, and family violence prevention training for front-line workers.

An average of 262 participants attended each of the reported conferences/symposiums in the reviewed files. Among participant views on satisfaction with dialogue events or training activities, an overall increase in understanding and knowledge was reported in most cases. One organization conducted a participant satisfaction survey for a 2010-11 project showing that 90% of participants were "very satisfied" or "somewhat satisfied" with the speakers and resource people, and 81% were "very satisfied" or "somewhat satisfied" with the quality of the content provided.

The survey of conference participants surveyed attendees – mostly government officials and legal professionals – after the conferences to determine the level and increase in knowledge and understanding of justice-related issues as a result of the three conferences. Results indicate that many respondents already had a moderate to high level of knowledge of the conference subject matter(s) prior to attending the conference. However, respondents indicated a significant increase in their knowledge and understanding of justice-related issue(s), as 83% of participants overall had a high to very high increase in their knowledge and understanding after the conference. Half of the respondents (51%) reported that their knowledge had increased moderately and 35% indicated that their knowledge and understanding had increased a great deal. Results also show that the conferences constituted good opportunities for participants to generate best practices, and to network and connect with other people at the conference. The events were also perceived as useful for the work they do.

The PLEI organization survey identified various ways in which PLEI organizations enter into partnerships, from a simple agreement for distribution of publications to a formal contractual relationship. Key informants interviewed as part of the PLEI organization survey reported

positive outcomes resulting from their partnerships, including expanding their reach in the community, ensuring their clients have access to referrals and quality information, increasing their level of expertise in plain language, and being part of larger projects targeted at larger audiences through the pooling of human and financial resources.

PLEI organizations' role is not primarily to contribute to policy development, but their activities have led to greater awareness of policy issues within the legal community. Key informants representing PLEI organizations felt that participants in their events had increased their knowledge of, and confidence with, justice issues to a great extent. One stated that the credibility of the PLEI organization led to other justice stakeholders referring people to them with "full confidence", that the people being referred find useful and reliable justice information. Project respondents thought that participants' level of satisfaction with partnerships/networking was very high. One project respondent had been approached by a departmental policy-maker and believed that his/her PLEI organization's project activities had been used to inform policy development in the Department.

Two of the case studies examined organizations heavily involved in conferences, i.e. the CACP and the ULCC, both Named Grants. The ULCC, in fact, focuses primarily on an annual conference bringing together federal, provincial and territorial government representatives as well as representatives from the legal sector and academics to discuss and recommend changes to federal criminal legislation based on identified deficiencies, gaps or duplications. The CACP is involved in a range of activities. It has for the past four years organized an annual conference on criminal legislative policy developments. Both of these conferences are similar in that they bring together key players from the justice system who would otherwise not have an opportunity to interact. The benefits are reportedly great in terms of idea exchange and generation. Interviewees for the ULCC case study indicated that JPIP funding has enabled ULCC to identify important justice/legal trends in Canada, such as the need for uniform laws in the areas of powers of attorney, advanced health care directives, reverse mortgages (particularly for seniors), and assisted human reproduction. The element of separation between ULCC and the federal government was seen to enable discussions that do not bind the provincial and federal governments, and thus open up dialogue and consultation among justice stakeholders. The uniform laws that are developed by ULCC were seen to have provided the federal (and provincial/territorial) governments with high-quality products that have enabled the Canadian justice system to address emerging issues, innovate and evolve. ULCC's annual conference was seen to build knowledge and understanding among judicial and academic participants, and allowed them to provide their time and expertise to meet, network and liaise on issues of

common interest. Relationships and dialogue continued throughout the year through working groups. JPIP funding also allowed for a number of ways for disseminating information about the work of ULCC, e.g., a website database, a commercial law newsletter, updates of the commercial binder, and publication of annual conference proceedings.

The CACP conferences explored ways of making more effective use of information technologies, e.g., web-based disclosure and voice-activated transcripts, many of which, when properly implemented, could decrease costs, for example, by eliminating unnecessary court appearances. The conferences also addressed new approaches to supporting active judicial case management and more effective judicial pre-trial procedures, and they encouraged the use of administrative solutions versus legislative solutions. Many similar initiatives for reform across Canada were seen to have their birthplace at CACP conferences, as participants often have the desire to go further with the ideas and best practices that they have learned. In both cases, according to CACP officials, the conferences would not have been put on in the absence of JPIP funding.

Survey respondents also mentioned a number of benefits related to dialogue among justice community members including student law chapters at law schools, the establishment of a wellness cohort for First Nations communities, and exposure to leading-edge researchers and thinkers with divergent views, resulting in beneficiaries being more knowledgeable after conferences.

All key informants representing projects thought that their JPIP-funded activities had built knowledge, awareness, understanding, confidence and trust, and informed dialogue among justice stakeholders and the public on justice issues at least to some extent, and gave many examples of these activities such as conferences and other training sessions. The large majority of project respondents thought that participants in sponsored events had increased their understanding of, and confidence with, justice issues to a great extent. All project respondents thought that participants had increased their understanding and confidence to at least some extent. The large majority of project respondents thought that participants' level of satisfaction with partnerships/networking was very high.

Department of Justice key informants said that JPIP-funded activities were communicated to the Department and used in policy development. One respondent pointed to conferences as a medium for such communication, while another noted a flow of information and policy development on emerging justice issues in general. All project key informants had been

approached by a Department of Justice policy area, and believed that their JPIP-funded activities had been used to inform policy development in the Department.

2.3.3 Identification of New Justice Issues

The evaluation evidence supports the finding that the identification of new justice issues has been achieved by JPIP in two ways. First, and most importantly, by its very nature, including its stated objectives and the criteria used to select and fund projects, JPIP constitutes a gathering place of new ideas. The terms and conditions of JPIP allow the Program to fund a wide range of projects. This can, and does, include projects related to subjects that may not have been previously focused upon by the Department of Justice. As noted earlier, the Program's flexibility allowed the Department to respond to such important new issues as the missing and murdered Aboriginal issue and issues faced by other marginalized populations, such as persons with mental health problems or disabilities. Department of Justice key informants agreed strongly that JPIP-funded activities promoted the identification and/or improved understanding of emergent issues in the justice system in this way. One respondent noted that "JPIP promotes innovation not on a project-by-project basis, but as a program that offers a pool of money that will attract projects related to emerging issues as they arise in the field."

If the preceding describes the collective impact of the Program, the second way it promotes the identification of new justice issues is through the innovative ideas of individual projects. PLEI organizations surveyed identified such innovative activities as bringing together groups who have never, or have rarely, worked together on PLEI projects, sharing information that had never been shared before with particular populations, and using new technologies for improved communication and cooperation between organizations. The file review revealed additional innovations including a project combining English as a Second Language and PLEI in British Columbia, a project to develop an online tool for agencies to share their PLEI materials and strategies in Ontario, the Legal Interpreter's Project in Newfoundland bringing together lawyers, court officials and interpreters to develop a training curriculum for Aboriginal legal interpreters in both criminal and family court law, and a partnership between a PLEI organization and a consumer magazine to add legal issues to the topics covered by the magazine. One PLEI key informant stated that JPIP-funded activities had promoted innovations in the justice system to a "great extent", for example through promoting alternative resolution or participative justice.

2.3.4 Named Grants, NAAF/LSAP, ICCLR and Assessed Contributions

Program impacts derived through funded projects and activities, as described above, pertain to the achievement of the core JPIP objectives. Recipients of Named Grants, LSAP and ICCLR, alongside other funding recipients, also contribute to the achievement of the core objectives. The main difference between regular grants and contributions recipients and recipients of Named Grants, LSAP and ICCLR, is that the latter have their own, specific JPIP objectives[21] in addition to the core objectives. In each of these cases, the objective is essentially to fund the target organization(s) in pursuing its aims that are in line with the Department priorities.

The evidence supports the finding that JPIP-funded activities undertaken by recipients of Named Grants and the ICCLR promoted dialogue and understanding among justice stakeholders respecting justice issues. As part of the file review, data were collected and summarized on outputs, and results were produced by Named Grant projects from four organizations. All these projects primarily consisted of dialogue activities such as conferences and symposiums; workshops, e.g., on new breath and blood alcohol testing equipment; and meetings, e.g., on the prevention of economic fraud and identity-related crime, drug evaluation and classification program. Projects also included training and other educational activities such as courses; seminars, e.g., *Judging through Public Emergencies*; *Innovative Criminal Trial Management*; *The Art and Craft of Judging*; *Neuroscience in the Courtroom*; *Judging and Social Inclusion: Disability*; and training programs, such as the annual *International Human Rights Training Programme* (to improve understanding of human rights and the role of human rights education in empowerment and social change). A few organizations reported that they published conference materials/proceedings and educational materials such as toolkits and binders as part of their projects' activities.

Three organizations conducted projects whose files contained information on feedback from participants on dialogue activities or training sessions/courses. Overall, participants reported increased knowledge and understanding of justice-related issues discussed during workshops, conferences or courses, and demonstrated a willingness to attend more events on similar topics. As part of a project providing the Human Rights Training Program, a participant satisfaction survey was conducted and showed that 91% of participants reported that their satisfaction with

[21] Objective 5: To assist selected NGOs, as listed in the Main or Supplementary Estimates, whose mandate and/or activities complement the Department's mandate, objectives and legal and socio-legal priorities by providing a grant. Objective 6: To promote equitable representation in the legal system of Métis and Non-Status Indians by encouraging them to pursue their studies in law. Objective 8: To assist the International Centre for Criminal Law Reform and Criminal Justice Policy in promoting human rights, the rule of law, democracy and good governance.

the training program was "definitely high" or "high", and 79% of participants indicated they felt "definitely able" or "very probably able" to use a framework based on internationally accepted human rights standards and principles to analyze the issues encountered in the work of their organizations.

Key informants thought that JPIP's Named Grants were significant in assisting NGOs listed in the Main or Supplementary Estimates, including ULCC. One respondent thought that JPIP's Named Grant funding provided stability for the NGOs listed in the Main or Supplementary Estimates, allowing these organizations to focus on creating different projects, leverage other funds, and innovate. Another key informant (who was only able to speak to one of the Names Grants) indicated that that particular grant assisted one NGO to undertake extensive work complementing the Department's mandate. This respondent also pointed out the element of separation from both the provincial and federal governments that this NGO enjoyed, allowing it to enable discussions that do not bind either level of government, but rather open up avenues for consultation and discussion.

Between 2007 and 2011, the ICCLR organized several fora and symposia, including, for example, "Criminal justice responses to violence against women: Linking local and international efforts" and "National and international perspectives on identity theft and fraud". The Centre participated in several expert round tables and panels on a number of criminal justice topics, e.g., human trafficking, violence against women, international human rights. Over 2,000 justice stakeholders and/or members of the public attended these events. ICCLR developed several manuals, e.g., "Responding to victims of identity crime: A manual for law enforcement agents, prosecutors and policy-makers".

JPIP funding provided to ICCLR and Named Grant recipients was found to promote incremental benefits; i.e., the evidence from key informants and the file review supports the observation that these organizations were able to fulfill their mandates at least in part, as a direct result of JPIP funding.

Evidence of objectives achievement is not as strong with respect to funding for LSAP. The NAAF reported that in 2009-10, 49 applications for assistance were received, 47 applications were approved (average award: $1,277), and students who received a bursary included 11 Non-Status First Nations members and 32 Métis. In 2010-11, 31 applications were approved (average award: $3,397). Evidence was insufficient to assess unequivocally whether JPIP support (via NAAF) made the difference between students entering or not entering law programs. Key informants, however, stated that although it was difficult to track whether LSAP promoted

equitable representation in the legal system of Métis and non-status Indians, LSAP was critical for pre-law students. This applies primarily to the Program of Legal Studies for Native People at the University of Saskatchewan. This eight-week course is offered to Aboriginal students from across Canada and focuses on teaching its students the skills they will need to succeed in law school. Students also participate in a customary law component which incorporates Aboriginal traditions such as talking circles and other ceremonies.

The evaluation also examined assessed contributions to the Hague Conference on Private International Law and the International Institute for the Unification of Private Law (UNIDROIT). Evidence was limited to the file review and key informant interviews. The objective of paying these annual assessed contributions is to enable Canada to meet international financial obligations to which it has agreed. There are no reporting requirements associated with these contributions; essentially, payment of the assessed amounts constitutes fulfillment of the objective. In the case of the Hague Conference, the project file contained annual reports. From these reports it would appear that activities undertaken by this recipient are in line with other JPIP-funded activities. Hague Conference activities in 2008-09 included the adoption of a new Convention on the International Recovery of Child Support and other Forms of Family Maintenance, and the Protocol on the Law Applicable to Maintenance Obligations.

2.4 Demonstration of Efficiency and Economy

Summary of Findings

- The Program is well administered.
  - The webpage, and the various program materials, were found generally to be clearly presented and comprehensive.
  - The application process is relatively streamlined and effective.
  - Communication with departmental officials was widely praised as prompt and helpful.
  - Project monitoring was generally well viewed.
- Information on the Program, however, does not appear to be easily found by those not already familiar with JPIP. Similarly, the application process is seen by some new applicants as complicated.

- Program operations appear to be efficient, with low overhead relative to project dollars allocated.
- Projects themselves generally appear to be cost effective. JPIP dollars are often leveraged (i.e., used to secure additional funding from other providers). In-kind donations are common. Anecdotal evidence suggests that some project benefits are far reaching with a high value in relation to expenditures.

Evidence from all sources was used to address the performance issue respecting the demonstration of efficiency and economy. Findings are presented under three headings: Administration, Program Operational Efficiency, and Leveraging.

2.4.1 Administration

Program materials such as the application form, application guidelines, reporting templates, and the JPIP performance summary sheet appear to be clear, comprehensive and user-friendly. Those who are familiar with the Program – for example, PLEI organization proponents – state that the Program webpage clearly communicates its features and application requirements. Other sources indicate, however, that the Program is not well publicized, i.e., if an organization does not already know about the Program, it may have difficulty learning about it. A Department of Justice key informant explained that the Program does not actively publicize its existence since organizations which are involved with the justice community – in areas such as missing and murdered Aboriginal women, access to justice for marginalized persons, and family violence – already know about the JPIP program and its staff. However, several project key informants said that it might be difficult for individuals who are new to the justice sector and in need of funding to find information about the JPIP program. A key informant from outside the Department stated that although the information on the website is good, one has to look for it in order to find it. Another Department of Justice key informant thought that Justice needs make it is easier for potential applicants to understand the Program and thus more easily apply for funding; the interviewer also noted some repetition in application questions.

The application procedure was examined through the file review focusing on the time taken between key points in the process. In the majority of cases, time lags were found to be short and response times were prompt. Correspondence between proponents and JPIP administrators appeared in some files. In general, analysis of correspondence revealed what appeared to be

effective service, including explanations and assistance to help proponents improve their proposals where appropriate.

Long delays, either in funding decisions or in payments, occurred in a few cases. The files did not always contain explanations of these delays, particularly respecting delays in funding decisions. Where payments were delayed, it tended to relate to a failure on the part of the organization to submit required documentation.

Files also contained contribution agreements and project reports submitted in compliance with the requirements stated in the contribution agreements. Many of these agreements contain specific reporting requirements. In virtually all cases, it appeared that proponents were able to meet these requirements.

Exhibit 8 summarizes administrative data obtained from the most recent project file of 28 of the 30 organizations examined and 3 of the 5 case study files reviewed. Average and median processing times were computed, from application submission to issue of final payment, for grants, contributions (including under the Aboriginal Missing and Murdered Women Initiative) and core funding (including PLEI core funding and ICCLR) files. Because the average was sometimes significantly affected by one or two outliers, the median is also provided. LSAP, ICCLR and Named Grants were not treated as a separate stream, but rather included under the Contributions, Core Funding and Grants categories respectively, as it was expected that the application process would be slightly different between grants, contributions and core funding files.

Exhibit 8: Summary of Administrative Data

File Type	# Days between Application Submitted and Acknowledgement of Receipt	# Days between Application Submitted and Formal Approval	# Days between Application Submitted and Contribution Agreement Signed	# Days between Interim Claim and Interim Payment	# Days between Final Claim or Formal Approval and Final Payment
Contributions					
Total: n=13	n=9[22]	n=13	n=11	n=9	n=5
Median	1.00	60.00	145.00	2.00	112.00
Average	4.11	102.08	183.36	8.89	126.20
Grants					
Total: n=10	n=5	n=9	n=2	n=1	n=8
Median	0.00	62.00	76.00	25.00	20.00
Average	6.20	87.80	75.33	25.00	33.67
Core Funding					
Total: n=8	n=3	n=8	n=8	n=7	n=7
Median	0.00	85.00	102.00	6.00	15.50
Average	0.00	70.38	98.75	5.00	31.50
TOTAL: n=31	**n=17**	**n=30**	**n=21**	**n=17**	**n=20**
Median	**0.00**	**77.00**	**102.00**	**7.00**	**20.50**
Average	**4.00**	**89.29**	**137.86**	**8.24**	**56.15**

The median time between application submission and receipt of a formal approval letter was 60 days for Contributions, 62 days for Grants, and 85 days for Core Funding files. Overall, the median time between application submission and formal approval for all files was 77 days. These time periods seem reasonable and comply with the Programs Branch service standards stipulating that the review and assessment of a funding proposal "may take up to 4 months depending on its complexity".[23]

It is also worth noting that 9 organizations out of 31 across three groups received acknowledgement of receipt of their project application on the same day it was sent (usually by email). The other projects' times ranged from 2 to 25 days between application submission and acknowledgement of receipt.

[22] As processing-time information was missing in some files, the number of files used to calculate the average and median times does not always equal the total number of files reviewed.

[23] Department of Justice Canada Website. (2010). Funding Programs. Retrieved on August 9, 2011 from: http://canada.justice.gc.ca/eng/pi/pb-dgp/prog.html.

Comparison across three groups of the average and median number of days between when a final claim is received by Justice and a final payment is issued indicates that contribution payments required more time to process than grants and core funding files. However, the number of contribution files reviewed providing this information is too small to draw conclusions from these results (5 out of a total sample of 13). The time between receipt of an interim claim and issue of interim payment (for 9 out of 13 contribution files) averaged 9 days.

Surveyed applicants were asked about their satisfaction with various elements of the JPIP administrative process. Most applicants were satisfied with most of the aspects of the application process.

- 100% of respondents reported being satisfied or very satisfied with the ease of interaction between themselves and Justice Canada.
- All successful applicants were satisfied with the appropriateness of the selection criteria (unsuccessful applicants were less satisfied with this aspect of the application process).
- 89% of successful applicants were satisfied or very satisfied and 71% of unsuccessful applicants were satisfied or very satisfied with the timeliness of responses to their communication with Justice Canada.
- 89% of successful applicants were satisfied or very satisfied with the clarity of the application process.
- 69% of successful applicants and 57% of unsuccessful applicants were satisfied or very satisfied with the timeliness of the information about their application status.
- 71% of successful applicants and 57% of unsuccessful applicants were satisfied or very satisfied with the type of information required in the application process.
- 83% of survey respondents said that the current application forms and processes allowed their organizations to provide enough information so that Justice Canada can make good decisions.
- 83% of successful applicants and 63% of unsuccessful applicants were satisfied or very satisfied with the ease of the application process.
- 89% of successful applicants were satisfied or very satisfied with reporting requirements.
- 83% of successful applicants were satisfied or very satisfied with the time period for which the funding was awarded.

- 72% of successful applicants were satisfied or very satisfied with size of the amount awarded.
- 67% of successful applicants were satisfied or very satisfied with the timeliness of payments.

These findings were echoed by the responses of project key informants. All of them were satisfied with JPIP application forms, criteria and process. They also indicated satisfaction with communications with JPIP program staff. Interviews conducted as part of the PLEI organization survey also indicated that there is a high level of satisfaction with application forms and the timeliness of the approval and payment processes. Interviewed ICCLR, NAAF and ULCC project respondents were also very satisfied with communications with JPIP program staff.

Dissatisfaction was expressed with respect to one area, corresponding to observations noted above. Survey respondents indicated a low level of familiarity with JPIP. Overall, successful applicants were more familiar with JPIP (50% reported being somewhat or very familiar with JPIP) compared to unsuccessful applicants (13% reported being somewhat familiar with the program and none were very familiar). Some respondents explained that although they were familiar with *certain* elements or objectives of the Program, they did not have a sense of the *whole* Program. When asked how familiar other organizations were with JPIP, 46% of successful applicants and 100% of unsuccessful applicants thought that these other organizations would be "slightly familiar" or "not at all familiar".

Monitoring and reporting requirements regarding outputs appear to be in place for all JPIP-funding recipients, including recipients of regular grants and contributions and PLEI organizations receiving core funding as well as LSAP, Named Grant recipients and ICCLR (which provided a tailored report to JPIP at the end of each funding cycle). The file review revealed what appeared to be good monitoring of PLEI organization activities and outputs. If anything, it appears that PLEI organization reporting requirements are more comprehensive and strict than those associated with other grants and contributions. Overall, almost all projects reviewed (the exception being eight ongoing projects) complied with reporting requirements outlined in their agreements.

Department of Justice key informants stated that applicants generally comply well with project performance measurement requirements and processes. One respondent said that organizations comply well, although descriptions of outcomes are not always clear. Another respondent stated that s/he was satisfied that applicants are complying with project performance measures and that these are improving.

Project key informants generally thought that project performance measurement requirements were appropriate. They referenced various reports that they provide to the Department of Justice, e.g., annual reports (both narrative and financial), interim and final reports, and specific performance indicators for which they regularly collect data. In addition to collecting, using and reporting on the various performance indicators referred to earlier in this report (e.g., number and type of PLEI products developed), one PLEI organization distributes and collects evaluation forms with each publication order and each lawyer referral. This organization also distributes and collects participant surveys at each conference and training course. It then uses the results of such evaluation tools to improve its various information services, e.g., edit publications, adjust conference topic offerings, adjust the list of lawyers to whom PLEI organization staff refer clients.

The JPIP expenditures from 2007-08 to 2010-11, as depicted in the Introduction section, have been less than the available budget for each of the four years, resulting in some lapsing of funds. Although some of this limited take-up may be a result of a low level of program familiarity, instances of administrative delays are likely also a contributing factor. It should be noted, however, that the lapsing has been reduced dramatically each year over the course of the period covered by the evaluation.

2.4.2 Program Operational Efficiency

At the time of the evaluation, there were 2.3 full-time staff attached to the Program. This compares with eight FTEs identified by the 2006 JPIP evaluation study as being directly associated with the Program. JPIP's umbrella terms and conditions have allowed the Department to address issues respecting missing and murdered Aboriginal women, family violence, racism and other emergent issues without extra administration. One Department of Justice respondent thought that JPIP's efficiency could be improved by creating summary reporting templates which are focused on outcomes, as well as changing application forms to make them easier to fill out (e.g., the evaluation section of the form).

2.4.3 Leveraging

Survey respondents attributed the cost effectiveness of their JPIP-funded projects to three main factors. First, most JPIP funding recipients also received funding from other funding organizations in addition to their JPIP funding. In many cases, JPIP funding helped the proponent organization to secure additional funding by either supporting infrastructure that

enabled the organization to seek funding from other sources, or by lending legitimacy to their projects, thus attracting additional partners. For example, one respondent indicated that JPIP provided $10,000 to his/her organization, which obtained an additional $90,000 from other sources. Some survey respondents noted that departmental managers were very helpful in assisting the respondents in securing support from other government departments and/or funders. The PLEI organization survey findings indicated that all organizations were able to leverage funds with JPIP core funding. Both ICCLR (as a recipient of core funding) and ULCC (as a recipient of Named Grants) indicated they have leveraged further monies from other funding sources.

The second factor contributing to project cost effectiveness was said to be in-kind contributions. Many JPIP-funded organizations reported receiving significant in-kind donations. These often took the form of volunteer time from lawyers and other experts. The third factor relates to the reach of project benefits. According to respondents in the PLEI organization survey, JPIP funds are being used to achieve expected results. In some cases, these funds are used to support staffing, rent, printing and distribution of materials, while other organizations will use them for their operating costs including travel, developing partnerships, professional duties and bookkeeping, and specific programs. Surveyed applicants reported what they considered to be substantial benefits for relatively modest outlays. One respondent stated, "[benefits are] big. We support 12 chapters and universities across Canada, generating huge activity." Another stated, "[benefits are] extensive. [Our activities] save host cities millions and millions [of dollars] each year." The running of ICCLR's core-funded project was seen as being less costly than if it had been run by the Department, and one of ICCLR's initiatives alone could represent millions of dollars in savings for the federal and provincial governments. It was considered that without JPIP core funding, no ICCLR projects or activities would have taken place. Key informants indicated that without JPIP Named Grant funding, there would not have been any work done by ULCC.

3. CONCLUSIONS

3.1 Program Relevance

3.1.1 The Program addresses continuing needs, and is aligned with Department of Justice and government priorities

From the stated objectives of JPIP, four themes may be considered as representing core objectives. These themes call for the promotion of greater knowledge among the public respecting justice issues, the promotion of greater public access to the justice system, the promotion of greater dialogue and understanding among justice stakeholders respecting justice issues, and the identification of new justice issues. Other objectives pertain to particular organizations to which JPIP funding is directed, i.e., ten provincial public legal education and information (PLEI) organizations, organizations identified in the Main Estimates, the National Aboriginal Achievement Foundation (NAAF, which administers the Legal Studies for Aboriginal People, or LSAP Program), and the International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR).

The evaluation found all four main themes to be relevant. By enabling the support of related projects and initiatives, including core funding for PLEI organizations, these objectives meet continuing needs of Canadians and are aligned with departmental and government priorities.

Public knowledge and *access* (promoted through the work of the PLEI organizations as well as through numerous projects) enable members of the public to more effectively engage with the justice system. Subpopulations of particular interest in this regard – i.e., with high needs – include self-represented litigants, aging individuals, those affected by poverty, immigrants, minority groups, Aboriginal persons, persons with disabilities, other marginalized groups, and persons with aging parents. *Stakeholder dialogue* (promoted by projects involving conferences, seminars, and other knowledge sharing and networking opportunities) enables experts in justice to advance justice policy ideas, develop innovations and improve coordination among different jurisdictions and other parties. *Identifying new issues* (promoted by the Program as a whole with its flexible terms and conditions creating opportunities to test out new ideas and supporting the

positive evolution of Canada's justice system) is important to the Canadian justice community and to policy-makers within the Department of Justice to enable these players to continue to address new needs as they emerge.

Alignment was found between the JPIP core objectives and Department of Justice priorities for the Canadian justice system respecting accessibility, efficiency, fairness and relevance.

Assessed contributions were found to be relevant. Continued funding in this category fulfills Canadian obligations to key international institutions.

3.2 Program Performance

3.2.1 Objectives were largely achieved

Evidence from multiple sources supports the conclusion that the Program promoted to a significant extent (a) greater justice-related access and knowledge among the public, (b) greater dialogue and understanding among justice stakeholders respecting justice issues, and (c) the identification of new justice issues. Greater access and knowledge among the public was promoted by JPIP-funded projects and, in particular, through core funding provided to PLEI organizations. The evidence suggests that these impacts are largely incremental; many impacts would not have occurred in the absence of JPIP funding. The primary evidence for this conclusion comes from the extensive range of public legal information products and services produced, and the public uptake of these products and services. Evidence from survey respondents and key informants corroborates the finding.

Dialogue and understanding among justice stakeholders respecting justice issues was promoted by JPIP-funded projects and activities, including regular grants and contributions as well as Named Grants and funding for the ICCLR. Dialogue occurred in a variety of ways among a range of players, including through conferences and related events for members of the justice community, events that targeted or included members of the public, consultations and discussions between members of the justice community (including JPIP project proponents) and Department of Justice policy staff, and partnerships between JPIP project proponents such as PLEI organizations and other justice stakeholders. Positive results stemming from these events were reported in the form of increased understanding and innovation respecting issues and trends of current concern. Many of these impacts were also found to be incremental, i.e., they would not have occurred in the absence of JPIP funding.

JPIP-funded projects and activities led to the identification of new justice issues. Primarily owing to its flexible terms and conditions, JPIP funds a wide range of projects. This creates across the Program as a whole a gathering place of new ideas. Innovations were also developed within individual projects.

While financial support is being provided to Métis and non-status Indians pursuing legal studies, it is difficult to determine to what extent this JPIP funding made the difference between students entering or not entering law programs. Key informants, however, indicated that LSAP was critical for pre-law students.

Assessed contributions enabled Canada to meet its financial obligations respecting two international programs.

3.2.2 JPIP is generally well run, efficient and economical, though awareness of the Program may be limited to its past applicants

The evidence supports the finding that the Program is well administered. The webpage and the various program materials were found generally to be clearly presented and comprehensive. The application process is relatively streamlined and effective. Communication with departmental officials was seen as prompt and helpful. Project monitoring was generally well viewed.

Information on the Program, however, does not appear to be easily found by those not already familiar with JPIP. Similarly, the application process is seen by some new applicants as complicated. Consequently, proposals for new projects tend to come from past applicants who know the Program. Unsuccessful applicants are often those with only a passing familiarity with JPIP and its objectives. Proponents who may otherwise have valid needs and ideas for projects may be excluded by virtue of a lack of awareness of the existence of the Program.

Program operations appear to be efficient, with low overhead relative to project dollars allocated. Projects themselves generally appear to be cost effective. JPIP dollars are often leveraged (i.e., used to secure additional funding from other providers). In-kind contributions are common. Qualitative evidence suggests that some project benefits are far reaching with a high value in relation to expenditures.

4. RECOMMENDATIONS AND MANAGEMENT RESPONSE

Issue 1: Complexity of objectives

The JPIP program currently has ten objectives. Although some of these objectives are goal-focused, others are very specific, targeting designated agencies or organizations rather than the desired outcome of program funding. Further, the goals of the organizations funded in this way are aligned with the core aims of the Program, resulting in redundancies in the stated program objectives.

The evaluation recognized that the strength of JPIP lies in its flexibility to be able to fund a broad range of projects. This will continue to be the case with a more streamlined set of objectives focused on the principal aims of the Program; the organizations currently receiving JPIP funds could still meet the requirements necessary to apply for future funding.

Recommendation 1: Streamline the objectives to focus on the primary goals of the Program.

Management Response:

Agree. The objectives of the Program will be reviewed and streamlined to facilitate an understanding of what the Program aims to achieve and to ensure continued alignment with government priorities.

Issue 2: Performance Measurement

One of the noted limitations of the evaluation was the limited information that was collected from ultimate beneficiaries of JPIP funding.

Although it is important not to overburden organizations seeking funding with exigent performance measurement requirements which take away from program delivery, funding recipients could be required to choose select products or events for which beneficiary feedback is

collected. For instance, an organization that conducts conferences could administer a participant survey to gather performance information.

Recommendation 2: Strengthen performance measurement by requiring funded organizations to collect some data from beneficiaries as a part of the funding agreement.

Management Response:

Agree. A participant conference survey tool has already been developed and used. Program managers will be reminded of the importance of ensuring that funding recipients provide this data to the Department when submitting a final project report. The information thus collected will feed into the overall Program performance measurement as well as into the performance measurement of each of the Program's components.

Appendix A:
Case Studies

International Centre for Criminal Law Reform and Criminal Justice Policy (ICCLR)

Founded in 1991, ICCLR is a non-profit organization based on the campus of the University of British Columbia. The JPIP objective related specifically to the ICCLR is: "To assist the International Centre for Criminal Law Reform and Criminal Justice Policy in promoting human rights, the rule of law, democracy and good governance." The Centre aims to contribute to the priorities of Canada and the United Nations in the field of criminal law and criminal justice, e.g., transnational organized crime, and protection of women and children. Its role is to provide advice, information, research and proposals for policy development and legislation. ICCLR is receiving core funding for 2010-11 and 2011-12 to support its general mandate, i.e., promoting effective international cooperation; protecting victims of crime (in particular, children); helping to develop more effective and fair justice systems in Canada and abroad; and helping Canadians understand the importance of international cooperation and mutual assistance in the fight against serious crimes. ICCLR also received JPIP contributions from 2007-08 through to 2009-10. Interviewees associated with this case study, as well as key informants, reported that the JPIP-funded work of the ICCLR continued to meet an important need.

JPIP funding has enabled ICCLR to organize and/or contribute to a large number of knowledge-sharing and knowledge-building activities between 2007 and 2011. ICCLR has organized several forums and symposia, including for example "Criminal justice responses to violence against women: Linking local and international efforts" and "National and international perspectives on identity theft and fraud". The Centre has participated in several expert round tables and panels on a number of criminal justice topics, e.g., human trafficking, violence against women, international human rights. Over 2,000 justice stakeholders and/or members of the public have attended these events. ICCLR has developed several manuals, e.g., "Responding to victims of identity crime: A manual for law enforcement agents, prosecutors and policy-makers". In addition to printed copies, many of these publications are available on the Centre and/or partner website(s). ICCLR's project was seen to have promoted innovations through its provision of advice on increasing the effectiveness of the Canadian justice system. The Centre is aware of what makes for a best practice, i.e., a practice which has been shown through an evidence-based approach to achieve desired results. ICCLR's analytical approach to research means that its identified best practices are of a high standard. According to key informant interviews and file and document reviews, ICCLR has developed best practices in the areas of violence against women, human trafficking, identity theft, counter-terrorism, mental health and substance abuse services in correctional settings, and reintegration of offenders.

It was thought that JPIP funding was "critical" for ICCLR and that the organization's "own survival could be affected if JPIP funding was not received"; the organization "would be forced to chase the next project, and thus become less relevant and efficient". ICCLR was seen to have leveraged up to 3½ times more funding than that received through JPIP, e.g., from other federal government departments, provincial government departments, and provincial law foundations. The Centre has also received in-kind support from other federal government departments, NGOs and universities. The advice that ICCLR has provided to the federal government as well as provincial/territorial governments on the effectiveness of the Canadian justice system could represent millions of dollars in savings. Implementation of JPIP-funded activities was also seen to result in decreased human misery, less victimization and decreased mortality.

Uniform Law Conference of Canada (ULCC)

Founded in 1918, the ULCC was created with a view to harmonize the laws of the provinces and territories of Canada, and where appropriate, federal laws as well. The ULCC is one of five current recipients of Named Grants, the specific JPIP objective for which is: "To assist selected non-governmental organizations, as listed in the Main or Supplementary Estimates, whose mandate and/or activities complement the Department's mandate, objectives and legal and socio-legal priorities by providing a grant." The Conference makes recommendations for changes to federal criminal legislation based on identified deficiencies, defects or gaps in the existing law, or based on problems created by judicial interpretation of existing law. ULCC organizes an annual conference that brings together federal, provincial and territorial government representatives as well as representatives from the legal sector and academics. The conference pulls together ongoing work that is completed by working groups throughout the year on specific topics. ULCC has received annual Named Grants, as well as two general contributions for individual projects that addressed the harmonization of specific Acts across the Provinces. All interviewees associated with this case study, as well as key informants who commented on this organization, reported that the JPIP-funded work of the ULCC continued to meet an important need.

Respondents indicated that JPIP funding has enabled ULCC to identify important justice/legal trends in Canada, such as the need for uniform laws in the areas of powers of attorney, advanced health care directives, reverse mortgages (particularly for seniors), and assisted human reproduction. The element of separation between ULCC and the federal government was seen to enable discussions that do not bind the provincial and federal governments, and thus open up dialogue and consultation among justice stakeholders. The uniform laws that are developed by ULCC were seen to have provided the federal (and provincial/territorial) governments with well-

regarded products of the highest quality that have enabled the Canadian justice system to address emerging issues, innovate and evolve. ULCC's annual conference was seen to build knowledge and understanding among judicial and academic participants, and allowed them to provide their time and expertise to meet, network and liaise on issues of common interest. Relationships and dialogue here continued throughout the year through working groups. JPIP funding also allowed for a number of ways for disseminating information about the work of ULCC, e.g., a website database, a commercial law newsletter, updates of the commercial binder, and publication of annual conference proceedings. Although ULCC was seen to be very effective with the resources it has at its disposal, funding was thought to be insufficient. The limited budget impacts the work that ULCC is able to undertake. For example, ULCC wants to update its website so that content is more current and accessible, ensure all historical documents are available in both official languages, convene some of its committee meetings face-to-face (instead of through teleconferences), make the part-time project coordinator position into a full-time one (to reflect the fact that work is actually full-time), and engage the services of academic institutions (some of which require regular compensation versus modest stipends).

This organization was seen as a Named Grant recipient which is "consistently looking for ways to do the best that they can with very little resources". It operates on a shoestring budget, with no office overhead. ULCC was seen to have leveraged up to four times more funding than what is provided through JPIP plus significant in-kind contributions from working groups (e.g., donation of time from high-level experts in the justice field). Funding has been received from provincial governments and provincial law foundations. In-kind support has been received from provincial governments and individual justice professionals. One key informant estimated that for one project alone, a legal professional had contributed the equivalent of $200,000 in billable time. In addition, ULCC's annual conference pulls together the different provinces to address common issues, which in turn was seen to reduce duplication and increase efficiency and effectiveness. Provinces are able to adopt the uniform laws developed by ULCC, which represents enormous resource savings – both in time and money. This is particularly true for the smaller provinces/territories which lack the infrastructure to undertake the work themselves.

International Bureau for Children's Rights (IBCR)

Founded in 1994, the IBCR is an international NGO dedicated to ensuring that children's rights are respected. IBCR is a recipient of a general contribution. The Bureau identifies and draws attention to root causes of violations of children's rights, and seeks practical solutions for those root causes by increasing knowledge, creating public awareness of child protection issues, and cooperating internationally. In particular, it focuses on the following issues: children in armed

conflict, refugee and unaccompanied children, monitoring and reporting on the United Nations Convention on the Rights of the Child, and sexual exploitation of children.

IBCR received a JPIP contribution in 2010-11, which was used to organize a forum – the third in a series – on the protection of children and adolescents from child sex tourism. It was held in collaboration with OneChild and Plan Canada, and hosted by Air Canada.

The IBCR's forum on child sex tourism facilitated the identification and analysis of trends, issues, gaps and problems in identifying, prosecuting and penalizing offenders. Forum participants – which included representatives of federal and provincial departments/agencies, the tourism and travel industry, and child protection NGOs – were provided with information about best practices which are being implemented by travel and tourism companies to prevent child sex tourism. These best practices have included practices in the areas of staff training, production of information materials, and implementation of codes of conduct. The first national Canadian campaign against child sex tourism was also unveiled at this forum.

Canadian Association of Chiefs of Police (CACP)

Founded in 1905 and incorporated in 1968 as a non-profit organization, the CACP is dedicated to the support and promotion of efficient law enforcement and to the protection and security of the people of Canada. The Association is a recipient of a Named Grant. These objectives are accomplished through activities and special projects of a number of committees as well as through active liaison with various levels of government and departmental ministries having legislative and executive responsibility in law and policing. CACP received Named Grants between 2007-08 and 2010-11 to assist with responding to criminal legislative policy development with regard to its impact on police; making recommendations on legislative initiatives; attending consultations with Justice, Public Safety and Emergency Preparedness and other partners in the criminal justice field; and providing advice to the Department of Justice on justice-related issues and recommendations on possible amendments to the law (through its Law Amendment Committee). The Association also received contributions between 2008-09 and 2011-12 for four criminal justice conferences. As indicated above, interviewees associated with this case study, as well as key informants who commented on this organization, reported that the JPIP-funded work of the CACP continued to meet an important need.

A total of 287 criminal justice professionals participated in CACP's four annual JPIP-funded symposiums. Respondents that were interviewed as part of the CACP case study considered these conferences as having created a culture where it is now seen as acceptable to have

representatives of the different branches of the criminal justice system – e.g., Crown counsel, criminal defense lawyers, court officials, police officers, academics – convene and talk collaboratively. This new culture has represented a major shift in thinking and approach among criminal justice stakeholders, as previously there was a lack of communication and consultation due to distrust among different professional groups. The conferences facilitated the breaking down of those communication barriers and enabled justice stakeholders to arrive at common understandings. As one participant wrote, the "conference tends to bring people together from different parts of the justice system. This result should not be overlooked. The process is rich in terms of having all players working on how to present to larger audiences so it makes sense and engages further dialogue. [Participating in the conference] helped change the way I thought about how the justice system could work better." As such, the conferences were seen to have benefited the Canadian criminal justice system as a whole. The promotion of innovation was also at work through the CACP conferences. The conferences explored ways of making more effective use of information technologies, e.g., web-based disclosure, voice-activated transcripts, many of which, when properly implemented, could decrease costs, for example, through eliminating of unnecessary court appearances. They also addressed new approaches to supporting active judicial case management and more effective judicial pre-trial procedures. The conferences encouraged the use of administrative solutions versus legislative solutions. Many similar initiatives for reform across Canada were seen to have their birthplace at CACP conferences, as participants often have the desire to go further with the ideas and best practices that they have learned.

All Association key informants thought that the conferences would not have taken place without JPIP funding, as without this funding, the quality of the conferences would not have been at a high enough level to be convened. Funding allowed the conferences to be more accessible to more participants, as the registration fee could be set at a more reasonable level, i.e. $400 per person, versus $800 per person. The main leveraging achieved by CACP was in the form of in-kind support; however, particular organizations were not named as donors. The change in mindset – from distrust to collaboration – that has been achieved in justice stakeholders through CACP's JPIP-funded conferences was seen to have started the savings of significant dollars for provincial and regional/municipal governments. For example, the shift from changing legislation to changing administrative procedures, working on ways to be more efficient during mega-trials, understanding each other's roles (such that court time and professional overtime are reduced), and pre-screening cases (saving policing costs) have all resulted from these conferences, and have led to increased cost efficiency in the justice system.

National Aboriginal Achievement Foundation (NAAF)

The NAAF, registered nationally in 1986 as a charitable organization, is located in Oshweken, Ontario. Its mission is to promote, support and celebrate the achievement of Canada's Aboriginal peoples. NAAF raises funds to deliver programs for Aboriginal peoples, particularly youth, to achieve their full potential.

After several years of administering the Legal Studies for Aboriginal People (LSAP) Program directly, the Department of Justice approached NAAF to determine whether the organization would be interested in assuming the administration of this Program. The specific JPIP objective for LSAP is "to promote equitable representation in the legal system of Métis and Non-Status Indians by encouraging them to pursue their studies in law". LSAP provides funding to Métis and non-status Indian persons planning to enter a pre-law program (typically an eight-week program) or a law program (typically a three-year program). The Program is designed to promote equitable representation of Aboriginal persons in the legal profession. In 2009-10, NAAF agreed to assume administration of the LSAP Program and continues to do so presently. Finally, similar to the other case studies, interviewees associated with this case study, as well as key informants, reported that the JPIP-funded work of the NAAF continued to meet an important need.

Between 2009 and 2011, through LSAP funding, 19 students participated in an eight-week pre-law program and 47 students were supported in law school. A key informant pointed out the high success rate (i.e. 83%) of law students who have completed the summer pre-law program. One of the LSAP recipients who were interviewed for this case study says that s/he has been more active with advancing Aboriginal issues because s/he received LSAP funding (via NAAF). According to a recent web-based search, of the 17 students who received LSAP funding in 2007-08 (when it was administered by the Department of Justice directly), 9 are active members of a law society in Canada (and work in law offices), 3 are in the field of law, 2 as articling students in law offices and 1 as a law clerk for BC Supreme Courts, 1 is a "non-practicing" member of a law society, 1 is a management consultant in First Nations affairs, and the working status of 3 is unknown. This means that 13 of 17 of the former students are now working "in the legal system". Key informants thought that LSAP has advanced academic equity for Métis and non-status Indians in the study of law, and has increased the number of Aboriginal lawyers in Canada. Some law school graduates pursue further academic studies (e.g., LLM, Ph.D. in Law), others work with the Department of Justice or various legal aid commissions, while others teach law courses. However, in order to have truly equitable representation in the legal profession, there was thought that there should be approximately 4,000 Aboriginal lawyers practicing in Canada.

As NAAF administers numerous bursary and scholarship programs for Aboriginal persons, this non-profit organization was seen to be a less expensive structure (than Justice Canada) for administering the LSAP Program, and the Department "gets a lot of mileage" from funds allocated. LSAP funding was seen as "invaluable" and "crucial to the success of Aboriginal people who attend law school". One key informant pointed to the historical disadvantages of Métis and non-status Indians in Canada, and believed that the LSAP Program gives an important "head start" to members of this group who wish to pursue legal studies. LSAP has meant that the law schools have been better able to attract more Aboriginal persons to study law. Some key informants thought funding should be available for all Aboriginal students. Although one LSAP beneficiary said that without LSAP funding, s/he would have still completed his/her degree, the other LSAP beneficiary said that without LSAP funding, pursuing his/her legal studies would not have been possible, stating that LSAP funding was a "significant" contribution towards his/her legal studies.

Appendix B:
Interview Guide

Interview Guide

You have been identified as an individual who may be able to assist in the evaluation because of your involvement in the Program. We want to stress that participation in this interview is voluntary and that your acceptance or refusal to participate will not affect your relationship with the Department of Justice or any other Government of Canada department. The information you provide is for evaluation purposes only and will be administered in accordance with the applicable privacy laws. No administrative decisions will be made about any individual or organization as a result of this evaluation. Your specific interview responses will not be shared with the Department of Justice, nor will they be attributed to you as an individual in any evaluation report resulting from this study.

We anticipate that the interview will be about 45-60 minutes in length.

Your input will contribute to the success of this evaluation process and we thank you for your participation.

Questions

Introduction

1. What is your role with respect to JPIP?

Relevance

2. To what extent is each of the following objectives of the Justice Partnership and Innovation Program (JPIP) still relevant? *(Evaluation question 1.1)*

   – To promote and encourage involvement in the identification of emerging trends, issues and/or gaps and possible responses with respect to the justice system.

   – To promote innovations in the justice system to ensure greater access to the justice system.

   – To build knowledge, awareness, understanding and informed dialogue among justice stakeholders and/or the public on justice issues including access to justice, racism, official languages, anti-terrorism, sentencing and other emerging justice issues, including justice-related issues in the international fora.

   – To inform Canadians about access to justice issues and the justice system in order to contribute to increased public understanding, participation, confidence and trust in the justice system.

3. To what extent is JPIP needed? *(Evaluation question 1.1)*

   a. To what type of justice need does the Program respond? *(Evaluation question 1.1)*

   b. *Expenditure review question:* Does the program area or activity continue to serve the public interest? *(Evaluation question 1.1)*

   c. What are the needs of Justice policy-makers? *(Evaluation indicator 1.1.3)*

4. Has the Program met the policy and program priorities of the Department of Justice and the government? Please explain how. *(Evaluation question 2.1)*

   a. Has the Program been adapted to address changing priorities? If yes, how? *(Evaluation question 2.1)*

Performance (Effectiveness, Efficiency and Economy)

5. To what extent were JPIP-funded activities, and their associated outputs – in particular, best practices/responses to emerging justice issues – communicated to Justice and used in the development of policy? *(Evaluation question 4.3)*

6. [For Justice staff overseeing public legal education and information (PLEI) core funding:] To what extent were PLEI organizations assisted through core funding in promoting greater access to justice, i.e., by providing to the PLEI products? *(Evaluation question 4.4)*

    a. What is the nature of these products, and to the best of your knowledge, how many or what proportion of products have been made available to the public? *(Evaluation indicator 4.4.1)*

7. To what extent did JPIP-funded activities promote innovations in the justice system to ensure greater access to the justice system? *(Evaluation question 4.6)*

8. [For Justice staff overseeing the Legal Studies for Aboriginal People (LSAP) Program:] To what extent did JPIP-funded activities (i.e., the LSAP Program) promote equitable representation in the legal system of Métis and non-status Indians by encouraging them to pursue their studies in law? *(Evaluation question 4.7; Evaluation indicator 4.7.2)*

9. To what extent did JPIP assist selected non-governmental organizations, as listed in the Main or Supplementary Estimates, whose mandate and/or activities complement the Department's mandate, objectives and legal and socio-legal priorities by providing a Named Grant? *(Evaluation question 4.8)*

10. To what extent are the resource levels for the Program appropriate? *(Evaluation question 5.1)*

    a. *Expenditure review question:* Are JPIP activities affordable? If not, what activities should be abandoned? *(Evaluation question 5.1)*

11. The following questions relate to whether the Program is cost effective, and whether efficiency has been achieved. (Efficiency is defined as "resources have been used such that a greater level of output has been produced with the same level of input or, a lower level of input has been used to produce the same level of output [level of input and output could be increases or decreases in quantity, quality, or both]"). *(Evaluation question 5.2)*

    a. [For Director only:] What is the total cost of the Program? *(Evaluation indicator 5.2.1)*

    b. [For Director only:] What are the benefits expressed in dollar terms associated with the Program? *(Evaluation indicator 5.2.1)*

        i. Leveraging: How much additional funding, if any, was obtained from other sources as a result of JPIP funding?

        ii. Incrementality: To what extent would JPIP-funded projects and activities gone ahead without JPIP – i.e., with other sources of funding? Did JPIP allow projects and activities to proceed sooner than they would have been able to without JPIP funding? Did JPIP allow projects and activities to proceed with greater scope than they would have been able to without JPIP funding?

    c. Has economy been achieved, that is, do you believe *the cost of the Program is the minimum amount needed to achieve expected outcomes versus achieving the same outcomes another way for less money?). (Evaluation question 5.2)*

    d. *Expenditure review question:* If the program or activity continues, how could its efficiency be improved? *(Evaluation question 5.2)*

    e. Are there more cost effective ways of achieving the stated objectives of the Program? *(Evaluation question 5.3)* If yes, what are the alternatives? What would be their benefits? What would be the potential cost? *(Evaluation indicator 5.3.1)*

12. Has the Program been effectively communicated? *(Evaluation question 6.1)*

13. The following questions relate to the efficacy of the application process. *(Evaluation question 6.2)*

    a. Does the application process elicit high-quality applications, containing enough information to make sound decisions, from appropriate organizations? *(Evaluation indicator 6.2.1)*

    b. Does the application process minimize the burden on program personnel? *(Evaluation indicator 6.2.4)*

14. The following questions relate to the efficacy of program performance monitoring processes. *(Evaluation question 6.4)*

    a. How are project performance indicators collected? Reported on? Used? *(Evaluation indicator 6.4.1)*

    b. To what degree do applicants comply with project performance measurement requirements and processes? *(Evaluation indicator 6.4.2)*

    c. How satisfied are you with project performance measurements requirements and processes? *(Evaluation indicator 6.4.4)*

In Closing

15. Is there anything else you would like to add that would assist us in this evaluation?

Thank you

Appendix C:
Sampling Strategy

Sampling Strategy

Successful Applicants Sampling Strategy

This sampling frame was drawn from administrative data for fiscal years 2007-08 to 2010-11.

In total, 30 successful organizations (some of which were successful more than once) were sampled. The evaluators worked with the data to identify various applicant categories and selected a representative number of applicants in each to ensure a minimum number of respondents for each category. These categories included:

- Part of file review sample (approximately half the sample); and
- Category of application (e.g., Nunavut, general contribution, initiatives related to missing or murdered Aboriginal women, PLEI (core), and Named Grants.

Other characteristics which were considered but not used included:

- *Region*. Random sampling should have addressed regional distribution and we did not have population level information to compare against for bias.
- *Type of organization applying for the funding.* There was insufficient information to classify organizations by type.
- *Amount of funding.* This was not factored in since it was already indirectly taken into account through the selection of respondents in funding categories, and the random selection should avoid systematic biases.

The list of survey respondents (successful applicants) was drawn from administrative databases maintained by Justice Canada. The sampling for successful applicants occurred in two steps. First, a random selection of 15 successful applicants included in the file review was conducted, ensuring they represented different types of applications. Then, 15 successful applicants who were not included in the file review were selected. First, a quota for the selection of representation in each strata was established (e.g., number of respondents by category of application). Then, each unique applicant in each category for the fiscal years 2007-08 to 2010-11 was assigned a number. A random-number-generator program was used to select which numbers (organizations) would be part of the sample. In some cases where the number of successful applicants was small (e.g., less than three), all respondents in the group were selected.

In most cases, backups for the selected categories were also chosen. The only exception to this was when there were no backups (e.g., population had to be selected since there were fewer than three organizations). This way, if the contact information in the files was no longer valid or respondents refused to participate, backups were already identified and respondents were already randomly selected.

Unsuccessful Applicants Sampling Strategy

Although there were names going back as far as 2007-08 for unsuccessful applicants, we specifically sampled from the last two fiscal years (2009-10/2010-11) to avoid problems with follow-up (e.g., staff turnover) and recall issues for applicants who have not had more recent application experience.

The list of survey participants was drawn from administrative databases maintained by Justice Canada. The sampling for unsuccessful applicants proceeded as follows. First, each unique applicant was assigned a number. A random-number-generator program was used to select which numbers (organizations) would be part of the sample.

Once the sampling frame was set, Justice Canada sent each organization – those in the frame and backups – an official letter explaining the purpose of the survey. The letter:

- stated that the consultant team was conducting the survey and for whom the information was being collected (i.e. Justice Canada);
- stated why the information was being collected;
- clarified that individual views or statements would not be made available to any Justice Canada personnel except in a statistical summary or as anonymous comments;
- informed the individual that participation in the evaluation was voluntary; and
- invited them to participate.

An email was then sent to organizations in the sampling frame inviting them to participate in the survey and indicating that the evaluators would be writing or calling to set up a convenient time for the interview. The first two telephone surveys were conducted by the survey line-of-evidence coordinator as pre-tests. A few changes were made to the final instrument to ensure questions were clear and probes were relevant.

To maximize response rate to the survey, two reminder emails were sent and two telephone calls were made to reach respondents.

Survey Response Rates

The response rate (and how it was calculated) for the survey is presented below in Tables 1-3.

Table 1: Survey Outcomes: Successful Applicant Survey Response Rate

Survey Outcome	Number	Percentage
Invalid contact	2	
Contact away during time of study	4	
Refused		
Completed survey	18	
Total participants contacted	**25**	**72%**
Response Rate Calculation		
Total contacts (contacted - invalid contacts)	23	
Cooperative Contacts (completed + away)	22	
Response rate (cooperative contacts/total contacts)		**96%**

Table 2: Survey Outcomes: Unsuccessful Applicant Survey Response Rate

Survey Outcome	Number	Percentage
Invalid contact	8	
Contact away during time of study	1	
Refused	2	
Completed survey	8	
Total participants contacted	**20**	**40%**
Response Rate Calculation		
Total contacts (contacted - invalid contacts)	12	
Cooperative Contacts (completed + away)	9	
Response rate (cooperative contacts/total contacts)		**75%**

Table 3: Survey Outcomes: Overall Survey Response Rate

Survey Outcome	Number	Percentage
Invalid contact	10	
Contact away during time of study	5	
Refused	2	
Completed survey	26	
Total participants contacted	**45**	**58%**
Response Rate Calculation		
Total contacts (contacted - invalid contacts)	35	
Cooperative Contacts (completed + away)	31	
Response rate (cooperative contacts/total contacts)		**89%**

All survey data were analyzed from a Statistical Package for Social Sciences data file, which included variable names and value labels. This file contained the verbatim responses to all open-ended questions. The data was analyzed using frequency tables and cross-tabulations based on application status (i.e., successful vs. unsuccessful) and compared using chi-squares.

Appendix D:
Survey Questionnaire

Survey Questionnaire (Generic - Applicants)

Introduction

Hello, may I speak with …?

Hi, my name is _____ and I am calling from Goss Gilroy Incorporated, on behalf of the Department of Justice Canada. Justice Canada is currently undertaking an evaluation of the **Justice Partnership and Innovation Program which I will refer to by its acronym JPIP throughout the interview**. This evaluation is being conducted to provide the Department with an assessment of the need for JPIP, its effectiveness and efficiency.

The Department launched the evaluation in March 2011 and contracted the independent consulting firm Goss Gilroy Incorporated to conduct this evaluation on their behalf. As part of the evaluation, the consulting firm will be conducting interviews with randomly selected JPIP applicants, including both those awarded grants/contributions and those not awarded.

Your participation is completely voluntary and your acceptance or refusal to participate will not affect your relationship with the Department of Justice, nor will it affect current or future funding decisions of the Department. The information you provide will be collected under the authority of the *Department of Justice Act* and will be administered in accordance with the *Privacy Act* and other applicable privacy laws. The information you provide is for the purpose of the evaluation only, and no administrative decision about individuals or organizations will be made as a result of this study.

All responses will be pooled for analysis. Depending on your answers, the survey should take between 30 and 40 minutes to complete. Do you have time to complete the survey now?

Name of Respondent	
Organization	
Project(s)	

Section 1: About You

To begin with, we would like to ask you a few questions about you. Your answers to these questions will provide us with a context within which to interpret your answers.

1. Which of the following field of law or justice, which is a focus of JPIP, does your organization operate in? <*Several options may apply. Read list.*>

   1❑ Human rights
   2❑ Women's rights
   3❑ Nunavut law
   4❑ Aboriginal issues
   5❑ Missing or murdered Aboriginal women
   6❑ Official languages
   7❑ International law (justice-related issues in the international fora)
   8❑ Access to justice
   9❑ Racism
   10❑ Anti-terrorism
   11❑ Sentencing
   12❑ Other (Please specify) _____

   <*Only ask if none of the options in Q1. applies*> 1a. Which of the following best describes your organization?

   1❑ Non-profit organization
   2❑ Government
   3❑ Canadian institution/board of education
   4❑ International organization
   5❑ Band, tribal council, self-governing First Nation and Inuit
   6❑ Other (Please specify) _____

2. How many full-time employees usually work in your organization? <*Read the list*>

   1❑ Less than 10 employees
   2❑ Between 10 and 50 employees
   3❑ Between 50 and 100 employees
   4❑ Over 100 employees
   5❑ I don't know

3. (6.1.1) How did you learn about the JPIP program? <*Several options may apply. Do not read the list. Prompt only if necessary*>

   1❑ Department of Justice Canada website
   2❑ Department of Justice Canada - Other method (please specify: _____)
   3❑ I heard about the program on the news (e.g., Minister's announcement)
   4❑ I heard about the program from other organizations in my field
   5❑ I heard about the program from organizations outside my field
   6❑ Other (Please specify) _____
   96❑ I don't know

4. (6.1.1) How familiar are you with the JPIP program? <*Read the scale*>

   1❑ Not at all familiar
   2❑ Slightly familiar
   3❑ Somewhat familiar
   4❑ Very familiar
   96❑ I don't know

5. (6.1.1) Other organizations in your field could benefit from funding from JPIP. How familiar do you think these organizations are with the program? <*Read the scale*>

   1❑ Not at all familiar
   2❑ Slightly familiar
   3❑ Somewhat familiar
   4❑ Very familiar
   96❑ I don't know

Section 2: Program Relevance and Continued Need

<Ask successful and unsuccessful applicants>

6. (1.1.2) Based on your knowledge and experience, could you describe the needs of the population your organization serves which could be addressed through support provided by Justice (through a program like the JPIP)? <*Open-ended question*>

   _____
   _____
   _____

7. (1.1.2) I will list several types of JPIP objectives and activities. I would like you to tell me the extent to which <u>your organization needs or would benefit from support</u> to achieve these objectives and/or conduct these activities. Would you say that your organization needs support or would benefit from support to... *<Read one option at a time and read the scale: "would you say not needed, slight need, etc.">*

JPIP Objectives	Not needed	Slight need	Moderate need	Great need	Don't know
a) Promote and encourage involvement in the identification of emerging trends, issues and/or gaps and possible responses with respect to the justice system?	1❑	2❑	3❑	4❑	6❑
b) Promote innovations in the justice system to ensure greater access to the justice system?	1❑	2❑	3❑	4❑	6❑
c) Build knowledge, awareness, understanding and informed dialogue among justice stakeholders on justice issues including: Access to justice Racism Official languages Anti-terrorism Sentencing Justice issues in the international fora	1❑	2❑	3❑	4❑	6❑
d) Build knowledge, awareness, understanding and informed dialogue among the public on justice issues including: Access to justice Racism Official languages Anti-terrorism Sentencing Justice issues in the international fora	1❑	2❑	3❑	4❑	6❑
e) Inform Canadians about access to justice issues and the justice system in order to contribute to increased public understanding, participation, confidence and trust in the justice system?	1❑	2❑	3❑	4❑	6❑
Now we will talk about need for support or benefitting from support for particular activities. Would you say that your organization needs support or would benefit from support to…					
a) Offer workshops, conferences, symposiums?	1❑	2❑	3❑	4❑	6❑
b) Offer training sessions?	1❑	2❑	3❑	4❑	6❑
c) Pilot, demonstration and research projects?	1❑	2❑	3❑	4❑	6❑
d) Public legal education and information projects?	1❑	2❑	3❑	4❑	6❑
e) Other (please specify)_____	1❑	2❑	3❑	4❑	6❑

8. (1.1.1) How well are JPIP objectives and activities aligned with the justice needs of the general public? Would you say... <*Ask the respondent to explain his answer*>

   1❑ Not at all aligned
   2❑ Slightly aligned
   3❑ Somewhat aligned
   4❑ Very much aligned
   5❑ Completely aligned
   96❑ I don't know

   _____
   _____
   _____

9. (1.1.4) How well are JPIP objectives and activities aligned with the needs of the legal community in general? Would you say... <*Ask the respondent to explain his answer*>

   1❑ Not at all
   2❑ Slightly aligned
   3❑ Somewhat aligned
   4❑ Very much aligned
   5❑ Completely aligned
   96❑ I don't know

   _____
   _____
   _____

10. (1.1) Do you plan to re-apply to JPIP in the future? <*Ask the respondent to explain his answer*>

    1❑ Yes
    2❑ No
    96❑ I don't know

    _____
    _____
    _____

Section 3: Results of Funded Projects

<Ask successful applicants only>

The following section concerns the results of your JPIP funded project(s) or activity(ies).

11. (4.1.2) Would you say that your JPIP funded activities resulted in... <*Several options may apply. Read the list*>

    1❑ The identification of emerging trends in the justice system (4.1.2)
    2❑ The identification of emerging issues in the justice system (4.1.2)
    3❑ The identification of gaps in the justice system (4.1.2)
    4❑ The generation of best practices or responses to emerging trends/issues or gaps in the justice system (4.1.3)
    5❑ Knowledge sharing (4.1.2)
    6❑ Other (please specify: _____)
    96❑ I don't know [go to Q16]

12. (4.1.2) <*If identified trends*> Could you please describe the number and types of emerging trends in the justice system that you identified?

    _____
    _____
    _____

13. (4.1.2) <*If identified issues*> Could you please describe the number and types of emerging issues in the justice system that you identified.

    _____
    _____
    _____

14. (4.1.2)<*If identified gaps*> Could you please describe the number and types of gaps in the justice system you identified?

    _____
    _____
    _____

15. (4.1.3) <*If generated best practices/responses*> Could you please describe the number and nature of best practices or responses this project generated?

_____
_____
_____

16. (4.1.2) <*If resulted in knowledge sharing*> Could you please describe these knowledge sharing activities and their result?

_____
_____
_____

17. To what extent would you say that JPIP funded activities (in your organization and other funded organizations) led to...

    a) (4.2.2) Increased knowledge, awareness, understanding, confidence, trust, and informed dialogue on justice issues (prompt: access to justice, racism, official languages, anti-terrorism, sentencing, and justice-related issues in the international fora) among the general public?

    1❑ Not at all
    2❑ To a little extent
    3❑ To some extent
    4❑ To a great extent
    5❑ To a very great extent
    96❑ I don't know

    b) (4.2.2) Increased knowledge, awareness, understanding, confidence, trust, and informed dialogue on justice issues among organizations and individuals connected to your organizations affected by your organization's work (stakeholders)?

    1❑ Not at all
    2❑ To a little extent
    3❑ To some extent
    4❑ To a great extent
    5❑ To a very great extent
    96❑ I don't know

c) (4.2.2) Mobilization of partnerships and networks (among stakeholders) on justice-related issues (prompt: access to justice, racism, official languages, anti-terrorism, sentencing, and justice-related issues in the international fora)?

1❑ Not at all
2❑ To a little extent
3❑ To some extent
4❑ To a great extent
5❑ To a very great extent
96❑ I don't know

d) (4.6.1) Promotion of emerging ideas, processes or ways of doing in the justice system to ensure better access to it?

1❑ Not at all
2❑ To a little extent
3❑ To some extent
4❑ To a great extent
5❑ To a very great extent
96❑ Don't know

18. Are you familiar with PLEI materials and activities?

1❑ Yes
2❑ No [go to Q19]

19. (4.5.1) <*Ask only if familiar with PLEI materials and activities*> To what extent would you say the general public finds PLEI materials/activities useful in addressing their legal needs and concerns? Please explain your answer and, if possible, provide examples. <*Read the scale: "would you say not at all, slightly etc."*>

1❑ Not at all
2❑ To a little extent
3❑ To some extent
4❑ To a great extent
5❑ To a very great extent
96❑ I don't know [go to next questions]

20. (5.2.2) Could you please describe how participants in JPIP funded activities, recipients of materials/activities and, if relevant, the general public benefited from these (financial and non-financial)?

_____
_____
_____

96❑ I don't know

21. Can you provide an estimate of the dollar value of these benefits? (5.2.1)

_____
_____
_____

96❑ I don't know

Section 4: Design and Delivery

<Ask successful and unsuccessful applicants>

22. How satisfied are you with... *<Read one option at a time. Read the scale "would you say very dissatisfied, dissatisfied etc.">*

Characteristic of the JPIP Program	Very dissatisfied	Dissatisfied	Neither Satisfied or Dissatisfied	Satisfied	Very satisfied	I don't know
a) The ease of the application process?(6.2.4)	1❑	2❑	3❑	4❑	5❑	6❑
b) The clarity of the application process? (6.2.2)	1❑	2❑	3❑	4❑	5❑	6❑
c) The type of information required in the application form? (6.2.1)	1❑	2❑	3❑	4❑	5❑	6❑
d) The ease of interactions between applicants and JC? (6.2.3)	1❑	2❑	3❑	4❑	5❑	6❑
e) The timeliness of responses to your queries or communications with Justice Canada? (6.3.2)	1❑	2❑	3❑	4❑	5❑	6❑
f) The appropriateness of selection criteria? (6.2.2)	1❑	2❑	3❑	4❑	5❑	6❑

Characteristic of the JPIP Program	Very dissatisfied	Dissatisfied	Neither Satisfied or Dissatisfied	Satisfied	Very satisfied	I don't know
g) The timeliness of communication about status of your application (approval decisions)? (6.3.1)	1❑	2❑	3❑	4❑	5❑	6❑
h) <*Successful applicants only*> The size of the amount awarded if applications are successful? (5.1.1)	1❑	2❑	3❑	4❑	5❑	6❑
i) <*Successful applicants only*> The time period of funding awarded (can vary from 1 to more than 3 years)? (5.1.1)	1❑	2❑	3❑	4❑	5❑	6❑
j) <*Successful applicants only*> The timeliness of payments? (6.3.3)	1❑	2❑	3❑	4❑	5❑	6❑
k) <*Successful applicants only*> The funding reporting requirements (6.4)	1❑	2❑	3❑	4❑	5❑	6❑
l) Other (please specify)_____	1❑	2❑	3❑	4❑	5❑	6❑

23. (6.2.1) Do the current application forms and processes allow your organization to provide enough information to allow Justice Canada to make good decisions about whether or not to provide funding to your organization?

    1❑ Yes

    2❑ No – Could you please specify the issues? (e.g., not enough room to provide information, not asking for the right types of information, not clear how to meet evaluation criteria, etc.)

    _____

    _____

    _____

24. [For each item in Q21 for which the respondent answered "very dissatisfied" or "dissatisfied"] Please tell me how you think 'X' could be improved.

    _____

    _____

    _____

Probe successful applicants: Direct bank deposits could speed up payment processing time, although there may be some additional administrative burden associated with direct deposit. Would you prefer direct deposit?

25. (6.3.4) Do you have any comments about the timeliness of the JPIP application process?

    1❑ Yes – please specify

    2❑ No

26. (7) Do you have any other comments you would like to share about the JPIP program?

    1❑ Yes – please specify

    2❑ No

Those are all the questions we have for you. Thank you very much for taking the time to complete this survey.

END

Appendix E:
Case Study Instructions

Evaluation of the Justice Partnership and Innovation Program

Note to Project Representatives

Dear <name>:

Thank you for agreeing to help us organize a case study of your project(s) entitled <project name(s)> funded under the Department of Justice Canada's Justice Partnership and Innovation Program (JPIP). This case study is one component of our evaluation of JPIP, which will assist in assessing the need, efficiency and effectiveness of this Program.

As promised in our recent telephone call, I am attaching a note that explains the planned process for the case study to be carried out by one of our consultants, and the kind of assistance we hope you will be able to provide.

Please call me if you have any questions. I will follow up with you in a few days to make sure that the information I have sent is clear. In particular, we can determine if you are able to identify the people for interviews.

Thank you again for your assistance.

Background

The Department of Justice Canada is conducting an evaluation of the Justice Partnership and Innovation Program (JPIP) to assess the need for JPIP, and its effectiveness and efficiency. The evaluation will cover the program over the past four years: 2007-08 to 2010-11. They have contracted with our firm, Goss Gilroy Inc. to assist in conducting this evaluation. The evaluation includes project case studies which will gather information and views on JPIP relevance, as well as the efficiency and effectiveness of Justice Partnership and Innovation Programming.

Help We Need From You

As discussed, we will be visiting your organization for a two-day period to discuss the <name(s) of project(s)>. We need to find out from you the best time to visit.

We are planning the following activities during our visit:

- Interviews with 1-2 representatives of your organization;

- Interview with 1-2 project partners;
- Interview with 1-2 project beneficiaries; and
- Review of documents related to your project.

(Note: We will also be speaking with a **Department of Justice** representative who has been overseeing the project, to gain an understanding of the need for JPIP, and its efficiency and effectiveness vis-à-vis your project(s). We are able to identify this representative ourselves, through contact with our client, i.e. the Department of Justice, and to arrange that interview ourselves.)

Interviews

We will need your help identifying *whom* we should interview for each interviewee type.

Depending on what is most convenient for you, either you can arrange the times for interviews, or we can contact these individuals to schedule the times. In either case, we will need your suggestions for whom would be best to interview and their telephone numbers and email addresses. We will need you to contact these individuals initially and obtain their verbal consent to participate in an interview before you share their name and telephone number with us.

Organization Representatives

We would like to interview **two organization representatives**. This could include the project lead, a member of the board of directors, and/or a project volunteer. We anticipate that each interview would take about 45-60 minutes.

Partner/Stakeholders

We would like to interview **1-2 partners** who would be familiar with your JPIP-funded project(s). This could include, for example, partner organizations that helped fund or deliver your project, or other organizations involved in justice projects or a community group who shares a similar target group and who had some involvement with your project. We anticipate that the interview with the project partner would take about 45 minutes.

We would like to interview **1-2 project beneficiaries**. We anticipate that the interview with each project **beneficiary** would take about 30-45 minutes. If is convenient for the beneficiary to be interviewed at your organization's office, that would be convenient. Otherwise, we could arrange

to meet at a location near your office that is suitable for the beneficiary. Alternatively, we could conduct the interview by telephone.

If you are agreeable to participating in the case study, we would ask you to please fill in the following table.

Name of project	Pre-filled
Address and Community	Pre-filled
Name of Person Providing Information	
Contact Telephone Number	

Activities During the Visit	We Need Your Help With	Response
Date of the visit	What are the best two days to visit? What would be a suitable alternate two-day period for this visit?	
Interview with organization representatives	Person's name and title	#1
	Telephone number and email address (once verbal consent is given)	
	Person's name and title	#2
	Telephone number and email address (once verbal consent is given)	
Interview with partner(s)	Partner's name, title and organization's name	#1
	Telephone number and email address (once verbal consent is given)	
	Partner's name, title and organization's name	#2
	Telephone number and email address (once verbal consent is given)	
Interview with beneficiary(ies)	Beneficiary's name	#1
	Telephone number and email address (once verbal consent is given)	
	Beneficiary's name	#2

Activities During the Visit	We Need Your Help With	Response
	Telephone number and email address (once verbal consent is given)	
Space	Would there be a room at your organization's office that I could use to conduct these interviews?	
	Could you please book this room for me?	
	If no space is available at your organization, where might you suggest I could book a room for this?	

Information to use when contacting the project partners for interviews

The following is the information I would like you to give to those you invite for interviews.

> *Hello, this is <name> from <organization>. Department of Justice Canada is conducting a summative evaluation of the Justice Partnership and Innovation Program (JPIP). They have hired a consulting firm, Goss Gilroy, to interview project partners. The purpose of interviewing you would be to gain an understanding of the need, effectiveness and efficiency of the Program vis-à-vis the <name of project(s)>. This interview will be approximately 45 minutes.*
>
> *Would you be interested in being interviewed? If so, can I share your name and telephone number with the consulting firm so they can contact you to arrange the interview?*

Information to use when contacting the project beneficiaries for interviews

The following is the information I would like you to give to those you invite for interviews.

> *Hello, this is <name> from <organization>. Department of Justice Canada is conducting a summative evaluation of the Justice Partnership and Innovation Program (JPIP). They have hired a consulting firm, Goss Gilroy, to interview project beneficiaries. The purpose of interviewing you would be to gain an understanding of the benefits of the <name of project(s)>. This interview will be approximately 30-45 minutes.*
>
> *Would you be interested in being interviewed? If so, can I share your name and telephone number with the consulting firm so they can contact you to arrange the interview?*

Document Review

We would kindly request your assistance in obtaining copies of any documents related to your project(s) that would be useful for this evaluation. This might include, for example, copies of any tools or resources that have produced with JPIP funding, media coverage or annual reports.

List of project documents you will provide related to your project:

Document Name	Electronic (source) or Hard Copy
1.	
2.	
3.	
4.	
5.	
6.	

Sample Interview Guide for Project Partners (Case Studies)

Goss Gilroy Inc. has been mandated to conduct an evaluation of the Justice Partnership and Innovation Program (JPIP) on behalf of the Department of Justice Canada (JUS). The objective of the evaluation is to measure and report on the Program's relevance and performance.

This evaluation will be based on case studies (such as this one), key informant interviews surveys, a document review and a file review.

You have been identified as an individual who may be able to assist in the evaluation because of your involvement in the Program. We want to stress that participation in this interview is voluntary and that your acceptance or refusal to participate will not affect your relationship with the Department of Justice or any other Government of Canada department. The information you provide is for evaluation purposes only and will be administered in accordance with the applicable privacy laws. No administrative decisions will be made about any individual or organization as a result of this evaluation. Your specific interview responses will not be shared with the Department of Justice, nor will they be attributed to you as an individual in any evaluation report resulting from this study.

We anticipate that the interview will be about 45 minutes in length.

Your input will contribute to the success of this evaluation process and we thank you for your participation.

Questions

Introduction

[Interviewer provides partner organization with a brief description of the JPIP-funded project(s) which is/are the subject matter for the case study.]

1. What is your role with respect to JPIP and the [contributions for Justice-related activities, 2007-08 through 2010-11] project?

Relevance

2. Is there any overlap between JPIP and any programs or services of the provincial government or other federal government departments? If yes, please describe.

    a. What mechanisms are in place to avoid overlap/duplication?

Performance (Effectiveness, Efficiency and Economy)

3. Did project's activities contribute to the identification of emerging trends, issues and/or gaps in the justice system? If yes, what emerging trends, issues or gaps were identified *(number and nature)*?

    a. Did the project's(s') activities generate associated best practices/responses to these emerging trends, issues and/or gaps *(number and nature)*? If yes, what were these?

4. One of the objectives of JPIP is "to build knowledge, awareness, understanding, confidence and trust and informed dialogue among justice stakeholders and the public on justice issues, including access to justice, racism, official languages, anti-terrorism, sentencing and other emerging justice issues, including justice-related issues in the international fora".

    a. To your knowledge, how many dialogue activities were held under this/these project? What was nature and size of each?

    b. To your knowledge, did project participants increase their knowledge of, and confidence with, justice issues as a result of this/these project(s)?

5. To what extent were JPIP-funded activities, and their associated outputs – in particular, best practices/responses to emerging justice issues – communicated to Justice and used in the development of policy?

6. To what extent did the activities under this/these JPIP-funded project(s) promote innovations in the justice system to ensure greater access to the justice system?

7. [LSAP project only:] To what extent did JPIP-funded activities (i.e., the LSAP Program) promote equitable representation in the legal system of Métis and non-status Indians by encouraging them to pursue their studies in law?

In Closing

8. Is there anything else you would like to add that would assist us in this evaluation?

Thank you