



ARCHIVED - Archiving Content

Archived Content

Information identified as archived is provided for reference, research or recordkeeping purposes. It is not subject to the Government of Canada Web Standards and has not been altered or updated since it was archived. Please contact us to request a format other than those available.

ARCHIVÉE - Contenu archivé

Contenu archivé

L'information dont il est indiqué qu'elle est archivée est fournie à des fins de référence, de recherche ou de tenue de documents. Elle n'est pas assujettie aux normes Web du gouvernement du Canada et elle n'a pas été modifiée ou mise à jour depuis son archivage. Pour obtenir cette information dans un autre format, veuillez communiquer avec nous.

This document is archival in nature and is intended for those who wish to consult archival documents made available from the collection of Public Safety Canada.

Some of these documents are available in only one official language. Translation, to be provided by Public Safety Canada, is available upon request.

Le présent document a une valeur archivistique et fait partie des documents d'archives rendus disponibles par Sécurité publique Canada à ceux qui souhaitent consulter ces documents issus de sa collection.

Certains de ces documents ne sont disponibles que dans une langue officielle. Sécurité publique Canada fournira une traduction sur demande.

Les comités avisés de citoyens du Québec

Aborder les problèmes de façon concrète

"We're naive if we think crime isn't immensely complex" THE ELIZABETH FRY SOCIETY "The problems women face don't

Justice pénale remise en question selon des mé



OTTAWA — Les comités avisés de citoyens du Québec ont été créés pour aborder les problèmes de façon concrète.



OTTAWA — The Elizabeth Fry Society (EFS) has been criticized for its role in the 1982-83 women's shelter crisis.

OTTAWA — The Ontario government's new social justice program is being criticized by the Ontario Federation of Labour.

Combattre l'injustice et l'hypocrisie



John McLeod, directeur de la Prison Arts Foundation.

OTTAWA — John McLeod, directeur de la Prison Arts Foundation, a été nommé directeur de la Prison Arts Foundation.

d'une vie consacrée à l'éducation des jeunes autochtones

60 years of reminding us that crime is a crime

THE WINNIPEG SUN Sunday, June 7, 1987

PROGRAM POSITIVE
PAROLEES
PRISON ARTS FOUNDATION
 Prison Arts Foundation stresses regional exhibitions

La prévention en matière de collaboration

« J'aurais dû accepter le poste lorsqu'on me l'a offert il y a deux ans. Certes, les heures sont longues et les heures supplé-

DISCUSSION PAPER

on the Relationship of the Ministry of the Solicitor General with the Voluntary Sector



Solicitor General Canada Solliciteur général Canada

Ministry Secretariat Secrétariat du Ministère

realities"

services sociaux...
 Le programme...
 Maryrose Lett...
 présidente de l'Association...
 1987 York, AB...
 AGING SIX MEN...
 the film with John...
 REFIN...
 Annual report...
 The report...
 other matters...
 services provided...
 National Coalition n

HV
 9308
 D575
 1985
 c.2



Published under the authority of
the Hon. James Kelleher, P.C., M.P.,
Solicitor General of Canada

Cat. No. JS42 - 31/1987
ISBN 0 - 662 - 55419 - 1

HV
9308
D575
1985
c.2

Foreword

The mandate of the Ministry of the Solicitor General of Canada has recently been clarified. At the federal level, the Solicitor General of Canada has responsibilities for the Royal Canadian Mounted Police, the Correctional Service of Canada, the National Parole Board, the Canadian Security Intelligence Service and a Secretariat as well as matters of policing, corrections and security; the Department of Justice has the overall lead role in the criminal justice policy area. In this context, and because of the Ministry's extensive operational responsibilities and the crucial role of the voluntary sector in supporting these responsibilities, the Ministry is undertaking a consultation to define its relationship with the voluntary sector. It is well understood that the same voluntary sector deals simultaneously with other federal departments. This Discussion Paper, however, addresses only the relationship of the Ministry of the Solicitor General with the voluntary sector.

Copyright of this document does not belong to the Crown.
Proper authorization must be obtained from the author for
any intended use

Les droits d'auteur du présent document n'appartiennent
pas à l'État. Toute utilisation du contenu du présent
document doit être approuvée préalablement par l'auteur.

LIBRARY
SOLICITOR GENERAL CANADA

JAN 12 1993

BIBLIOTHÈQUE
SOLICITEUR GÉNÉRAL CANADA
OTTAWA (ONTARIO)
K1A 0P6

Preface



One of my prime commitments as Solicitor General is to improve the protection of Canadians from crime. Of course, I fully realize that people's safety does not depend solely on the good work of the agencies of my Ministry. It depends, in a crucial way, on solid collaboration and support among departments and agencies and among the federal, provincial and municipal governments that all have responsibilities for the administration of justice. It also requires, increasingly, the involvement of the corporate sector and labour. But first and foremost, we have recognized that the best intent of governments cannot be realized without widespread public participation.

The voluntary sector brings together citizens in the delivery of services and in the discussion of issues related to social justice and quality of life. In Canada, volunteer action constitutes an incredible force. In areas related to my mandate alone, we estimate that voluntary organizations mobilize more than 40,000 Canadians.

I want to thank the representatives of the national voluntary organizations who have accepted to serve as a sounding board in the writing of this consultation paper. I hope that this policy proposal will lead to stimulating discussions across the country. I look forward to announcing, when the consultation process has ended, the official policy of my Ministry, based on the results of these discussions.

I invite and welcome your comments. You may send them directly to me or share your views during the consultation sessions that will take place across the country during the coming months.

A handwritten signature in black ink that reads "James Kelleher". The signature is written in a cursive, flowing style.

James Kelleher
Solicitor General of Canada

People who care about their communities demonstrate this caring through voluntary action. Our role as government is to actively encourage voluntary action and to recognize its value and contribution to our society. This initiative of the Solicitor General to strengthen his Ministry's relationship with the voluntary sector reflects the spirit of the government's commitment to voluntary action. I encourage each and every one to consider carefully the proposals in the discussion paper and to participate fully in the consultation process.

A handwritten signature in black ink that reads "David Crombie". The signature is written in a cursive, flowing style.

David Crombie
Secretary of State of Canada
Lead Minister for Voluntary Action

Definitions

The expressions "**voluntary sector**", "**voluntary action**", "**volunteers**", "**community-based voluntary organizations**", "**volunteerism**" and "**voluntarism**" are used in this paper. They refer to voluntary associations of citizens formed in order to further public purposes without seeking financial profit.

The terminology in this area is evolving. In some quoted texts, "**private sector**" is used as a synonym of what we call today "**voluntary sector**". The term "**NGO**" (non-government organizations) now understood to include non-profit large organizations such as universities and hospitals has been used in some quoted documents as a synonym of "**voluntary sector**".

Finally, in this paper, "**partnership**" means cooperation, joint participation, shared responsibility and mutual respect.

Contents

INTRODUCTION	1	Ministry Mandate Need for a Policy Purpose of this Discussion Paper Consultation Process
POLICY PROPOSAL	4	Framework Scope Proposed policy Proposed Principles Elements
BACKGROUND OF POLICY PROPOSAL	17	Overview of Past Events Recommendations of Government Reports Recommendations of Voluntary Sector Reports Current Trends Interactions - Ministry-Voluntary Sector
CONCLUSION	31	

INTRODUCTION

MINISTRY MANDATE

"We believe that the overload predicaments faced by government services should be shared by communities, because the problems involved arise from the community and come to government by default in many instances. Citizens and communities should be enabled to accept more responsibilities for the problems which develop in their midst. A stable, competent and strong non-governmental organizations sector and leadership within communities must be assured to share this task.

Despite the drift to apathy, rootlessness and the loss of a sense of community, we have observed the development of opposite forces, which must be nourished, sustained and expanded. These forces are found among the many citizens and groups who have a strong need to commit themselves, to take part in society, to translate their concerns into action and to work with others to find solutions to problems. Such community forces may constitute only a vigorous minority, but we are optimistic that they can be mobilized to serve people, to influence the attitudes of their fellow citizens and to assume greater responsibilities. Citizens are quite capable of sharing the predicaments of governments. We believe that this community potential can be mobilized best by other citizens and non-governmental organizations within the community. But this will need considerable effort, specific skills and the support of government."

Community Involvement In Criminal Justice,
Task Force Report,
1977, p. 150

The Ministry, through its responsibilities for policing, corrections and security, contributes to the protection of Canadians from crime and threats to Canada's security. The Ministry's activities inevitably involve the community. Its responsibility at the federal level for policing involves police responsiveness to the community. Its responsibility for federal corrections involves secure and humane custody of offenders, and assistance to offenders and to the community in the offenders' reintegration as law abiding citizens. Achievement of safe communities requires more than the sole involvement of the Ministry; it requires collaboration among the different levels of government and with all sectors of Canadian society: the voluntary sector, the corporate sector, labour and the public at large.

NEED FOR A POLICY

The voluntary sector offers an important avenue for the Ministry to engage in a continuing dialogue with Canadians about social problems contributing to criminality. The voluntary sector, being community-based, can offer a local perspective on social problems. Canadians have traditionally shown initiative in creating services and programs responding to the broad needs of the people in their communities. The Ministry values this approach. A strong, effective and independent voluntary sector is considered an asset to the Ministry.

Over the years, the voluntary sector has been a key partner of the Ministry. This partnership has expressed itself through participation in the development of policies, representations on behalf of special groups, and development of programs and services for both those who have been victimized by crime and those who have come in conflict with the law.

It is through community-based groups that Canadians come together and participate in policy development and in programs affecting the quality of their lives. It is important for the Ministry to support the efforts of these community-based groups. In so doing, it helps foster among Canadians a better understanding of policing and corrections.

Through increased citizen participation, it is expected that the level of factual knowledge about crime, its prevention and control will increase. Consequently, the fear of crime, often resulting from misconception, should diminish.

Since the beginning of the eighties, the role of the state and the citizen in the delivery of social programs has been undergoing a redefinition. Correctional and police-related programs are not excluded from this evolution. The Ministry must provide leadership in shaping this new reality.

"Crime prevention, whether in its primary form of preventing criminal acts from occurring, in its secondary form of minimizing and repairing harm or in its tertiary form of reintegrating the offender, demands a community base. The choice of a given disposition or sentence depends to a large extent on what is available in a community and what the community is prepared to cope with."

Law Reform Commission of Canada
Reprinted from
Community Involvement in Criminal Justice,
Task Force Report, 1977, p.1.

PURPOSES OF THIS DISCUSSION PAPER

To foster discussion with and among the voluntary sector on its role in relation to the Ministry's mandate.

To refine the policy proposal.

To gather and share information on current voluntary action in areas under the mandate of the Ministry.

To inform provincial colleagues of the proposed policy and obtain their comments.

To support the broader federal government objective of strengthening its relationship with the voluntary sector.

CONSULTATION PROCESS

Official release of Discussion Paper on September 29, 1987 at the '87 Congress of the Canadian Criminal Justice Association.

Distribution of 5,000 copies of the Discussion Paper through national voluntary organizations, the National Parole Board, the RCMP, the Correctional Service of Canada and the Secretariat of the Ministry of the Solicitor General of Canada.

Meetings planned and organized by the regional offices of the Ministry's Secretariat in each province and in the territories, bringing together representatives of the different levels of government, the voluntary sector, the corporate sector and organized labour.

Collection of suggestions and observations made during the meetings or submitted in writing

Analysis of all responses.

Sept. 87	Release of Discussion Paper
Oct. 87	Planning of Consultations
Nov. 87	Consultations
Dec. 87	
Jan. 88	
Feb. 88	
March 88	Analysis of Results
April 88	
May 88	Internal and Interdepartmental Consultations
June 88	
July 88	
August 88	Presentation of proposed policy to Solicitor General of Canada

ADDRESSES OF REGIONAL OFFICES OF THE MINISTRY SECRETARIAT

*Ministry of the Solicitor General
Consultation Centre
Suite 205, P.O. Box 549
1075 Main Street
Moncton, New Brunswick E1C 1H2*

*Ministère du Solliciteur général
Centre de consultation
Complexe Guy Favreau
Suite 201, 200 ouest,
boul. Dorchester
Montréal, Québec H2Z 1X4*

*Ministry of the Solicitor General
Consultation Centre
Suite 600
60 St. Clair Avenue East
Toronto, Ontario M4T 1N5*

*Ministry of the Solicitor General
Consultation Centre
Cumberland Square, Unit 28
1501 - 8th Street East
Saskatoon, Saskatchewan S7H 5J6*

*Ministry of the Solicitor General
Consultation Centre
Hillsborough Place, Suite 260
10149 - 109th Street
Edmonton, Alberta T5J 3M4*

*Ministry of the Solicitor General
Consultation Centre
800 Burrard Street, Suite 1320
Vancouver, British Columbia V6Z 2J5*

Policy Proposal

FRAMEWORK

The relationship between the Ministry of the Solicitor General and the voluntary sector takes place in a broad and complex set of interactions – the administration of justice being divided among the three levels of government and sometimes, within one level, between several departments. Similarly, the voluntary sector engages in a multitude of interactions with its membership and the community on the one hand, and with federal, provincial and municipal departments on the other. Both the government and the voluntary sector also engage in activities with large non-government institutions, the business sector and the public at large.

This policy proposal must be understood as a way of clarifying and strengthening the relationship with the voluntary sector while preserving the balance among the different jurisdictions, particularly with provincial departments jointly engaged with this Ministry in service delivery.

A policy of support to the voluntary sector must be situated within the limits of responsible public management which includes careful deployment of resources, maintenance of certain standards and ministerial accountability.

SCOPE

The policy sets the overall direction for these components of the Ministry: the Royal Canadian Mounted Police, the Correctional Service of Canada, the National Parole Board and the Secretariat.

Within the broad parameters of the policy, each component of the Ministry will continue to develop its own practices and procedures regarding different aspects of its interactions with the voluntary sector. Practices and procedures may vary considerably among the components of the Ministry but they should be consistent with the overall direction, principles and guidelines adopted as Ministry policy.

The policy does not cover the Ministry's contact with volunteers acting alone or with volunteers who are direct recruits of government services. The work of these volunteers is a great asset to the fulfilment of the Ministry's mandate and is encouraged through other policy statements. This policy is concerned with organized voluntary action through community-based groups and associations.

PROPOSED POLICY

Recognizing that the fulfilment of the mandate of the Ministry of the Solicitor General requires citizen participation;

Recognizing that the voluntary sector is a key vehicle to stimulate and sustain citizen participation;

Recognizing that the voluntary sector serves as an important voice for minority groups and as defender of community interests and clients who are often in a disadvantaged position;

Recognizing that while the viewpoints of the voluntary sector may differ from the Ministry's and the government's position, they may assist ultimately in making programs, policies and legislation equitable and fair;

Recognizing that, historically, the voluntary sector has been a partner of the Ministry and the government in service delivery and policy making;

Recognizing that the voluntary sector is based in the community, reflects its values and, therefore, has a high potential for the creation of services well-adapted to the needs of the community;

Recognizing that the voluntary sector plays an important socio-economic role in Canadian society;

Recognizing that the voluntary sector, like the government, carries out its activities with the objective of greater social and economic justice;

Recognizing that the voluntary sector provides checks and balances and a mediating role in issues of human rights and liberties;

The Ministry of the Solicitor General supports and encourages partnership with the voluntary sector. In their relationship with the voluntary sector, the National Parole Board, the Correctional Service of Canada, the Royal Canadian Mounted Police and the Secretariat support that partnership through consultation information sharing, exchange of expertise and knowledge, provision of resources and development of accountability measures.

"Voluntarism exists when individuals with common goals freely associate in order to promote public purposes. Only voluntary organizations are capable of sharing with governments a preoccupation with the public interest, as opposed to private, vested, or individual self interests. An estimated 100,000 voluntary organizations exist in Canada — one for each 250 Canadians. Among them are 53,000 registered charities."

Ian Morrison
A New Era for Voluntarism
Proceedings of United Way Conference,
June 1986, p.18

DO YOU AGREE WITH THE PROPOSED POLICY STATEMENT? IF NOT, WHAT WOULD YOU SUGGEST?

"...the instinct of concerned individuals is to change the structures which provide injustice to arrive at more just systems, and that calls for change and so a great deal of truly charitable work is work that involves the advocacy of change, involves different policies, policies of governments, different legislation, different processes of administration."

Shridath Rampal
Commonwealth Secretary General,
Consultation '84,
April 1984

"Voluntary action is "active" citizenship. It is people accepting a real responsibility for shaping their communities and their country, and acting in some way on that responsibility. It is all that people do when they act of their own free will; in other words, it is people participating."

People in Action
National Advisory
Council on Voluntary Action,
1977

PROPOSED PRINCIPLES

In conducting their activities with the voluntary sector, the Agencies and the Secretariat of the Ministry:

Respect the independence and autonomy of the voluntary sector in its contribution to public policy;

Respect voluntary organizations' primary accountability to their memberships;

Encourage and support the voluntary sector in its efforts to promote and sustain citizen participation and to increase knowledge in the population about criminal justice;

Strive to eliminate constraints that may prevent partnership with the voluntary sector;

Foster the development of simple and effective communications links between the two sectors;

Encourage the coordination of policies and programs involving or relating to the voluntary sector among the three levels of government;

Facilitate the maintenance of a general climate of mutual accountability and respect.

DO YOU AGREE WITH THE PROPOSED PRINCIPLES? IF NOT, WHAT WOULD YOU SUGGEST?

ELEMENTS

A descriptive analysis of the interactions between the Ministry and the voluntary sector (p.26 to 31) led naturally to the following five elements.

I Consultation with the Voluntary Sector

Consultation on policy issues of national interest, initiated by the Ministry, is conducted in cooperation with national voluntary organizations, national coalitions or networks - but not to the exclusion of direct input from interested provincial, local or territorial voluntary organizations.

When the Ministry initiates a consultation involving the voluntary sector, it offers the best cooperation possible by:

- (1) stating clearly the objectives of the consultation;
- (2) setting time frames that respect the obligations, constraints and decision-making process of the voluntary sector;
- (3) understanding the impact of the consultation process on resources and assisting wherever possible with resource requirements; and
- (4) ensuring follow-up.

Participation of Ministry employees in meetings and consultations organized by the voluntary sector is encouraged. When the Ministry is invited to participate in a consultation initiated by the voluntary sector, it offers the best cooperation possible by:

- (1) being open about its expectations;
- (2) respecting time frames;
- (3) assisting with resources if possible; and
- (4) participating in the follow-up when necessary.

Formal or informal consultations on questions of mutual interest and the creation of joint working groups are encouraged at the national, regional, provincial, territorial and local levels.

"Government officials stressed the need for both informal and formal advice from NGOs and the use of many routes, both bureaucratic and political, to communicate their ideas. Informal networking was believed to carry greater influence since success often depends on personalities. At present, bureaucrats "need creative suggestions on how to do more with less", since their overriding mandate is to plan within restraints and to try to improve existing programmes. Practical suggestions from NGOs on how to improve existing services would be welcomed and would improve NGO-government relationships.

NGOs sensed pressure to accept government "pro-restraint" assumptions and values before being able to influence planning but several officials argued that NGOs in the social network must stress their own social values with politicians in order to provide a balanced perspective on national issues. In other words, groups should reflect their true values when meeting with politicians, rather than stating only what they believe politicians want to hear.

NGOs pointed out that they do not have the resources to consult with a wide range of government officials, but rather they need specified consultation channels that are open and effective. NGOs are looking to governments to negotiate ongoing consultation processes and to advise NGOs to deal with key emerging socio-economic issues that straddle government departments."

*The Social Policy Process In Canada
The Institute for Research on Public Policy,
p.38*

DOES THIS POLICY DIRECTION REGARDING CONSULTATIONS MEET THE REQUIREMENTS OF THE VOLUNTARY SECTOR? IF NOT, WHAT OTHER REQUIREMENTS SHOULD BE MET?

II Information Sharing

Voluntary sector networks are considered important vehicles for dissemination of information and are utilized by the Ministry upon mutual agreement.

Access to data bases and to Ministry library services may be arranged, consistent with legislation and government policy on access to information.

Up-to-date catalogues of available policy, research and statistical documents kept in national and regional offices are given upon request to voluntary organizations and such documents are made accessible to the voluntary sector through the maintenance of up-to-date targeted distribution lists.

Specific strategies are set in place to provide access to information to remote community-based groups.

Voluntary organizations are encouraged to use the specialized resource centres of the Ministry.

DOES THIS POLICY DIRECTION REGARDING INFORMATION SHARING OFFER THE BEST POSSIBLE WAY FOR THE MINISTRY TO SHARE INFORMATION WITH THE VOLUNTARY SECTOR? IF NOT, WHAT WOULD YOU SUGGEST?

"A great many people think they are thinking when they are merely rearranging their prejudices."

William James

III Exchange of Expertise and Knowledge

Jointly organized workshops, seminars and conferences are encouraged as opportunities for exchange of expertise and knowledge at the international, national, regional, provincial, territorial and local levels.

Exchange or secondment of staff between the Ministry and the voluntary sector to assist with a particular task is encouraged whenever accomplishment of shared objectives would be enhanced and when there is no potential conflict of interest.

Proceedings of sponsored or jointly organized conferences are produced with minimum delay, as a means of sharing information and transferring knowledge as widely as possible to those who could not take part in the conference.

Ministry employees are encouraged to attend and/or participate in training events, workshops, conferences organized by the voluntary sector.

The Ministry provides assistance to the voluntary sector, or seeks help from the voluntary sector, to meet broad government objectives such as employment equity, bilingualism, and work security for minorities and other groups.

ARE THE PROPOSED MEANS OF EXCHANGE OF EXPERTISE AND KNOWLEDGE ADEQUATE?

ARE THERE OTHER MEANS THAT WOULD BE IN THE INTEREST OF THE MINISTRY AND THE VOLUNTARY SECTOR TO DEVELOP?

"Funding sources, as well as the size of budgets, affect the nature and role of NGO participation in public policy development. Potential conflict continues to exist for many voluntary organizations dependent on government funding and support, when they try to influence the policy and programme choices of government. It was noted that the business and labour players within the social policy process are in the preferred position of financial independence to facilitate research and advocacy.

The growing privatization of social services has a direct effect on how those voluntary organizations and businesses contracted to provide service will influence social policy in the future, and there is a growing fear that contracting agencies will feel restricted when speaking on government oriented issues, either publicly or privately."

Social Policy Process in Canada
The Institute for Research on Public Policy,
p. 10

IV Provision of Resources

The Ministry provides funding and material resources as follows:

- a) the sustaining funding program;
- b) project contributions;
- c) fee-for-service contracts; and
- d) other forms of material support.

a. Sustaining Funding

The Ministry considers that national voluntary organizations facilitate and strengthen the development of local service organizations; they provide the Ministry with an effective network for consultation; and they are in a good position to innovate in the areas where the Ministry has responsibilities.

The Ministry and the government recognize that voluntary organizations active in areas related to policing or corrections may attract only limited funding from private sources because of the nature of their work. Therefore, **the purpose of the sustaining funding program is to provide stable and predictable funding to the national voluntary organizations to ensure the maintenance of their national structure and cover the core operating expenses necessary to fulfill their objectives.** The funding is to assist with the basic cost of operating a national voluntary organization including such expenses as salaries and benefits, rent, telephone, postage and other operating expenses, travel for staff and Board members, etc. Core funding should allow the organization to carry out its primary long-term tasks.

It is considered legitimate for organizations that require networks of affiliate organizations to include support of these networks as a part of their core operations. This may include on-going support, assisting a local organization experiencing difficulties or creating a new member agency.

Because the aim of the program is to provide stable and predictable funding, grants are usually approved for a five-year period subject to Parliamentary confirmation each year, and contributions may be received for several consecutive one-year terms.

National voluntary organizations may be a Head Office or an umbrella organization; they may have regional, provincial, territorial or local membership in any combination; they may have a loose network or a tight organizational structure between the members and the national organization. The important point is that the membership be joined to the national organization by a single mandate and shared broad objectives.

It may happen that an organization that exists only at the local, regional, provincial or territorial level represents a group of people or issues that are of national interest and are not otherwise represented. In such circumstances, sustaining funding under this program may be appropriate.

Sustaining funding can take two forms: (1) grant; and (2) sustaining contribution.

Grant* Eligibility Criteria

Applicants must meet all of the following criteria.

1. The organization is a national voluntary organization registered as a charitable non-profit organization and incorporated under the *Canadian Corporations Act*.

Generally, this program applies to non-profit charitable organizations which are registered as such with Revenue Canada Taxation under Sections 110(8)(c) and as defined under Section 149.1(1) of the *Income Tax Act*, and which are incorporated under Part 2 of the *Canada Corporations Act*. However, exceptions may be made to the requirement of registration or incorporation under the Act, depending on the circumstances of the organization.

A voluntary organization that is in the process of becoming a national organization or even though not national, is concerned with issues or groups not otherwise represented by a national organization, may be considered for a grant. In those cases, the requirement for incorporation will be waived.

2. The organization's objectives and activities are related to the mandate of the Ministry.

Under this program are funded organizations active in areas related to the responsibilities of the Royal Canadian Mounted Police, the Correctional Service of Canada, the National Parole Board and the Secretariat of the Ministry.

3. The organization has a Board of Directors.
4. The organization has internal accountability mechanisms.
5. The organization is well established and has a high level of credibility.

Because there is no requirement of accountability, grants mark the acknowledgement of the independence of voluntary organizations that have demonstrated stability and credibility. They represent the support and approval of Parliament for what they have accomplished and how they have served the community.

6. The organization is normally able to secure at least 25% of its core funding from sources other than the federal government.

While most NVOs have very limited opportunities to obtain funding from other sources, it is considered that they gain in independence and in strength as they increase their non-government funding base. A case may be made by an organization for an exception to this criterion because of the particular circumstances of that organization.

7. The organization has a visible constituency.
8. The organization is actively engaged in pursuing its stated objectives through strategies and activities acceptable in a free and democratic society.

* A **grant** is an unconditional transfer payment made to a recipient and for which the government may or may not receive any goods or services. There is no formal agreement governing the use of the grant and no audit requirement. However, eligibility criteria are established by the Ministry in order to determine which organizations may be considered for a grant. Grants are usually approved in principle for a period of five years.

This criterion expresses a recognition that voluntary organizations should not be penalized in their access to funding for promoting or proposing alternative means or mechanisms to reach shared objectives.

9. The organization agrees to provide information requested by the Ministry according to government policy on grants.

Sustaining Contribution* Eligibility Criteria

Applicants must meet all the following criteria.

* A **sustaining contribution** is a conditional transfer payment made to a recipient, subject to audit and for which the government may or may not receive any goods or services.

The conditions of the payment are outlined in a contribution arrangement. The arrangement is an undertaking between the Ministry and the prospective recipient describing the obligations of each and the terms and conditions for payment.

1. The organization is a national voluntary organization, a coalition of national organizations or the organization is in the process of becoming a national voluntary organization.

As in the case for grants, registration as a charitable non-profit organization with Revenue Canada Taxation and incorporation under the *Canada Corporations Act* are normally required. Exceptions may be made to these requirements of registration or incorporation depending on the circumstances of the organization. Coalitions, for instance, may be considered under this program.

An organization which is not national but concerned with issues or groups not otherwise represented by a national voluntary organization may be considered for a sustaining contribution.

2. The organization's objectives and activities are related to those of the Ministry.

3. The organization has a Board of Directors or its equivalent. Coalitions, for instance, may be directed by a Committee of representatives of other voluntary organizations instead of a Board of Directors.

4. The organization has internal accountability mechanisms.

5. The organization is either well established but newly oriented towards the area of corrections or policing or in a state of development that shows it has a firm basis and growing credibility.

Sustaining contributions could be used for a few years (2-3) to assist an organization in becoming national in scope or strengthening its involvement in areas related to the Ministry of the Solicitor General's responsibilities.

6. The organization is normally able to secure at least 25% of its core funding from other sources than the federal government.

While most NVOs have very limited opportunities to obtain funding from other sources, it is considered that they gain in independence and in strength as they increase the non-government funding base. A case may be made by an organization for an exception to this criterion because of the particular circumstances of that organization.

7. The organization has or is developing a visible constituency.

8. The organization is actively engaged in pursuing its stated objectives through strategies and activities acceptable in a free and democratic society.

This criterion expresses a recognition that voluntary organizations should not be penalized in their access to funding for promoting or proposing alternative means or mechanisms to reach shared objectives.

9. The organization agrees to give a right of audit to the Ministry in order to ascertain that the contribution is used according to the contribution agreement.

**DO YOU AGREE WITH THE PURPOSE OF THE SUSTAINING FUNDING PROGRAM?
IF NOT, PLEASE COMMENT.**

DO YOU AGREE WITH THE CRITERIA FOR GRANTS AND SUSTAINING CONTRIBUTIONS?

**HOW CAN VOLUNTARY ORGANIZATIONS THAT RECEIVE SUSTAINING FUNDING MAINTAIN THEIR
INDEPENDENCE AND PRIMARY ACCOUNTABILITY TO THEIR MEMBERSHIP?**

b. Project Contributions (Secretariat)

Project contributions are to support initiatives that further the ability of the Ministry to meet its objectives.

The Ministry enters into contribution agreements for research projects, demonstration and implementation projects, workshops, conferences, training events and other activities that meet the stated criteria. Recognizing that the voluntary sector provides a large and important field for experimentation, research and implementation of innovative models, a major proportion of the total amount spent annually on contributions is devoted to projects initiated by or substantially involving the voluntary sector either at the national, regional, provincial or local level or a combination of these geographical regroupings.

Criteria for Selection of Project

1. Projects must be considered innovative.
2. Projects must further the objectives of the Ministry and meet the priorities established annually.
3. Projects must be developed in liaison with federal, provincial, municipal and/or voluntary agencies engaged in pursuing similar objectives.
4. Projects must be carried out over a short period of time, not exceeding three years.
5. Projects must have a developmental plan and a high potential for local support to ensure continuance after the consulting, training or demonstration phase has been completed.
6. Projects involving citizen participation at the policy and direct service level will be given priority.
7. Projects must be developed in a systematic manner, documented for information purposes and evaluated and/or monitored for their potential contribution to the criminal justice system.

WHAT DO YOU THINK OF THE PROJECT CONTRIBUTION PROGRAM AND ITS CRITERIA?

c. Fee-for-Service Contracts

Fee-for-service contracts are used to purchase professional and technical services. First consideration will be given to the voluntary sector for the delivery of services that relate to the social justice objectives of the Ministry.

"The Ministry of the Solicitor General recognizes and accepts that privately operated community residential centres (CRCs) play an important part in the criminal justice system in Canada. It further recognizes that for selected offenders and potential offenders, CRCs do represent a viable alternative to conventional forms of imprisonment.

It follows that the Ministry of the Solicitor General will, in partnership with provincial governments and private sector agencies, support the effective operation and expansion of a wide range of CRCs, thus permitting community treatment of potential offenders and others convicted of less serious offences."

*Policy Statement Adopted by the
Ministry of the Solicitor General
December 1974*

WHAT ARE THE ADVANTAGES AND DISADVANTAGES OF THE MINISTRY PURCHASING SERVICES FROM THE VOLUNTARY SECTOR THROUGH FEE-FOR-SERVICE CONTRACTS?

IN YOUR OPINION, WHAT ARE THE SERVICES THAT LEND THEMSELVES BEST TO FEE-FOR-SERVICE CONTRACTING BY THE MINISTRY.

IN YOUR OPINION, IS THERE A NEED FOR A FULL DEBATE ON PRIVATIZATION OF SERVICES RELATED TO THE MINISTRY'S MANDATE?

d. Other Forms of Material Support

Other forms of material support can be provided to the voluntary sector, such as conference rooms, telephones, office space, subsidized participation at seminars and workshops, when such material help will further shared objectives.

DO YOU HAVE ANY OTHER SUGGESTIONS FOR SUPPORT OTHER THAN FINANCIAL?

V Accountability

In developing or applying accountability measures necessary for the proper administration of public funds, Ministry officials are careful to seek measures and systems that do not unnecessarily burden the voluntary sector.

Wherever possible, accountability measures are developed jointly between the Ministry and the voluntary sector and with other levels of government when they are involved. Coordination among all parties is encouraged to alleviate duplication or double reporting.

In requesting implementation of certain conditions necessary for consistency in service delivery, recognition is given to the nature of voluntary organizations which are primarily responsible to their membership and communities.

Enhancement of skills in program management and evaluation techniques is provided through training and other activities jointly proposed by the Ministry and the voluntary sector.

Voluntary organizations must account to their members and their communities in the normal course of their activities. However, auditing and other measures may be required by the Ministry in accordance with principles for the management of public funds.

ARE YOU SATISFIED WITH THIS POLICY DIRECTION ON ACCOUNTABILITY? PLEASE COMMENT.

Background of the Policy

OVERVIEW OF PAST EVENTS

A retrospective view of the role played by the voluntary sector in criminal justice helps us to understand the roots of its current involvement in corrections and policing and its potential for the future.

It is unfortunate that there is no written history of the role that the Royal Canadian Mounted Police has played, since its establishment in 1873 as the North West Mounted Police, in supporting community groups, creating them or acting as volunteers in them. The support and assistance of the police have often been the crucial elements in starting Boys and Girls Clubs, athletic groups and other local voluntary organizations that kept young people and other citizens active in lawful endeavours.

It is only in the last fifteen years that records have been kept and formal recognition given to the time that the police devote to supporting crime prevention organizations such as Block Parents and Neighbourhood Watch, and that the interdependence of police and voluntary organizations working in such areas as substance abuse, family violence, and assistance to victims has been fully recognized.

The relationship of the government with the voluntary sector active in corrections is better documented. In 1867, a group of church workers in Toronto decided to bring spiritual help to prisoners in the local jails. They accomplished this by establishing a Sunday School within the jail itself. It was soon recognized by that small group of dedicated people, known after 1874 as the Prisoners' Aid Association of Toronto, that more than spiritual help was needed. Thus, financial aid and help in finding employment soon became an integral part of the work of the Association. In 1892, the Prisoners' Aid Association of Montreal was providing the same services, with a bilingual capability, for Quebec prisoners. The stated goals of this group, organized by the Anglican Church, were "... the reformation of offenders, their welfare when discharged; to watch the law courts in the interests of offenders under arrest; the prevention of crime and prison reform." ("Discussion", Canadian Penitentiary Service, Vol. 3, No. 3, Sept. 1975).

Initially, little public enthusiasm was evident for such efforts but the Association continued its work and, in the 1920s, there were signs of growing concern over the plight of prisoners and sufficient interest to establish volunteer groups in several more cities. The group formed in British Columbia, under the leadership of Reverend J.D. Hobden, was the first to use the name "John Howard Society".

The role of the prisoners' aid groups was valued by the government of the day as these groups were the sole care givers to the prisoners and their families. As the government took greater responsibility for the welfare of offenders, it began establishing similar and parallel services to those offered by the voluntary sector. In 1938, the Royal Commission to Investigate the Penal System of Canada presented its report. It contained recommendations for rationalizing the services of the prisoners' aid societies with those of the government.



"Assigning the police full responsibility for the maintenance of order, the prevention of crime and the apprehension of criminals constitutes far too great a burden on far too few. The police can only facilitate and assist members of the community in the maintenance of order and no more."

George Kelling. Quoted from
Bank Robberies and Stolen Bikes,
1986



Even though the government was itself engaged in taking care of offenders beyond their strict custody, voluntary action in corrections expanded considerably after the Second World War. Its continued growth was stimulated by annual grants from the Department of Justice and by provincial governments, starting in 1953. The first grants were given to aftercare agencies by the Remission Service for the supervision of offenders released under the *Ticket of Leave Act*. This encouragement for the development of services oriented towards the welfare of offenders was part of a change of attitude in Canada towards offenders.

Some of the landmarks were the creation, in 1944, of a crime and delinquency division at the Canadian Welfare Council and, in 1957, the Salvation Army's first sheltered workshop for released prisoners in Montreal. Initially, supervision of persons conditionally released was assumed by the voluntary sector. But shortly after the implementation of the *Parole Act* in 1959, "the officials tended to stress the public servants' responsibility for the parolee. The "partnership", consequently began to show some signs of strain" (*Report of the Task Force on Community Involvement in Criminal Justice*, p.20). Between 1954 and 1958, the Canadian Penal Association and the Crime and Delinquency Division of the Canadian Welfare Council merged to form the Canadian Corrections Association. During that same period, two national conferences that brought together federal, provincial and voluntary sector representatives had been organized on the initiative of the voluntary sector.

In the early seventies, the trend which saw government taking direct responsibility for the welfare of citizens through universal access to medical care and assistance programs had fully permeated the correctional field. Yet the voluntary sector active in corrections continued to flourish, particularly in the area of residential services for offenders. The report of the Task Force on Community-based Residential Centers, presented to the Solicitor General in September 1972, supported strongly the future growth of CRCs as one important alternative to conventional forms of imprisonment. The seventies were thus marked by a major development in community residential services for offenders and the beginning of specialization of services to meet the needs of Natives, women, and mentally disturbed offenders. This development was mainly due to the initiatives of the voluntary sector on the one part and the availability of government funds to support them on the other.

A particular objective of the Ministry of the Solicitor General in the early seventies was to share, on a 50-50 basis, parole supervision with the voluntary sector. This objective was never fully achieved. A contributing factor was the adoption by Parliament of mandatory supervision which created a class of more dangerous offenders who, it was deemed, should be supervised only by officers of the government.

In the late seventies, many alternatives to incarceration were implemented by the provinces in partnership with the voluntary sector. In addition, diversion programs, restitution, mediation and fine option programs became practical alternatives available to the judges.

The emergence of "low-cost" self-help groups which encouraged individuals to count on each other's strength rather than on established services was openly supported by government. On the other hand, the proliferation of organized interest groups that commented openly on government social and economic policies was often seen as more problematic. Nevertheless, some, both within and outside government, saw the emergence of these interest groups as an indication of the maturing of democracy in Canada and as a normal reaction to an often frustrating bureaucracy.

In this decade, despite government restraints that have severely affected the voluntary sector in certain parts of the country, one notices the expansion of voluntary sector activities in areas linked with protection against crime and assistance to victims. Groups such as Neighbourhood Watch, Child Find, Block Parents and Plaidoyer Victimes, are developing rapidly due to strong community support for their objectives.

Services for women in conflict with the law have also improved since the beginning of the eighties, due mainly to the lobbying of women's groups, particularly the Canadian Association of Elizabeth Fry Societies.

Another characteristic of this decade is that lobbying by the voluntary sector has become more organized and breaks traditional boundaries between the different areas of social justice.

Also, the adoption of the *Young Offenders Act* has led to a considerable expansion of community-based alternatives for youth.

RECOMMENDATIONS OF GOVERNMENT REPORTS

The Royal Commission to Investigate the Penal System of Canada, commonly known as the "Archambault Commission", completed its work in 1938 and recommended "... cooperation between governmental and social agencies in the prevention of crime, including juvenile delinquency and the furnishing of aid to prisoners upon release from imprisonment."

In 1956, the Committee Appointed to Inquire into the Principles and Procedures followed in the Remission Service of the Department of Justice of Canada (the Fauteux Committee) noted that through the use of aftercare agencies, the Remission Service had been able to enlist the services of well-trained social workers. The Committee suggested that government grants which recognized the unique and valuable contribution of the voluntary agencies be increased and that, in addition to grants to cover administrative costs and professional salaries, a system of charging fees to government for services provided to parolees be implemented.

The Canadian Committee on Corrections (Ouimet Committee, 1969) stressed throughout its report the need for "public understanding of the issues involved in crime and corrections and for direct citizen participation in correctional services." It further recommended that "it be a matter of policy in the appropriate government department to encourage citizen participation in the field of corrections." The Committee took the position that it is "highly important that the voluntary

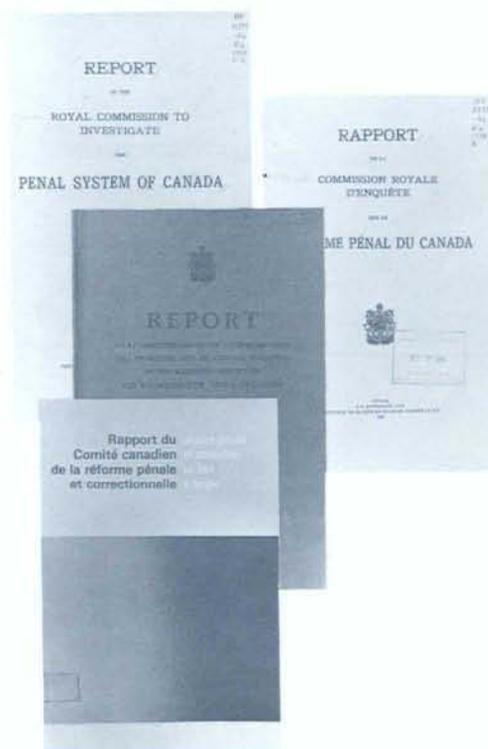
"My chief commitment is to voluntary citizen-human participation in causes, efforts and activities, which are voluntarily chosen, to improve the quality of human, animal and other organic or inorganic life in some way.

I feel that volunteerism is the thermometer by which the temperature, indeed the health, of our democracy can be measured.

Volunteerism for me includes beliefs in human dignity and diversity; humaneness; equality of opportunity; respect for and appreciation of the beauty of difference.

Volunteerism offers opportunities for life long learning; to give and share ideas, skills, knowledge and services; to act; to help change to happen; to extend and enrich a large variety of services to others; to strike all chords (from Rock to Mozart)."

*Taken from comments made by
Eva Schindler-Rainman
at the opening evening of the
AVA National Conference on Volunteerism
in Milwaukee,
October 1983.*



agencies continue to serve as a channel for citizen participation in the corrections field and to provide a second voice in government correctional planning."

The Ouimet Committee believed that the voluntary sector could best perform its role through activities in public education, citizen involvement, social action and direct service. Direct service would include services at court hearings, prison services, parole supervision, voluntary aftercare, work with offenders' families and provision of living accommodations.

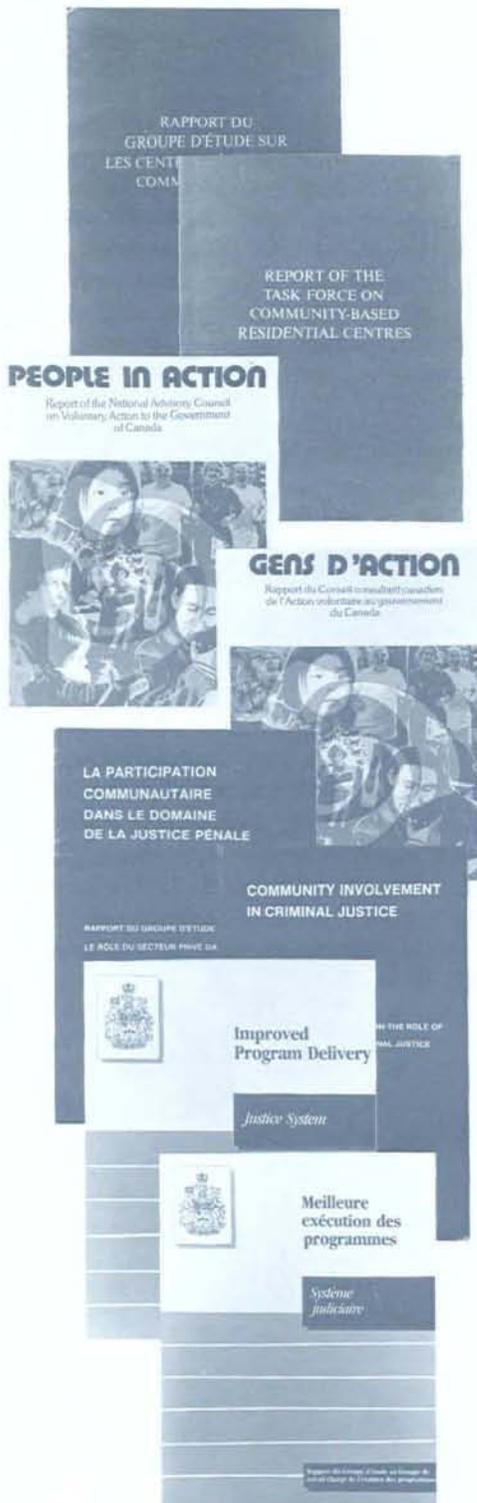
In 1972, the Task Force on Community-based Residential Centres reported that there were, in Canada, more than 200 CRCs accepting adult ex-offenders, offering a wide variety of treatment. The Task Force proposed a set of principles and recommendations to be used as the basis for government policy in support of the growth of CRCs. In 1976, the Department of the Secretary of State released *People in Action*, a report that had been commissioned in 1974. The National Advisory Council on Voluntary Action (NACOVA) was asked to study the relationship between the modern multifaceted voluntary sector and government. It made 81 recommendations and stressed the need for federal government policy on voluntary action. *People in Action* strongly endorsed the advocacy and policy development role of voluntary agencies.

These reports were important in shaping the thinking about voluntary action but the recommendations were not enacted in the more economically difficult decade that followed. In its October 1986 Speech from the Throne, the government renewed its commitment to support voluntary action.

In 1977, the *Report of the Task Force on the Role of the Private Sector in Criminal Justice* (Sauvé Report), commissioned by the Continuing Committee of Deputy Ministers Responsible for Corrections at the recommendation of the Solicitor General, suggested service delivery as the primary role of the private sector, now commonly referred to as the voluntary sector. It emphasized a spirit of partnership between government and the voluntary sector. The Report also recognized an advocacy role for the voluntary sector on behalf of "...individuals or groups involved in criminal justice constraints." In addition, the report stated that the voluntary sector had a role to play in mobilizing citizen participation, assisting government in setting priorities and preventing crime, providing critical analysis of government initiatives and providing public and community education programs. The Sauvé Report recommended increased funding and advocated sustaining or core funding to provide a secure and long-term financial base for the voluntary organizations.

In 1985, the Government Task Force on Program Review supported without reservation the core funding program of the Ministry:

"It is the view of the study team that, given the federal government's national role in the justice system, the program is an appropriate activity in terms of jurisdictional responsibility and does not duplicate other programs. A stable, well-functioning voluntary sector provides services development and delivery, opportunities for experimentation and channels to dissemination of results, communication between government and citizens, in-



creased public awareness about and definition of criminal justice issues. Moreover, if, in particular, services were not provided by voluntary organizations, either the criminal justice system's functioning would suffer (and thus society generally) or the state would have to provide such services directly and likely at higher cost.

In terms of the Ministry's own goals and activities, the program provides a firm base for relations with the voluntary sector, and a direct support to its policy development and research role."

RECOMMENDATIONS OF VOLUNTARY SECTOR REPORTS

From its beginning, the Coalition of National Voluntary Organizations has been concerned with the question of the relationship between the voluntary sector and the government. In 1981, a major theme of the Coalition's Consultation was "Toward an Effective Working Relationship between the Federal Government and the Voluntary Sector." The Coalition proposed principles and elements of a policy which grew from an on-going dialogue between its membership and the Department of the Secretary of State responsible for voluntary action.

In 1984, the Coalition added to the continuing debate on government-voluntary sector relations, and the question of its relationship with business, the media and labour. Results of two studies on the economic contribution of the voluntary sector gave the coalition strong arguments in favour of a full recognition of its importance within Canadian society. In 1986, participants in the Coalition's consultation heard the Prime Minister's commitment to strengthen the relationship between the federal government and the voluntary sector. For the Coalition, this statement by the Prime Minister marked a major step forward, attributed in large part to the perseverance of its members in making government-voluntary sector relations a priority.

In December 1986, one of the national voluntary organizations active in criminal justice, l'Association des services de réhabilitation sociale, adopted a policy on the relationship between the governments and community groups in the criminal justice area. The policy, entitled "Le partenariat", gave clear indications that there was a similarity between the type of relationship that the voluntary sector hoped for and the policy that the Ministry was envisaging.

The proceedings of a conference organized by the United Way of Greater Toronto and held in June 1986 offer many insights on voluntarism today. The fourteen presentations made at that Conference make it abundantly clear that government and the voluntary sector must address together issues of funding, privatization, labour relations and cooperation in social policy issues.

CURRENT TRENDS

The relationship of the Ministry with the voluntary sector takes place in a broad socio-economic context. A cursory look at some of the trends affecting this relationship helps understand the potential and the limits of the proposed policy. The list is not exhaustive and does not describe the more profound trends affecting all sectors of Canadian



"We believe that a greater and more sincere climate of partnership between those responsible for government administration and people involved in community intervention could lead to the materialization of hopes for increased social justice and greater effectiveness of our structures and institutions; a climate of PARTNERSHIP could also ensure the imagination and serenity that are necessary to modify or replace obsolete structures."

*Adopted by l'Association
des services de
réhabilitation sociale,
December 1986*

society, for instance the evolution in human rights, the changing public attitude towards crime and punishment, the changing nature of criminality and the important undertakings of the government in criminal law reform. The trends described below are those immediately linked with the policy proposal.

The Government's Social Justice Agenda

"The voluntary sector has long played a leading role in identifying and responding to many of the issues on the public agenda of this country. It is largely through the work of the voluntary sector that Canadians have come to recognize the needs of crime victims, the problem of acid rain and the potential of the disabled. As I review the relationship between the voluntary sector and the government, I see some very encouraging signs of a growing and strengthened partnership."

The Right Honourable Brian Mulroney
Address to National Voluntary Organizations
November 1, 1986

In the Fall of 1986, in the Speech from the Throne, the government committed itself to: alleviating the suffering of battered women; developing a strategy to reduce the drug problem; taking effective action against child sexual abuse and responding to the problem of missing children; setting targets for increased participation in the work force, particularly for immigrant women and youth; and working with voluntary organizations to develop measures to ensure that Canadians have access to the literacy skills that are the prerequisites for participation in an advanced economy. As with other departments, these social justice areas are of specific concern to the Ministry in the fulfilment of its mandate.

Following the Prime Minister's address to National Voluntary Organizations in November 1986 and the Speech from the Throne, the Secretary of State took action to develop means by which government can support and encourage the growth of voluntary action in Canada.

Privatization and Provincialization

"Whether we see privatization as "eroding the social safety net" (Faid 1986, 8) or "revitalizing community enterprise" (Kinkaide 1985, 1) depends on the role we think government ought to play in the lives of its citizens."

Christa Fueler
Privatization and Commercializations in
A New Era for Voluntarism,
p. 49

The government policy of economic restraint gives responsibility to all Ministers to review the services and products of their departments in order to determine if these would not be better delivered by non-government agencies at less cost and without breach of public trust. Privatization can take one of two forms: either the divestment of a service previously rendered by government or the contracting out of that service. The Agencies and the Secretariat of the Ministry of the Solicitor General must balance the benefits of privatizing some of their services against other government priorities and obligations. This analysis is particularly delicate in the area of programs aimed at the reintegration of offenders and in police-related programs.

The provincial governments, also faced with the necessity to restrain expenses, have developed privatization policies affecting the same voluntary sector to which the Ministry relates. Provincialization and privatization together may have unintended secondary effects on the voluntary sector.

The voluntary sector has expressed in several public statements the pressing need for a thorough analysis of the consequences of privatizing traditional police and correctional functions and for a rationalization of the choice to privatize each type of service either through the not-for-profit sector or through for-profit commercial firms.

Greater Role of Municipalities in Social Issues

The interest of municipalities in taking responsibility for the safety of their own cities and neighbourhoods, as evidenced by the recommendations of the 1986 Task Force on Crime Prevention of the Federation of Canadian Municipalities, raises new opportunities for the involvement of the voluntary sector in policing and corrections. The federal government could play a major role by having a policy which supports a cooperative approach between cities and voluntary organizations.

Fear of Crime

There is evidence of a fear of crime in the population that seems disproportionate compared to actual incidence of violent crime as reported in official statistics. This fear may result from false perceptions and a lack of knowledge in the population regarding crime, policing and corrections. The voluntary sector can help to reduce fear by stimulating citizen interest and participation. Increased public knowledge would likely lead to a decrease of fear.

The Escalating Cost of Incarceration

The recent increases in inmate populations pose major problems for correctional management. The criminal justice system is faced with the need to cope with the escalating costs of incarceration while at the same time responding to pressures for harsher carceral sentences for violent offenders. Community-based programming for non-violent offenders and increased counselling and treatment programs in institutions are being examined by the Correctional Law Review Committee. The success of these measures and alternatives to incarceration will, to a large degree, be dependent on the existence of a strong and active voluntary sector to discuss, promote and develop many of the programs which will be needed.

The Stronger Voice of Aboriginal Peoples

As part of discussions relating to self-government and land claims, aboriginal peoples have begun to seriously question the underlying reasons for their over-representation in the criminal justice system and why prevention, alternative measures and postrelease services are lacking in their communities. Demands on the Solicitor General and other Ministers are increasing for the creation of appropriate, community-based and aboriginal-controlled criminal justice services to a degree and standard comparable with that enjoyed by other Canadians.

"The prevention of crime in our communities must become a priority in the planning and activities of local authorities. The essence of crime prevention is the fostering of the active involvement of Canadians in maintaining peace and security in their communities.

Crime cannot be solved by longer prison sentences, by the judiciary or by more police. Its best chance at solution is through an interministry approach, an emphasis on crime prevention, a realization that it is the responsibility of the whole range of statutory and voluntary agencies and the public themselves.

By its nature, crime prevention must involve every sector of the community, every order of government, every sphere of private enterprise and each and every citizen."

*Task Force on Crime Prevention,
Federation of Canadian Municipalities (1986)*

"It is our opinion that police action linked with the action of specialized organizations can foster solutions to daily problems that are at the same time more humane and more socially advantageous."

Roland Bourget
Chief of Police of Montreal
Congrès de la Société de criminologie,
April, 1986

The Changing Role of the Police

There is growing interest expressed by voluntary organizations and the public about policing matters, particularly community policing which may, for instance, alleviate some of the problems of aboriginal peoples in both rural and urban communities. The policing of multicultural communities will demand increased attention as immigration continues in response to economic and political pressures in other countries. With the multi-ethnic composition of Canada's population, police must develop strong communication mechanisms with ethnic minority communities and organizations.

A growing public awareness of policing issues has coincided with increased interest in police-based services for victims of crime. Voluntary organizations, particularly newly established victims' support groups, can offer substantial support to police initiatives in this area and vice-versa. Joint voluntary sector-Ministry activities have been initiated in the areas of missing children, substance abuse and family violence.

Women in Conflict with the Law

In the area of women in conflict with the law, progress in service delivery and policy formulation is largely due to the efforts of the voluntary sector which continues, through various mechanisms, including a joint Consultation Committee, to actively influence the Ministry, in regard to programs for female offenders. The demand for services will likely increase as well as demand for profound attitudinal changes in areas related to policing and corrections.

Modern Organizations and their Complexity

It appears that, at the provincial and federal levels, there is a tendency to specialize mandates of departments along clear lines of jurisdiction. For instance, the recent clarification of roles between the Department of Justice and the Ministry of the Solicitor General may require some adjustments on the part of the voluntary sector active in criminal justice. Crime prevention, diversion, alternatives, victims, policing, prosecution, judicial process and corrections all constitute the field of issues which concern the voluntary sector. Dealing with different governments and government bodies on issues that are naturally linked together in community life constitutes a time-consuming and often frustrating exercise for the voluntary sector.

"Nothing, nothing, nothing, no error, no crime is so absolutely repugnant to God as everything which is official; and why? because the official is so impersonal and therefore the deepest insult which can be offered to a personality."

Soren Kierkegaard

The Growth of the Voluntary Sector

The number of national voluntary organizations active in criminal justice has increased to close to thirty. Local organizations and branches of these national networks number in the hundreds. This is without counting the hundreds of provincial and local groups that are not related to national umbrella organizations.

A *Directory of Volunteer Programs in Corrections*, published in 1986, revealed that there are currently over 20,000 Canadians participating in volunteer programs in corrections alone, the vast majority through voluntary organizations. At least an equal number are thought to be contributing their time and skills to the area of crime prevention, not counting the 2,600 individuals who work as volunteer auxiliary police in the RCMP. These volunteers act either as direct recruits of the government or within voluntary groups which organize their activities. There are many reasons to believe that voluntary action in support of policing and corrections will continue to increase.

The voluntary sector considers itself as an essential partner in the achievement of economic and social objectives that support pluralism, community involvement and other important values of Canadian society. Lately, the Coalition of National Voluntary Organizations has impressed upon the government that the voluntary sector constitutes, with its contribution of \$6.4 billion to the gross national product, the fourth largest sector in Canadian society after government, business and labour. The voluntary sector, including registered charities and community-based, non-profit organizations, numbers over 100,000 groups in Canada. The Coalition estimates that one in four Canadian adults is involved in some volunteer work.

The voluntary sector *raison d'être* is to contribute to the quality of life in Canada by maintaining a caring, sharing, sustainable society; by supporting diversity and choice; by strengthening community life and advocating change on behalf of society as a whole or on behalf of groups that need a voice. It sees itself as protecting the needs of specific client groups which are often of little concern to a majority of the Canadian public and, therefore, may not be given high priority in social and economic policy. Voluntary action can be one of the most important means of ensuring that these minority interests and concerns are not ignored. The voluntary sector provides a forum where people can learn, on a practical level, to experience the regional differences within the country, to understand the tensions between conflicting minority groups and, perhaps on a personal level, to build bridges between such groups.

Policy Advice in a Pluralistic Society

The voluntary sector is eager to influence policies that will affect the quality of life. Policing and corrections are two key areas affecting the life of Canadians.

The interest of voluntary organizations in these areas can be demonstrated by their appearance before the Committees of the House of Commons or the Senate since the beginning of the 33rd Parliament. For example, the national voluntary organizations receiving sustaining contributions from the Ministry of the Solicitor General have appeared

“Remember too that the world of voluntarism is also a place where the latent gifts and talents of young and old, able-bodied, employed and unemployed can be harnessed and harmonized in a way which is hard to parallel anywhere else in our society. As such, our sector has an important cementing and unifying role. Bringing people together who might not otherwise ever be together. Healing some of the divisions of our society and providing precious opportunities for inclusive activities in which feelings of mutual regard, understanding and respect can develop.”

Roger Clark
The Changing World of Work
in *A New Era for Voluntarism*,
p.44

“There is not one of us, individually, racially, socially, who is fully complete in the sense of having in himself all the excellence of all humanity. I am therefore not completely human until I have found myself in my African and Asian and Indonesian brother because he has the part of humanity which I lack.”

Thomas Merton
Seeds of Destruction,
p.305

on eleven occasions before Committees of the Commons or Senate to express their concerns or offer their support for legislative changes regarding corrections and policing.

The Corporate Sector and Voluntary Action

The growing interest of the corporate sector in the safety of communities has led to certain initiatives in support of voluntary organizations interested in crime prevention. At a more general level, there is a growing recognition of the potential for more joint ventures or direct financial support from the for-profit sector to the non-profit sector for services related to the welfare of selected groups or quality of life in general.

INTERACTIONS --- MINISTRY-VOLUNTARY SECTOR

A descriptive analysis of the interactions that have taken place between the Ministry and the voluntary sector in the last three years may yield a more concrete understanding of the nature and importance of the relationship. The preliminary descriptive analysis reported in this paper is based largely on interviews with key participants in the government and voluntary sectors. The data collected fall into four easily recognized elements of the relationship: formal consultation mechanisms, informal consultation activities, opportunities for the sharing of technical expertise, and funding.

One finding of this preliminary study is that the relationship between the Ministry and the voluntary sector is greater and more complex than the formal funding agreements or fee-for-service contracts. It is greater than the formal occasions when government and representatives of voluntary agencies consult on policy through distribution of reports and official statements. These activities are part of the relationship, they constitute an essential component of the partnership, but do not alone capture the tremendous volume of informal activities described by those interviewed as essential and mutually beneficial.

Formal Consultation Mechanisms

The Ministry Secretariat, the Correctional Service of Canada, the National Parole Board and the Royal Canadian Mounted Police consult with the voluntary sector on many occasions. Through the circulation of draft documents, membership on permanent committees and ad hoc working groups, and through direct policy input from national voluntary agencies, information is provided to the public and back from the voluntary sector network to government.

In the last three years, policy advice has been sought and received on amendments to the *Criminal Records Act*, on the working papers for Canada's position at the Seventh United Nations Congress on the Prevention of Crime and the Treatment of Offenders, on the *Correctional Law Review* papers including *Correctional Philosophy* and *A Framework for the Correctional Law Review* and on several policy papers related to policing issues such as police officer safety training and a revision of terms of reference for the Advisory Committee on

Preventive Policing. Another major initiative where voluntary sector input was sought has been the Federal Law Enforcement Under Review (FLEUR) project.

The Correctional Service of Canada has benefitted from formal consultation on such proposed plans as block funding, privatization, organizational change and case management revisions. The National Parole Board and the Correctional Service of Canada have together consulted with the voluntary sector on community residential facilities standards and on community supervision standards.

There is voluntary sector representation on the Women in Conflict with the Law Committee, the Ministry of the Solicitor General/National Volunteer Organization Committee, Dangerous Offenders Consultation Committee, the joint CSC-Alliance of Prison Aftercare Agencies Committee and the Permanent National Advisory Committee on the Federal Female Offender. This attests to the commitment to sharing information and ideas.

The Royal Canadian Mounted Police consults formally with social planning councils and local groups dealing with community problems.

The Ministry's regional offices are in constant contact with voluntary sector representatives and work together with them on some six to twelve ongoing committees a year. This is in addition to even more numerous working groups formed to plan or direct specific, short-term projects. Citizen Advisory Committees have existed at the institutional, parole office and national levels since 1968. Initiatives such as the Federal/Provincial Task Force on Justice for Victims of Crime and the Task Force on Program Review also benefitted from policy input from many voluntary agencies.

Informal Consultation Activities

The formal consultation mechanisms represent only a fraction of the vast hidden, continuous exchange of useful information and views. Informal activities support and prepare for formal policy input and technical assistance. Without these informal contacts, the generally productive partnership which exists between the Ministry and the voluntary sector could not flourish. It is this sharing of mutual concerns and assistance which permits the more formal structures to work as effectively as they do.

These informal contacts, initiated by either government or the voluntary sector, are more useful the closer the two parties. The partnership takes the shape of monthly contacts between the senior management of the Solicitor General Agencies and the national offices of voluntary organizations and daily contacts between staff at the regional and local levels.

For National Crime Prevention Week, phone calls are made and informal meetings are held with at least three dozen organizations. In addition, participation is encouraged by a mailout of approximately 20,000 brochures. Those on the mailing list include 1,000 voluntary organizations and professional associations. Of these, at least 50 voluntary and professional groups at the national, provincial and local levels order materials and take an active role in the promotion and activities of the Week.

The regional offices of the Ministry's Secretariat deal with at least 500 written requests a year for information from the voluntary sector, in addition to an estimated 1,500 informal contacts between the regional consultants' staff and community agencies.

The National Parole Board reports consistent and ongoing contact with established voluntary agencies in corrections and with groups representing the interests of victims of crime. These contacts are about issues, policies and specific cases. The Correctional Service of Canada maintains close contact with voluntary organizations, particularly at the regional and local levels. At the local level, institutions often receive requests for information from service clubs and church groups.

Sharing of Knowledge and Experience

A third major activity which strengthens the relationship between the Ministry and the voluntary sector concerns the sharing of technical advice, expertise and professional information. This can take place through conferences or meetings, by circulation of research reports or newsletters, by providing staff training or facilitating workshops, or by providing consultation services.

Ministry staff from the Agencies and the Secretariat participate and assist in the planning and the funding of a wide range of conferences and workshops sponsored by voluntary agencies. They are invited to the annual meetings of agencies. By attending or speaking at such events, they can provide information and advice. The research and statistics section of the Ministry's Secretariat provides wide distribution of technical user reports to interested voluntary groups as well as occasionally providing direct technical expertise in research and evaluation design and methodology. This latter activity has been particularly useful in helping voluntary agencies develop performance monitoring systems for community-based programs for young offenders.

The Victim Resource Centre annually sends at least 1,000 items dealing with program development to individual volunteers or voluntary agencies. Some professional associations like the Canadian Association of Chiefs of Police and the Canadian Police Association provide expertise to the Ministry on a wide range of policing and law enforcement issues such as assistance to victims and drug-related offences. In 1986, eleven research projects were conducted with voluntary sector participation. These initiatives were related to the effectiveness of police-based victims assistance programs, family violence, youth justice committees, delinquency prevention and women in conflict with the law. Voluntary organizations throughout the regions provided advice or technical knowledge during consultations regarding women in conflict with the law and the amendments to the *Young Offenders Act*. Representatives of the voluntary sector were interviewed for a recent report on the reorganization of the regional offices of the Ministry's Secretariat.

Sometimes the Ministry provides direct technical support to voluntary agencies by seconding one of its full-time staff. On a short-term secondment, the type of assistance offered may, for instance, relate to

project development, strategic planning, data gathering or development of reporting systems. On other occasions, the voluntary agencies have provided technical expertise and advice to the Ministry. The National Associations Active in Criminal Justice (NAACJ) helped develop a framework for Ministry consultations leading to the development of Canada's positions on the five topics of the United Nations Congress on the Prevention of Crime and Treatment of Offenders. The full consultation involved 26 national voluntary associations as well as provincial and territorial governments. Voluntary agencies provided a forum to share expertise through organizing such conferences as "Violence in Contemporary Canadian Society" and workshops such as "Crime Prevention Through Social Development" which were sponsored during the last year by the John Howard Society of Canada and the Canadian Criminal Justice Association (along with the Canadian Council on Social Development) respectively.

In the Ontario region, the Canadian Training Institute, under contract, conducts management workshops for voluntary agencies. Local institutions receive assistance in programming from church groups, business clubs, Chambers of Commerce and various local, non-profit community groups.

In total, the sharing of information and expertise between the voluntary sector and the Ministry of the Solicitor General constitutes a very important, albeit often taken for granted, aspect of the relationship.

Funding

At present, the Secretariat of the Ministry provides core funding to national voluntary organizations which qualify according to a set of principles and criteria jointly developed by the Ministry and the national voluntary organizations represented on the MSG/NVO Committee.

In the fiscal year 1986-87, \$1,976,500 was allocated for grants and \$417,070 for sustaining contributions to national voluntary organizations.

Also in 1986-87, a total of \$2,408,779 was provided in contribution payments for research, demonstration projects, workshops, conferences and training events throughout Canada. The voluntary sector has been the direct or indirect beneficiary of a large part of this contributions fund.

The Correctional Service of Canada has responsibility for service delivery of institutional and community programs for offenders. It purchases services from many voluntary agencies on a fee-for-service basis. These services include institutional programs, parole supervision, residential facilities, alcohol and drug treatment and the preparation of community assessments. The amount of money for the purchase of services related to the reintegration of offenders in the community has grown from approximately \$9 million in 1983 to \$15 million in 1986. With few exceptions, the services are provided by non-profit voluntary agencies. In addition to these purchases of direct service, the CSC provides \$1.2 million a year for special projects carried out by the voluntary sector in the institutions or in their commu-

nities. A part of this contribution budget serves to assist voluntary sector participation in research, conferences and workshops. Many of the organizations with which CSC has contractual or contribution agreements are core funded, at national level, under the Ministry's sustaining funding program.

The National Parole Board does not contract directly for services with voluntary agencies. The Parole Board, being a decision-making body rather than a service delivery agency, does not have a budget for contributions or core funding.

Conclusion

During the review of the activities outlined in the last section of this paper, it became clear that the relationship between the Ministry and the voluntary sector is extensive and intricate. These findings confirmed the necessity of developing a comprehensive policy that ensures consistency among the different components of the Ministry in their dealings with the voluntary sector.

It also became evident when analyzing some of the current trends and issues that this era is one of organizational transformation. It appears that all socio-economic institutions are involved in rethinking the systems that have been created for the care of people, and the relationships among the various sectors of society.

Some say that a new ethos is emerging whereby citizens and business - as corporate citizens - will be expected to play a far more active role in the welfare of the community. In this new context, the role of government and how it dispenses care to citizens is changing. The criminal justice system is not excluded from this development.

This paper proposes a policy based on a concept of partnership between the Ministry and the voluntary sector. It invites comments and suggestions on the policy.

Many thanks for their support and advice to the Canadian Criminal Justice Association, the John Howard Society of Canada, the Canadian Association of Elizabeth Fry Societies, the St. Leonard's Society of Canada, the Canadian Seventh Step Society, the Salvation Army, the Church Council on Justice and Corrections and l'Association des services de réhabilitation sociale.

Notes

