*Research Framework for a Review of Community Justice in Yukon*
Community Justice – Volunteers

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## 1. Key Themes (to be explored)

The composition of the community justice committees and the community organizations with which they work are based on volunteers. Three key issues for this stakeholder group seem to be **training, burnout/workload and recruitment.** See 5.5 5.6


Do certain conditions need to exist in the volunteer sector – as they do in government - to ensure a strong sector? Are these same conditions building blocks/catalysts for developing a strong volunteer sector? See 5.2
   o   healthy/qualified/sustainable volunteer staff
   o   Income equality
   o   Strong communities
   o   Social/cultural norms and values

**Voluntarism and Democratic Representation** – How can we get people to participate in crime control activities when it is not in their immediate self-interest to do so? Is it problematic that participants represent special interests? How can fair representation be ensured? Are those who need to organize the most – least likely to do so?

Volunteer Sector vs Government roles and responsibilities?

Are there potential opportunities with creation of Yukon Volunteer Bureau?


Do non-profit social service agencies that deliver services on behalf of the state continue to exhibit the characteristics that make them an **attractive alternative** to government delivery or is there a real danger that non profits that deliver services for the state will lose their unique identify and become a '**shadow state'**? See 5.11


The volunteer sector performs three interdependent roles that are distinct from the functions undertaken by government or business – representation, citizen engagement and service delivery. See 5.13.

Is the representation by groups of citizens under attack in Canada? Sometimes, citizen groups engaged in any form of **advocacy** have been dismissed in recent years as "special interest groups," implying that they are narrow-minded and wholly self-interested. The logic of the new populism is that citizens should represent themselves, during public consultations, through referenda, petitions and recall, in addition to elections. In some cases, the criteria for funding have shifted to favour groups in the role of service providers – those that champion programs desired by government - rather than advocates

Is there an **off-loading of social programs** - often leading to **professionalization of voluntary** organizations, resulting in reduced opportunities for citizen participation? Could government/profit sectors - assist in promoting volunteerism by policies that provide a quota of days off for such activity, encouraging temporary secondments to voluntary organizations and by increasing sponsorships and donations (of in-kind services as well as dollars)?

**Capacity building** is a popular term these days—too popular and expansive a term, in fact, to mean much to individuals making specific decisions about programs and funding strategies. One definition is as the ability of nonprofit organizations to fulfill their missions in an effective manner. Building the capacity of nonprofit organizations can be viewed as an important strategy for building civil society in local areas - the overall quality of life in the communities – the community capacity? See 6.1

## 2. Research Questions

### 2.1. Volunteer Profile

Who are the volunteers in the community? How many volunteers are working with the community justice project? What is the profile of the volunteers working in the community justice project?
Is volunteer information collected by the project?

- Gender
- Ethnicity
- Age
- Disabled
- Socio/Economic/Educational/Health status
- Employment
- Faith/Spiritual Roots
- Pre-victimization factors – previous experience with the justice system
- Reason for becoming involved with the community justice project (eg. serving/building the community, using skills and abilities)
- Reason for ceasing to be involved with the community justice project

### 2.2. Volunteer Roles & Responsibilities

What roles and responsibilities do the volunteers have in the community justice project?
Are volunteers' interest matched with their role and responsibility?
Are responsibilities shared?
Are their gaps in or duplication of services?

### 2.3. Volunteer Recruitment

Is there a process to recruit new volunteers?

### 2.4. Volunteer Skills and Experience

Are skilled volunteers available to work in the variety of community justice initiatives?
What experience and skills do the volunteers have with community justice?

- have little or no knowledge
- have some prior information or knowledge, and
- have knowledge and experience

### 2.5. - Volunteer Training and Support

**- see also chapter on Training & Education**
Do volunteers have access to help - support - from other volunteers; professional resources; community resources; line agency resources?

### 2.6. Volunteer Workload

Are volunteers made aware of demands on their time?
How many hours per week do the volunteers work for the community justice project?

- Training; service

Do these volunteers have other full-time or part-time employment?
Do volunteers take a break from their duties?

### 2.7. Volunteer Funding/Expenses

Does the community justice project provide funding for volunteer-related activities eg. Recruitment, training, support?
Does the community justice project provide funding for volunteer-related expenses?

### 2.8. Volunteer Recognition and Rewards

Are volunteers formally or informally recognized and rewarded for their work?
How?

- community recognition dinners
- certificates of appreciation
- awards
- community honour roles
- naming volunteers as "Keepers of the Community"

By whom?
How often?

## 2.9. Other Issues

Are there any other specific concerns and/or issues?

## 2.10. Successes

Are there any recommended good practices?

## 2.11. Challenges

Are there any specific challenges?

## 3. Relevant Documents, Studies and Practices – Yukon

### 3.1. Yukon Volunteer Bureau - 2002

– An office to match Yukon volunteers with the non-profit groups has been set up.
  o The federal and territorial governments are spending $100,000 on the Yukon Volunteer Bureau.
  o The money will be used for things like renting office space and hiring a coordinator.

### 3.2. Restorative Justice in the Yukon - 1999[1]

– Nine (9) noted that having enough volunteers is an area of concern.
  o Many of the smaller communities stated that they have a limited number of healthy and qualified volunteers.
    ▪ Often theses individuals are great in demand and are involved with other local projects and/or they have jobs.
    ▪ Consequently, the danger of volunteer 'burn-out' is very high.
– One (1) community suggested increasing the level of partnerships between government staff and community project workers by paying community staff for work usually done by government staff or increasing the use of secondments.

### 3.3. Building Community Justice Partnerships - 1997[2]

**Importance of Volunteers**
– Volunteers must be the central resource of any community justice process.
  o Without their input, many justice goals and certainly all the community development goals cannot be recognized.
  o Volunteers are essential – and must be treated as essential.
– This requires providing logistical support, training, justice agency cooperation and funding.
  • Isolation fosters burnout.
  • Those with expertise to assist must be easy to access.
  • Easily accessible and enthusiastic help from professional partners motivates, and helps sustain volunteers.
  • Developing Recognition and Rewards (R &R)/Appreciation and Recognition of Volunteers
    o Formal R&R
      ▪ community recognition dinners
      ▪ certificates of appreciation
      ▪ awards
      ▪ community honour roles
      ▪ naming volunteers as "Keepers of the Community"

**Training Volunteers**
– Training for volunteers enhances the quality of their contribution and provides a token of appreciation for their contribution.

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[1] In December 1998, the Minister of Justice tabled a draft discussion paper on Restorative Justice in the Yukon as part of the government's goal of fostering safe and healthy communities. To focus the consultation process, the draft Restorative Justice in Yukon paper and information pamphlets highlighted a number of issues and questions dealing with correctional reform, crime prevention, policing policy, victim services and community and aboriginal justice projects. In May-June 1999, the Minister of Justice, the Commanding Officer of the RCMP and members of their staff visited most of the Yukon communities to hear what Yukon people had to say about the future direction for Justice in the Territory. During the months of July-August 1999, the comments heard at the public consultation meetings were included in "Restorative Justice in the Yukon, Community Consultation Report." Copies of the report were made public.

[2] Stuart. Barry, Building Community Justice Partnerships, Aboriginal Justice Learning Network and Department of Justice Canada,1997, Available from http://canada.justice.gc.ca/en/ps/ajln/res.html

- o  Training enables volunteers to gain the competence and confidence necessary to be equal partners and to assume responsibility for difficult work.
- o  All volunteers must be able to access free courses on the following topics:
  - ▪  Advanced peacemaking, mediation and consensus building skills
  - ▪  Specific skills required to work with and assist victims or offenders
  - ▪  Knowledge of criminal justice processes (especially for volunteers working as justice of the peace or helping courtworkers, justice coordinators, police and probation officers)
  - ▪  Anger management lifeskills upgrading, substance abuse, parenting and other courses designed to help counsel or work with people in trouble.
- o  These courses should be offered on a regular basis and if possible be provided in a form that can be recognized and credited by schools, government and professional institutions.
- –  Many volunteers are engaged in their own healing path.
  - o  In most communities, there are not enough volunteers who have completed their healing.
  - o  While it is important for volunteers to have worked through most of their own struggles, and to avoid unloading their problems on those they have assigned to help, it is equally important to recognize helping others make an immense contribution to their own healing.
  - o  Working teams, with volunteers who have moved beyond their emotional and spiritual ailments, helps avoid the downside of 'messed-up people being placed in the hands of other messed-up people."

**Matching Interest and Responsibility**
Volunteers may be assigned once a year to be a Keeper, member of a Circle, or to be a part of a support group for an offender or victim, or work in any other capacity in which they feel comfortable and competent. Assignments of volunteers must consider their interests, skill and time availability. Assigning to volunteer responsibilities that fall outside their skill levels or interest can quickly undermine their enthusiasm. Intake procedures, reinforced by regular reviews of workloads, are necessary to assess what volunteers want to and can do, and to ensure they do not take on more responsibility than they can handle. Burnout can be caused by trying to do too much or by a sense of guilt or failure in not being able to successfully to complete the work that is simply too much or too difficult to accomplish alone.

Careful management of volunteer resources is indispensable to sustain and enhance any community justice initiative. Relying too much on a few hardcore 'super' volunteer fails to engage the community or engender overall community development.

Too often 'super' volunteers, those who throw themselves into working in the process, take on overwhelming emotional, financial and time commitments. They suddenly simply disappear – having completely exhausted their capacity to continue. When they do disappear, a large energy source is lost, a major underpinning of the organization is gone. These sudden disappearances of dedicated volunteers can be devastating to community justice on many levels. "Super volunteers" must be contained within reasonable workload responsibilities regardless of their enthusiasm to do more.

**Sharing Responsibility**
The emotional and time pressures of working within community justice projects can be overwhelming. Volunteers working in teams, or at least with one other person, helps prevent volunteers from becoming isolated from others and overburdened by a particularly demanding assignment. Sharing responsibility, working in teams, incorporates the necessary flexibility to reduce hard choices between responding to demands from their personal lives and from their volunteer work. Most importantly, working with teams provides the support and insight of others in working through the difficult challenges.

**Knowing Time Commitments**
Not knowing what time demands will be imposed keeps many potential volunteers away. Responsibility must be matched to the time commitments each volunteer can afford. Volunteers will stay longer if they feel they are not being overburdened and not letting others down by not being more involved. Respecting what volunteers can contribute and not abusing their contribution by overloading them retains their interest and support. The longevity of volunteer involvement is the best means of attracting others and of building credibility within the community.

**Roster of Volunteers**
The justice committee should maintain a roster of volunteers to work as support participants or participants in specific cases. Spreading the work a community justice initiative reduces vulnerability to burnout caused by extensive reliance on a few hard-core initiatives. Seeing new faces, new volunteers becoming involved, significantly raises the spirits of all people working within a community justice initiative. Community justice committees must constantly recruit and train volunteers. From a roster of volunteers, the community justice committee should assign the volunteers in accord with a volunteer's availability, time commitment, skills and interests and preferences to serve.

**Access to help**
Isolation fosters burnout. Volunteers must have access to help from other volunteers, from professional, community and line agency resources. Those with the expertise to assist must be easy to access. Easily accessible and enthusiastic help from professional partners motivates and helps sustain.

**Breaks**
Volunteers need breaks. They need time off to rejuvenate, time they can take without feeling they are letting others down, without feeling guilty for saying "I need a break". The demands of community justice can be very emotionally draining. Time out, or finding an entirely different way for volunteers to contribute, can sustain the well-being of volunteers.

**Mutual Respect**
A lack of mutual respect between formal justice agency professionals and volunteers creates debilitating adversarial relationships. A negative relationship ultimately saps the energy and commitment of many volunteers.
Volunteer burnout can be influences by an obviously uncooperative attitude within line agencies, and by a volunteer's inability to easily and usefully access line agency resources. The first step in generating respect among the partners is personal knowledge of each other's role and unique contributions. The second step involves gaining a mutual appreciation of how working together can advance their respective objectives. Once that occurs, a working partnership can evolve that avoids counter-productive adversarial interactions between community volunteers and professionals.

**Structural Changes within Professional Agencies**
All agencies easily adapt to utilize volunteers when the volunteer contribution aligns specifically with existing agency programs. However, the organizational structures of justice agencies are not especially suited to share power and work closely with community organizations that aspire to be more than extensions of a line agency. The composition, structures, functions, resources, and objectives of professional agencies and community organizations are fundamentally different. Melding these two quite different organizations into a community justice partnership calls for many significant changes, especially in decision-making and in the flow of information. Internal changes within both partners structures can be made to accommodate the need of the partnership without compromising the independence, confidentially, neutrality or integrity of people, policies or practices. Successful accommodation can be made if both parties desire to do so, and work together to find a way.

**Appreciation and Recognition of Volunteers**
Rarely are the contributions volunteers make adequately respected and appreciated. Community recognition dinners, certificates of appreciation, awards, community honour roles, naming volunteer as "Keepers of the Community" – any number of imaginative means of recognizing their work can reinforce and energize volunteers. The daily spontaneous personal expressions of appreciation from professionals and other citizens can mean as much or more to volunteers as any public ceremony of appreciation. Failing to recognize and celebrate the contributions both volunteers and professionals make to the community overlooks opportunities to reinforce the importance of community justice, to promote public support and to properly respect the sacrifices and work of people struggling to advance the best interests of their community.

**4. Relevant Documents, Studies and Practices – Other Northern Territories**

## 5. Relevant Documents, Studies and Practices – Other Canadian

### 5.1. Treasury Board Secretariat of Canada Performance Report- 2001[3]

**Volunteerism** fosters community integration and cohesion by encouraging friends, colleagues and neighbours to work together on matters of common interest or concern.

The voluntary sector is a channel for Canadians to become engaged and involved in improving life in their communities. In 2000, volunteerism accounted for 1.05 billion hours of unpaid work in Canada—approximately one fifth of the total hours of paid labour performed in the same year, or the equivalent of 549,000 year-round full-time jobs. These figures represent a decline from 1997, in part because over 1 million more Canadians were working in 2000 than three years previously, leaving less discretionary time (Labour Force Survey 2000, Statistics Canada).

In 2000, only 7 per cent of volunteers contributed 73 per cent of all volunteer hours. There is a risk of burnout for this core group as the number of volunteers falls and the pressure on the sector rises.

Rate of volunteering, Canadians aged 15+

|  | 1987 | 1997 | 2000 |
|---|---|---|---|
| Total population (000s) | 19,202 | 23,808 | 24,383 |
| Total volunteers (000s) | 5,337 | 7,472 | 6,513 |
| Volunteer participation rate | 26.8% | 31.4% | 26.7% |

Hours volunteered

|  | 1987 | 1997 | 2000 |
|---|---|---|---|
| Total hours volunteered (000s) | 1,017.5 | 1,108.9 | 1,053.2 |
| Full-time year-round job equivalence | 530,000 | 578,000 | 549,000 |
| Average hours volunteered per year | 191 | 149 | 162 |

*Source: Caring Canadians, Involved Canadians*, Statistics Canada, 2000

- The volunteer sector has a significant impact on the Canadian economy but it may be underestimated because it does not involve monetary exchanges.
    - For example, gross domestic product measures only economic transactions taking place in the market.
    - It is not designed to reflect the contributions of volunteerism to the Canadian economy.
    - Among the diverse sectors in which volunteering can take place are recreation, arts and culture, social services, education, and health care.
    - Volunteering among young people is particularly important.
- According to recent research findings, involvement in volunteering or other extra-curricular activities during the formative years is likely to translate into community involvement later in life.

### 5.2. The Voluntary Sector - 2001[4]

- Government activity can enable, rather than replace, voluntary activity.
- Moreover, voluntary activity and democratic governments require the same sorts of social conditions:
    - absence of extreme income inequality,
    - strong communities and
    - particular social norms and values.
- Conditions that make government provision of services untenable may simultaneously undermine the foundation for voluntary activity.
- The Organisation for Economic Co-operation and Development (OECD) argues that:
    - "Governments will increasingly stop doing directly what may be delegated to regional, municipal, co-operative, mutualist or private organisations [hence] letting citizens themselves—and no longer cold and distant bureaucracies— devise 'neighbourhood' solutions for everything

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[3] Treasury Board Secretariat of Canada, Canada Performance 2001, The Strength of Canadian Communities, http://www.tbs-sct.gc.ca/report/govrev/01/cp-rc2_e.html#_Toc530286203
[4] Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml Frances Woolley is Associate Professor, Department of Economics, Carleton University (frances_woolley@carleton.ca). This extract is from her longer paper, "Social Cohesion and the Voluntary Sector," forthcoming in *Teams Work Better: The Economic Implications of Social Cohesion,* edited by Lars Osberg and published by University of Toronto Press

pertaining to education, the fight against poverty, exclusion, drug trades, taking care of the young, dynamising a local environment, etc."[5]
– However, when comparing across countries, there is in fact a positive relationship between public expenditure as a percentage of GDP and people's membership in voluntary organizations.[6]
  o This finding is partly due to high membership and high government spending in the Nordic countries.
  o Economic studies generally find that government spending displaces voluntary provision to some extent, but at levels of between 5 and 28 percent — much less than the 100 percent displacement suggested by some theoretical models[7].
– The degree of displacement also appears to depend upon the type of government expenditures:
  o Kathleen Day and Rose Anne Devlin have found that in Canada the number of volunteers was negatively related to government expenditures on economy-related activities but positively related to government expenditures on health care.[8].
  o Meg Luxton cites similar findings: "British studies indicate that people are most likely to give support and aid to others when the others already have some sources of support and the caregivers are not faced with the possibility of having to take on full responsibility for the other."[9]
– Nevertheless, societies characterized by a democratic, participatory electoral process, shared values and an absence of extreme income inequality can be very different in terms of voluntary participation: some may have a thriving voluntary sector, others may have both strong governments and voluntary sectors while still others may choose to provide goods and services collectively through government, rather than through voluntary associations.
  o For instance, as examined below, Canada itself displays a wide variation in voluntarism rates across provinces.
– In general, however, it is not surprising that studies have not found an inverse relationship between government and voluntary activity since the conditions required for effective collective action through government are similar to those required for effective voluntary association.
  o Strong communities, religious values and certain family structures promote collective action—but it can be either private or public in form.
  o However, even if a society demonstrates the existence of a strong volunteer sector, it remains important to ascertain the quality of the resulting volunteer activities.

**Income inequality**
– Income inequality can make collective action difficult, both through governments or voluntary associations.
  o For instance, the existing consensus in support of health care financing through income taxes may erode as income inequality increases.
  o Indeed, when top income earners become relatively better off, they find themselves paying more income taxes— both in absolute terms, and as a percentage of their income.
  o This increases their "tax price," that is, the cost, in terms of taxes, of a dollar of government spending.
  o While the average voter may still support publicly financed health care, it would not be surprising if, faced with increasing prices for the same services, some portions of high income taxpayers no longer did.

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[5] Organisation for Economic Co-operation and Development (OECD), Societal Cohesion and the Globalising Economy: What Does the Future Hold? (Paris: OECD, 1997), pp. 73-74 cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[6] R.D. Putnam, "Tuning In, Tuning Out: The Strange Disappearance of Social Capital in America," in PS Political Science and Politics (December 1995), pp. 664-683. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[7] J.S. Ferris and E.G. West, "Private versus Collectivized Charity: Further Explorations of the Crowding Out Debate" photocopy, Department of Economics, Carleton University, 1998. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[8] K. Day and R.A. Devlin, "Volunteerism and crowding out: Canadian econometric evidence," Canadian Journal of Economics, Vol. 29, no. 1 (1996), pp. 37-53. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[9] M. Luxton, "Families and the Labour Market: Coping Strategies from a Sociological Perspective," in D. Cheal, F. Woolley and M. Luxton, How Families Cope and Why Policymakers Need to Know (Ottawa: CPRN, 1998), p. 65. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

- o Hence, it can be argued that government provision will be more likely if people's incomes are more evenly distributed.
- – Similarly, when it comes to voluntary action, people with similar incomes will find it easier to co-operate.
  - o While everyone may be made better off by co-operating, when people have different incomes, some may benefit more than others, depending upon how the benefits and costs of cooperation are shared.
  - o Because it is hard for heterogeneous communities to agree upon a fair division of costs and benefits, co-operation will be hard to sustain.
- – It could be argued that income inequality may strengthen the voluntary sector by increasing its material base of financial donations.
  - o An increase in income inequality involves a redistribution of income toward high income earners and away from low income earners.
    - ▪ Such a redistribution could translate itself in an increased amount of charitable donations if, relative to their income, high income earners give more to charity than low earners.
    - ▪ The charities set up by some of the extremely wealthy, such as the Rockefeller Foundation, testify to the potential giving power of the affluent.
    - ▪ However, if high income earners are relatively less generous, as some recent research suggests,[10] greater income inequality will tend to decrease charitable donations.
- – Finally, if voluntary activity has more to do with gaining work experience than providing public goods and services, income inequality may increase voluntary activity as a simple consequence of falling wages.
  - o There was a 15 percent increase in the number of youth (15 to 24 year olds) volunteering in Canada between 1987 and 1997, a period which coincided with decreasing employment opportunities and lower wages for young Canadians.
  - o When asked why they volunteer,
    - ▪ 54 percent of youth say that they want "to improve job opportunities," giving direct support to the volunteering-as-gateway-to-future-employment theory,
    - ▪ while 68 percent volunteer to "explore their own abilities" and
    - ▪ 82 percent to "use their skills and abilities," supporting the idea that volunteering is a way for youth to acquire valuable experience[11]
  - o In this case, volunteering may simply be working at a wage of zero.
- – Empirical evidence from the Luxembourg Income Study and the World Values Survey supports the view that income inequality is associated with lower levels of voluntary activity.
  - o Voluntarism was calculated from the World Values Survey and measured by the percentage of those surveyed belonging to or doing unpaid work for a voluntary organization.
  - o Income inequality measurement was based on the Luxembourg Income Study[12]
  - o Figures in both cases are for 1991 or 1992[13] A simple analysis of income inequality and voluntarism finds a strong negative relationship (r=-0.47).
  - o It is therefore extremely optimistic to think that the voluntary sector can offset rising income inequality.
  - o Instead, available evidence provides greater support to the view that rising income inequality erodes the foundation for voluntarism.

**Religion**
- – It could be argued, however, that the inverse relationship between income inequality and voluntary activity is simply a coincidence.

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[10] K.S. Chan, S. Mestelman, R. Moir and R. A. Muller, "The voluntary provision of public goods under varying income distributions," Canadian Journal of Economics, Vol. 29, no. 1 (1996), pp. 54-69. . cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[11] Statistics Canada, Caring Canadians, Involved Canadians: Highlights from the 1997 National Survey of Giving, Volunteering and Participating (Ottawa: Statistics Canada, 1998). . cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[12] Income inequality was measured by the Gini coefficient, using values calculated from the Luxembourg Income Study by P. Gottschalk and T. Smeeding in "Cross-National Comparisons of Earnings and Income Inequality," Journal of Economic Literature, Vol. 35, no. 2 (1997), pp. 633-687. . cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[13] Except for income data for Luxembourg (1985), Germany (1984), and France (1984). In all other cases income data for 1990, 1991 or 1992. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

- o Or perhaps it is the "broader communitarian sociability," to use an OECD term, of Northern European countries that creates democratic governance, lower income inequality and a commitment to voluntarism.
  - o Although it is not entirely clear which specific factor— religion, family structure, climate or another variable—creates this particular pattern in these countries, a trend does emerges from a data examination: the countries with the highest levels of voluntary activity are all pre-dominantly Protestant.
  - o Figure 1 shows rates of volunteering and religious beliefs for a number of countries in Western Europe and North America.
  - o In countries with significant Protestant populations, more people belong to or do unpaid work for voluntary organizations.
  - o For the countries studied, the correlation between the voluntarism rate and the percentage of the population that is Protestant is strong, positive and statistically significant, with r=0.76.
- – Why do predominately Protestant societies have so much more voluntary activity?
  - o A number of possible explanations are possible.
  - o The first set of explanations centres around the internal institutional structure of the church.
    - As Robert Putnam puts it "[in the Roman Catholic Church] vertical bonds of authority are more characteristic...than horizontal bonds of fellowship."[14] Orthodox Christian and Moslem churches also tend to have hierarchical structures.[15] By way of contrast, in most Protestant denominations, local churches are self-governing.
    - Local church governance tends to create small congregations, a greater number of churches and a corresponding need for voluntary participation in tasks ranging from parish administration to building maintenance.
    - Voluntary activity is unpaid work taking place within a specific institutional context, that of the voluntary association.
    - Conditions that lead to the growth of many small, non-hierarchical organizations will provide a warm climate for voluntarism.
  - o A second set of explanations revolves around religions' "social norms."
    - To the extent that religion tells us to love our neighbours as ourselves, praises the virtue of charity and restrains profit-motivated acts (for example through prohibitions on usury), it may increase people's commitment to give to others.
    - Overall, religious Canadians are more likely to be involved in voluntary activity, supporting the idea that religions in general foster charity and involvement.
    - However, François Vaillancourt has found that Protestants volunteer more than Catholics.[16]
- – It is therefore important to examine the differences between Protestant and Catholic social norms.
  - o Most Protestant churches — Baptist, Presbyterian, Methodist, Lutheran and Quaker — are voluntary associations.
  - o A key Protestant principle is the "believer's church,"[17] that is, only people who willingly volunteer their belief, should belong to the church.
  - o Catholic churches, by way of contrast, are just that—catholic, universal, all-embracing. In the case of Protestants, for whom church membership is a matter of choice, the ethic of voluntarism may spill over from religious life.
  - o Moreover, since for Protestants, religion is a matter of personal, individual belief, there is room for divergence in interpretation of the faith and growth of other institutions.

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[14] Putnam, op. cit. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[15] S. Knack and P. Keefer, "Does Social Capital Have an Economic Payoff? A Cross-Country Investigation," Quarterly Journal of Economics, Vol. 112, no. 4 (1997), pp. 1251-1288. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[16] F. Vaillancourt, "To volunteer or not: Canada 1987," Canadian Journal of Economics, Vol. 27, no. 4 (1994), pp. 813-826. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[17] M. Weber, "The Protestant Sects and the Spirit of Capitalism" in H.H. Gerth and C. W. Mills (eds.), From Max Weber: Essays in Sociology (New York: Oxford University Press, 1946) p. 313. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

– The claim that Catholic and Protestant theological differences have real effects can, and should, be greeted with scepticism.
  o How large can the theological differences be when entire Church of England congregations convert to Catholicism to protest the ordination of women, as happened in the United Kingdom during the 1990s?
  o Participation in religious organizations has a complex and ambiguous relationship with tolerance.
  o Yet the persistent, on-going and robust differences between Protestant and non-Protestant behaviour in Europe and North America suggest there is something about religion — perhaps theology — that does matter.
– If something intrinsic to the Protestant belief system has led to the emergence of strong voluntary associations in Northern Europe and North America, it would be unrealistic to expect these institutions to emerge rapidly in other countries, particularly developing countries.
  o Creating a particular form of civil society may involve fundamentally changing people's beliefs and values, including those religious beliefs which are at the heart of people's sense of self.
  o Moreover, if voluntarism is part of a specifically Protestant or Northern European ethic, one should be cautious about seeing voluntarism as a universal solution to social problems.
  o Attempts to impose a particular set of values on others not only show a lack of respect and tolerance but also are frequently doomed to failure.

**Pluralism**
– An alternative explanation of the coincidence between Protestantism and voluntarism is that voluntarism flourishes in Protestant countries because of the number and variety of churches, not any particular elements of Protestant belief.
  o On the contrary, in Catholic societies, the universality of the Catholic Church would create a "social monopoly."
  o A universal church can press for the creation of other social institutions — be they under church or government umbrellas — to do what is accomplished through voluntary organizations in religiously diverse countries.
  o Examples of Catholic Church involvement in social movements abound in Europe as illustrated by the Solidarity trade union in Poland, or the policy initiatives undertaken by the Christian Democratic parties in response to papal encyclicals in Western Europe.
  o Catholic influence over social policy can also be found in Irish and former West German reproductive or family legislation.
  o Quebec, too, has spear-headed social initiatives, such as $5 a day child care, which would be unthinkable in many other provinces. Catholic majorities may be able to make greater use of the State as a mechanism for ensuring social order and social justice.
– The number and variety of competing religious groups as a variable are emphasized in recent research on the economics of religion: "every available measure of piety... is greater in countries with numerous competing churches.[18]
  o Less significance, or none at all, is attached to a religion's theology. For example, Laurence Iannaccone argues that:
    ▪ People's religious affiliation or degree of religiosity seems not to influence their attitudes concerning capitalism, socialism, income redistribution, private property, free trade, and government regulation... This lack of correlation between religious and economic thinking is, of course, just one more blow to Weber's "Protestant Ethic" thesis.[19]
– The evidence on voluntarism provides some support for the idea that religious competition matters.
  o Countries without an established church, such as the United States, Canada and the Netherlands, record higher levels of voluntary activity than countries such as Britain, with a greater percentage of Protestants, but an established (Anglican) church.
– The growing diversity of Canadian society may, by fostering multiple faiths, promote voluntarism.
  o Yet it is dangerous to be overly optimistic.

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[18] L.R. Iannaccone, "Introduction to the Economics of Religion," Journal of Economic Literature, Vol. 36, no. 3 (1998), p. 1486. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml
[19] Ibid., pp. 1477-1478. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

- o It is a diversity of communities and organizations, rather than a diverse population per se, which seems to foster voluntarism.
- o At a community level, similarity of tastes and preferences facilitate collective action, whether through government or voluntary association.
  - For example, public provision of tennis courts is possible to the extent that enough people share a taste for tennis to make providing courts politically sustainable for local governments.
  - When people's recreational tastes are fragmented, with some preferring tennis, others soccer, swimming, basketball, skating, bird watching and so on, a consensus on which facilities governments should provide is hard to find.
  - In the same way, it is difficult to form a cricket league when cricket players are widely dispersed throughout the population. But if cricket players can connect, their ties can be the basis for a broader social network.

**Strength of family and other institutions**
- – The high voluntarism countries of Europe and North America have another common feature: household units tend to be small, based on nuclear-type families, rather than larger units based on community-type families.[20]
  - o Kinship networks may be large, but they are less important in mediating economic transactions.
  - o While the relationship between government and voluntary provision has been the subject of much research, the relationship between voluntary provision and other non-market institutions, such as family supports, has been almost completely ignored.
- – In official Canadian statistics, most unpaid work is not considered "voluntary" activity: caring for children, elderly dependants or other house-hold members are not counted as voluntary work.
  - o However, these activities are relatively common.
  - o In 1997, the National Survey of Giving, Volunteering and Participating found that three Canadians in 10 were volunteers, but seven in 10 Canadians provided some other form of help to people not living with them, such as shopping, baby sitting or driving.[21]
  - o Put another way, of the 216 minutes a day that the average Canadian spent in unpaid work (according to the 1992 General Social Survey), only 23 minutes involved civic and voluntary activity[22].
  - o Recognizing that voluntary activity is only one part of the social support network, and only one form of social interaction, is crucial to understanding the relationship between social cohesion and voluntary activity.
    - Arguably, one reason for the weak relationship found in empirical research between the level of government intervention or activity and the level of voluntary activity is that these studies have failed to take into account underlying social structures which influence both government and voluntary sectors.
    - For example, it is entirely possible that societies with smaller, more fragmented family units tend to create strong non-family institutions, including both social democratic governments and the voluntary sector, which are unnecessary in societies with other family structures.
- – Strong commitments supported by strong social, moral and legal sanctions are duties or responsibilities, not voluntary activity.
  - o Voluntary activities fall between duties on the one hand, and purely self-interested behaviour on the other.
  - o Voluntary activity is a sign of both cohesion and disintegration: without some cohesion, some sense of shared values or commitments, people would not volunteer at all.

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[20] E. Todd, *The Explanation of Ideology: Family Structures and Social Systems* (Oxford: Basil Blackwell, 1985). cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[21] Statistics Canada, 1998, op. cit. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

[22] Statistics Canada Web page, November 25, 1999; http://www.statcan.ca/english/Pgdb/People/Families/famil36a.htm. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

- o On the other hand, in a truly cohesive society, there may not be much volunteer work, as obligations to others may be seen as responsibilities which must be fulfilled, not something that is chosen.
    - ▪ For example, in Canada volunteer services such as Meals on Wheels exist in part because the elderly generally live on their own instead of in extended families, and many do not have family living close by (and if they did live in an extended family, the labour of their caregivers would not be counted as "voluntary activity.")
- – This raises another issue. Obviously, those societies with different family structures will not readily adopt a model of civil society that rests on voluntarism as developed in the Anglo-Saxon countries.
    - o Recent immigrants to Canada have different family structures from native-born Canadians.
        - ▪ For instance, older immigrant women are more likely than other older Canadians to live with extended family.[23]
        - ▪ A foreseeable consequence of this is that, in the event of families substituting for voluntary associations, the amount of observed voluntary activity will decrease, even if there is no decrease in helping others out.
    - o Substitution of family for civic organization may have no implications for the amount of social cohesiveness, but it may change the location of social networks, and the form of social interaction.
- – In sum, the voluntary sector is only one of many social institutions, and the strength of the voluntary sector may actually point to one of two opposite phenomena: a healthy society with many strong institutions or instability and contradictions within other social institutions.
    - o In countries such as Russia, where a strong State rendered unnecessary (and also monitored, limited and suppressed) voluntary activities, the collapse of the State and the economy has left a chaotic, incoherent society bereft of social institutions.
    - o In highly cohesive, rural, agricultural societies, where production and other activities revolve around strong family units, there may also be little voluntary activity, as defined by standard Western measures.
    - o Conversely, there is room for much more voluntary activity in countries such as Canada.
        - ▪ Where no universal church exists, but a rise in income inequality and in market-induced mobility pulls people away from extended family networks, the social fabric may be sufficiently strong to enable people to rely on voluntary associations to alleviate poverty and form community networks which compensate for a lack of family.
    - o However, while Canada has a long tradition of voluntarism, the strength of the voluntary sector needs to be assessed relative to the demands on it.

**Interprovincial variations in voluntary activity**
- – There is a wide variation in voluntary participation across provinces.
    - o The different data (shown in Table 1) tell a consistent story: Quebec, with a 22 percent volunteer

| TABLE 1 Voluntary activity across provinces | | | | | |
|---|---|---|---|---|---|
| | Charitable donations (1996 Income tax statistics) | | National Survey of Giving, Volunteering and Participating (Statistics Canada) | | |
| | Tax filers donating % | Median donation ($) | Donor rate % | Volunteer rate % | Membership rate % |
| Newfoundland | 22 | 260 | 84 | 33 | 49 |
| Prince Edward Island | 30 | 230 | 83 | 36 | 50 |
| Nova Scotia | 26 | 200 | 83 | 38 | 55 |
| New Brunswick | 25 | 230 | 82 | 34 | 47 |
| Quebec | 25 | 100 | 75 | 22 | 43 |
| Ontario | 29 | 180 | 80 | 32 | 52 |
| Manitoba | 30 | 190 | 81 | 40 | 58 |
| Saskatchewan | 29 | 240 | 83 | 47 | 62 |
| Alberta | 27 | 170 | 75 | 40 | 55 |
| British Columbia | 24 | 180 | 73 | 32 | 54 |

rate, is at the lowest end of the scale while Saskatchewan is at the highest with 47 percent.

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[23] F. Woolley, "Work and Household Transactions" in D. Cheal *et al.*, op. cit. cited in Woolley, Frances, The Voluntary Sector, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/woolley/woolley_e.shtml

- The low rates of voluntarism in Quebec are something of a puzzle. Quebec is arguably one of the most cohesive provinces in Canada. Quebec social and economic policy, for example the progressive income tax system, reflects a public commitment to reducing disparities in income and wealth. Quebec has a distinctive linguistic and cultural heritage, providing a basis for a shared identity. Compared to the other large provinces such as British Columbia, Alberta and Ontario, Quebec has much lower levels of immigration: less than 10 percent of the Quebec population are immigrants, compared to about 20 percent for the other large provinces.24 Quebec is also remarkably religiously homogeneous. According to the 1991 Census, 86 percent of the Quebec population is Catholic. The only other provinces which come close to this level of religious homogeneity — if one overlooks the divergence among Protestant denominations — are respectively Newfoundland, with 61 percent, and Saskatchewan, with 54 percent.
- There are a number of possible explanations for the low level of voluntary activity in Quebec. François Vaillancourt has argued that perhaps we would expect to find less volunteer activity in homogeneous regions because "voters in more homogeneous regions are more likely to agree on what goods and services they wish the public sector to provide and thus need less volunteer work."25 Quebec's $5 per day child-care policy is a case in point.
- Or quite to the contrary, the explanation might lie in the fact that, although Quebec may be in some sense a homogeneous society, in other respects, it is a deeply polarized one. While the majority of Quebecois share a common religious heritage and ethnicity, Quebec society is divided along other lines such as class, region, rural/urban and political affiliation.
- A third possibility is that inter-provincial variations in voluntary activity reflect religious differences across the provinces. The provinces with high voluntarism, Saskatchewan and Newfoundland, have a majority of Protestants, whereas the province with the lowest voluntarism, Quebec, is strongly Catholic. As argued above, Protestantism appears to be associated with social norms supporting voluntarism. A simple analysis of the interprovincial differences finds a strong positive relationship between the percentage of the population that is Protestant and measures of voluntary activity: a correlation coefficient of $r=0.64$ between Protestantism and membership of associations, of $r=0.74$ with Protestantism and volunteering, and of $r=0.82$ between Protestantism and the median amount donated.
- The analysis of interprovincial differences shows that voluntarism does not have a simple relationship with shared values or a common cultural heritage.
  - o Furthermore, to the extent that voluntarism could be linked to Protestant social institutions, great caution needs to be exercised in promoting a voluntarist ethic in societies with other religious traditions. Finally, Quebec data on voluntary activity show that in this, as in other things, Quebec is a "distinct society."

**The potential and limits of voluntary action**
- Is there any evidence that the voluntary sector provides services better than does government or the private sector? If so, which ones? What are the major advantages and disadvantages of voluntary provision?
- The voluntary sector is best at providing a fairly small quantity of high quality, personal goods and services.
  - o Evidence on the quality of voluntary provision can be found in studies of the service sector, where non-profit and for-profit nursing homes, day cares and hospitals operate side by side.
  - o Surveying the literature, Rose-Ackerman finds evidence that non-profit nursing homes and day cares occupied a different market niche from for-profit providers, providing higher quality services, often at a higher cost.26
    - ▪ Non-profit nursing homes received fewer complaints, and non-profit day cares ranked higher on measures of input quality such as child/staff ratios and teacher training.
    - ▪ On the other hand, studies of hospitals have found that organizational form is not associated with differences in quality or cost once differences in patient mix are taken into account.

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24 Quebec also has a smaller visible minority population than the other large provinces— around 6% compared to 10% in Alberta, 15% in Ontario, and 18% in British Columbia.
25 F. Vaillancourt, op.cit., p. 818.
26 S. Rose-Ackerman, "Altruism, Non-profits, and Economic Theory," The Journal of Economic Literature, Vol. 34, no. 2 (1996), pp. 722-3.

- ▪ This finding is in line with the literature on privatization, which has found that market structure or, more specifically the degree of market competitiveness, matters more than the type of ownership (public or private)[27].
- ▪ In short, when non-profit and for-profit firms operate in the same environment, producing the same services and competing for the same customers, they will tend to produce similar quality goods and services.
- Yet if for-profit companies can provide comparable goods and services to non-profits, why do non-profit providers emerge?
    - o Rose-Ackerman suggests ideology is a key reason for non-profit entry.
    - o The ideologue, that is, someone with a particular religious conviction or approach to care giving, will be attracted to the non-profit form because of the lack of owners or investors who might question ideologically motivated investments.
- Rose-Ackerman's work hints at a conflict between the non-profit form and accountability.
    - o The accountability of volunteers is also called into question by psychological research.
        - ▪ Voluntary service provision can conflict with responsiveness to client needs.
    - o Basically, volunteers provide their own labour, for free, because the job they are doing fulfills their own needs.
    - o Bruno Frey, in a survey of psychological studies on intrinsic motivation, concludes that the more rewards are "contingent on task engagement and on the performance desired" the more intrinsic motivation will be crowded out.[28]
        - ▪ This implies that volunteers required to provide the services according to someone else's specifications will lose their intrinsic motivation.
        - ▪ Indeed, when volunteers are required to work to particular specifications, they become little more than workers who are just like any others, except that they are not paid.
- Voluntary provision is associated with a complex set of power relationships.
    - o If, as in a restaurant, service providers are required to perform tasks to a certain standard, power is in the hands of service recipients.
    - o However if service providers' only reward is job satisfaction, they will need to derive intrinsic motivation from, for example, becoming actively involved in decision making, or having control over their work.
    - o Decision-making ability and control will place power in their hands.
    - o Gifts are sometimes seen by anthropologists as "first and foremost a means of controlling others."[29]
    - o In the same way, volunteers working for job satisfaction have social power over service recipients.
- The Lady Bountifuls of Victorian England who distributed alms to the poor got their "pay" in the gratitude and deference expressed by those they assisted — and they could choose whom to assist[30]
    - o Private charity may well be less universal and more discriminating than government assistance.
    - o People are more likely to be intrinsically motivated when they have "extensive ... participation possibilities,"[31] that is, they are involved in decision-making.
    - o This suggests that, for instance, people would be unwilling to volunteer for private charities which implement universal, government-determined criteria for benefit eligibility.
- Moreover, intrinsic motivation appears to be stronger when there is a personal relationship between people.
    - o Voluntary agencies will, therefore, tend to be most successful in helping people who have personal ties to the agency.
    - o In a sense, the fact that volunteers build personal ties and become engaged with the people they are helping by, for example, baking chocolate chip cookies, can be extremely positive: it can build cohesion by strengthening community networks.

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[27] J. Cullis and P. Jones, Public Finance and Public Choice, 2nd Edition (Oxford: Oxford University Press, 1998).

[28] Unfortunately, these otherwise comprehensive data do not include any information on the contribution of volunteers. Yet, that contribution is considerable, whether it be in governance, fund raising or certain aspects of the institutions' operations.

[29] B. Frey, "Motivation as a limit to pricing," Journal of Economic Psychology, Vol. 14 (1993), pp. 646-647.

[30] Mauss cited in D. Cheal, The Gift Economy (London and New York: Routledge, 1988), p. 3.

[31] B. Frey, op.cit.

- o However, universalistic, non-discriminatory norms may become eroded if voluntary workers devote most of their help to those with whom they have, say, personal ties of language, religion or ethnicity.
  - o This could lead to the exclusion of people lacking religious ties or clear community identification and reinforce social or ethnic stratification.

**Conclusion**
- – Voluntarism is just one form of collective action, one way of providing care, support and community services.
  - o Providing these supports and services through voluntary associations, rather than government or kinship networks, appears to be the product of a particular coincidence of social circumstances, including certain religious structures, similar preferences, absence of extreme income inequality, and small families.
  - o Voluntary activity may indicate weakness in other social institutions, such as government or family, as well as strength in the voluntary sector.
  - o If volunteer activity is viewed as nothing more than unpaid work, it may be a symptom of rising wage and income inequality, rather than increasing social cohesion.
  - o If governments wish to replace public provision of services with other forms of delivery, the discussion here suggests that universal access to services and empowerment of service recipients are at risk.
- – I do not intend here to diminish the value of volunteering, or to deny the contribution of volunteers to Canada's schools, our junior hockey and ringette leagues, our hospitals and our blood supply, and a whole host of community activities.
  - o But it is not a magic solution for Canada's, or any other country's, social and economic ills.
  - o Volunteering is just a way among many of building healthy, vibrant, cohesive communities.

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## 5.3. What We Should Know About the Voluntary Sector But Don't - 2001 [32]

### Definition:
- – no single definition of what constitutes the voluntary sector can be satisfactory because the appropriate definition depends on the purpose of the analysis or on one's objective in the development of data.
- – Most definitions of the voluntary sector, exclude informal or unmediated acts of volunteering.[33]
  - o That is, the sector is defined with reference to its organizations.
  - o The following criteria are broadly accepted as useful in drawing boundaries.[34]
    - ▪ To be considered a "voluntary organization" it must:
      - • a) have some degree of organizational permanence;
      - • b) not be part of nor be controlled by government or any other outside entity;
      - • c) plow back any profits into the basic mission of the organization; and
      - • d) exhibit some meaningful degree of voluntary participation, either in conducting the organization's activities or in managing or directing its affairs.

### Abstract

- – Much is known about volunteering and donating behaviour, but there are major gaps in our knowledge of voluntary sector organizations.

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[32] Dreessen, Erwin, What we Should Know About the Voluntary Sector but Don't, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/dreessen/dreessen_e.shtml Erwin Dreessen is Manager, Research, Small Business Policy Branch, Industry Canada. He is a former member of the PCO Voluntary Sector Task Force and recently completed an assignment with Statistics Canada. Any views expressed do not necessarily represent those of the PCO, Statistics Canada or Industry Canada.
[33] For a more expansive definition, embracing both behaviour and organizations as well as areas that are within the sphere of interest of the voluntary or non-profit domain, see E. Dreessen and P.B. Reed, "Treatment of the Voluntary Domain in Canadian Official Statistics," Nonprofit Sector Knowledge Base Project, Statistics Canada (2000) cited in Dreessen, Erwin, What we Should Know About the Voluntary Sector but Don't, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/dreessen/dreessen_e.shtml
[34] Adapted from L.M. Salamon and H.K. Anheimer, Defining the nonprofit sector: A cross-national analysis, Johns Hopkins Nonprofit Sector Series 4 (Manchester: Manchester University Press, 1997), pp. 33-34. cited in Dreessen, Erwin, What we Should Know About the Voluntary Sector but Don't, ISUMA, Canadian Journal of Policy Research, Volume 2 N° 2 • Summer 2001, http://www.isuma.net/v02n02/dreessen/dreessen_e.shtml

- o As for non-profit organizations that are not registered charities, there are very few hard data: it is not known how many there are, what they do or what their economic or social impact is.
- None of these criteria can be applied in a hard and fast way, i.e., judgment calls inevitably have to be made, but they do assist in drawing boundaries.
  - o Registered charity status is conventionally deemed sufficient for an organization to be included in the sector even though, in the case of hospitals and universities, one may argue that they are so dependent on financing by governments that they are "controlled" by them and therefore do not qualify as voluntary organizations.
    - ▪ Yet, their legal status inevitably draws them into the realm of the charitable sector.
    - ▪ The way out of this definitional conundrum is to include them but to do so as a distinct category.
- In sum, when the objective is to acquire a better understanding of the voluntary sector, a broad definition is indicated.
  - o Such a definition should encompass both public interest and mutual interest organizations that satisfy the noted criteria to a significant extent and include related businesses operated by any of these organizations.
  - o

**Information needs**

- What issues confront the sector, and what information should be brought to bear on them?
  - o The answers depend on who is asking the questions.
  - o To the sector itself, the most fundamental issue relates to its very *raison d'être:*
    - ▪ What is its distinct role?
    - ▪ Should it strive to be less dependent on government financing rather than adapt its mission to suit government objectives?
  - o Taking a step back from such existential issues, the sector recognizes that it is in need of significantly increased knowledge about itself: its size and composition, how it is financed and what other resources are at its disposal, where the money goes, what needs are addressed and what its "outcomes" are.
    - ▪ Typically, organizations know the answers to most of these questions in their own case but at the subsector and total sector level the answers range from fragmentary to nonexistent.
  - o As a result, the sector has difficulty conveying to the general public what it is about, and its ability to solicit support is hampered.
    - ▪ The sector would greatly welcome objective measures of its financial health, efficiency and effectiveness.
    - ▪ As well, it always looks for improved ways of attracting and retaining both volunteers and donors.
    - ▪ All of this information is seen as most useful if it is available at the local as well as the national level.

- Issues of accountability, effectiveness and efficiency are also foremost in the minds of the general public and of politicians in particular.
  - o Citizens want a way of checking out the merits of a specific organization as well as getting an overall sense of the value of the sector's contribution to the working of society.
  - o Who is better at serving social needs: governments directly, non-profit organizations or the private sector?

- Finally, for many government departments at both the federal and provincial level, collaboration with volunteers and voluntary sector organizations is essential in the fulfillment of their mandate, both in terms of program delivery and with regard to policy development.
  - o Yet, few departments have a firm understanding of the effectiveness or even the magnitude of that collaboration, or of how that manner of fulfilling their mandate compares with alternative ways.
  - o Faced with continuing demands for funding, governments also have an interest in understanding better what alternative sources of funding are feasible for voluntary sector

> organizations and what could be done to reduce the sector's fiscal dependency on government funding.
> - o Beyond matters of financing and expenditures, other issues before governments, which intimately involve voluntary organizations, include the promotion of improved governance and accountability, citizen engagement and social integration

**What we know**

– What do we know about the sector?[35] As a result of three national surveys, we know a lot about volunteers: who they are, what and how much they do, what types of organizations they do it for, and why.
  - o The 1997 National Survey of Giving, Volunteering and Participating (NSGVP), in particular, is arguably the best survey on volunteering held anywhere in the world.
  - o We also know a fair bit about donations, particularly donations to charitable organizations, both from family expenditures surveys and income tax returns. (The 1997 NSGVP also offers rich data on the act of donating money, as well as on participating in civic affairs.)
  - o On the other hand, we know extremely little about organizations in the sector.

**Volunteering**

– The 1997 NSGVP found that, between November 1, 1996 and October 31, 1997, 7.5 million Canadians aged 15 or over (that is, 31% of the relevant population) volunteered a total of 1.1 billion hours of their time through organizations.
  - o That is equivalent to 578,000 full-time jobs or more than the labour force of Manitoba.
  - o On average, a volunteer contributed 149 hours.
  - o Compared to 1987, the volunteer participation rate increased (from 27%) but the average number of hours decreased (from 191 hours), still resulting in a net increase in total hours (from 1.0 billion hours).[36]
  - o In contrast, in 1980 the volunteer participation rate was only 15 per-cent, representing 2.7 million persons who contributed 374 million hours, or an average of 137 hours per volunteer.

– With a few exceptions, the personal and economic characteristics of volunteers have not changed greatly over a 10-year span.
  - o In both 1987 and 1997, the volunteer participation rate and hours volunteered were rather evenly distributed across age groups, except for those aged 65 and over where the participation rate was lower but the number of hours significantly higher.
  - o Women volunteered slightly more than men.
  - o Married and single persons volunteered more than those widowed, separated or divorced but they contributed fewer hours.
  - o Participation and hours increased with education; the participation rate was particularly high for those with a university degree; compared to 1987, the participation rate of those with less than a high school diploma nearly doubled while their hours dropped by nearly half; in fact, the participation rate in the 15 to 24 age group nearly doubled between 1987 and 1997.
  - o Respondents who attended church weekly or who considered themselves to be very religious tended to volunteer more, both in terms of participation rate and number of hours.
  - o Volunteers tended to be employed, especially part-time, but the highest average number of hours were contributed by those not in the labour force.
  - o Finally, the participation rate increased with household income while hours volunteered tended to slightly decrease.

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[35] For a more detailed survey of our state of knowledge about the sector, including a summary of salient findings and a bibliography, see E. Dreessen, "What do we know about the voluntary sector? An overview," Nonprofit Sector Knowledge Base Project, Statistics Canada (2000). For a detailed review and assessment of available data, see Dreessen and Reed, op. cit. Another useful reference is P. Reed and V. Howe, "Publicly Available Data Resources on the Nonprofit Sector in Canada," Nonprofit Sector Knowledge Base Project, Statistics Canada (1998).

[36] These results and those in the next two paragraphs are taken from M. Hall et al., Caring Canadians, Involved Canadians: Highlights from the 1997 National Survey of Giving, Volunteering and Participating, Statistics Canada Cat. No. 71-542-XPE (August 1998), chapter 2. See also P. Reed and K. Selbee, "Distinguishing Characteristics of Active Volunteers in Canada," Nonprofit Sector Knowledge Base Project, Statistics Canada (1999); a summary of this report is available on Statistics Canada's Web site in the Brief Report Series on the Nonprofit Sector Knowledge Base Project, Cat. No. 75-F0033-MIE00002.

- The 1997 Survey also provides detailed information about how the respondents became involved in volunteering, their motivations, the type of organization they supported, what activities they engaged in and the benefits they derived from volunteering.
  - o All these dimensions may be compared with results from the 1987 Survey and for some (including the socio-demographic dimensions) there are equivalent results in the 1980 Survey.
  - o All data are also available by province.
  - o Much analysis can be performed at the sub-provincial level.
- A very significant characteristic of the data is that volunteering activity (as well as donating and civic involvement) is extremely unevenly distributed.
  - o As the Reed and Selbee article in this issue shows, a "civic core" consisting of 28 percent of the total population aged 15 and over, accounts for 83 percent of total volunteer hours, 77 percent of total dollars donated and 69 percent of all participation in civic events.
  - o Looking at the volunteering dimension alone, again recall that nearly 69 percent of the adult population did not volunteer at all, at least not through organizations.
  - o Among those who did, one third contributed 32 hours or less over the course of the year, while one third contributed 128 hours or more; the latter group accounted for 81 percent of total volunteer hours.[37]
- Several other studies have been conducted, based on the 1997 NSGVP data. Jones provides a portrait of volunteers aged 55 to 64, 65 to 74 and 75+.[38]
  - o He finds that the lower participation rate in formal volunteering noted earlier is primarily due to lower rates among those aged 75 and older.
  - o However, both the 75+ and the 65 to 74 groups contributed significantly more hours than did the rest of the population.
  - o Most likely to volunteer were seniors in the Prairie provinces, Nova Scotia and New Brunswick or in rural areas anywhere.
- In another paper, Jones focuses on youth, using a shift-share technique to decompose the near-doubling of the volunteer participation rate of people aged 15 to 24 between 1987 and 1997.[39]
  - o He finds half of the rise explained by the growing inclination of full-time students to volunteer; another third is due to a similar inclination by other youths; and 14 percent is due to increased full-time school enrollment. The weight of these factors varies considerably across provinces. The paper points to differential labour market conditions facing young people and suggests that the rise in their rate of unemployment and in involuntary part-time employment may be behind the surge in volunteering.
- Human Resources Development Canada commissioned two studies.
  - o One pays particular attention to the relation between volunteering and employment outcomes[40].
  - o Another deals with employer support for volunteering by employees[41].
- Also worth noting are 20 two-page fact sheets available on the Web site of the Canadian Centre for Philanthropy; 13 of those focus on Ontario, including one for each of nine individual cities.
  - o As well, the Centre's Web site offers two studies: "Religion, Participation, and Charitable Giving"[42] and "Encouraging Volunteering Among Ontario Youth."[43]

**Donating**
- The 1997 survey also dealt with donating behaviour and with participation in civic events.

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[37] Hall et al., 1998, op. cit., p. 28.
[38] F. Jones, "Seniors who volunteer," Perspectives on Labour and Income (Autumn 1999), pp. 9-17. The paper also draws on time-use data from the 1992 General Social Survey.
[39] F. Jones, "Youth volunteering on the rise," Perspectives on Labour and Income (Spring 2000), pp. 36-42.
[40] Ekos Research Associates and Canadian Policy Research Networks, "Analysis of Volunteering: Results from the 1997 National Survey of Giving, Volunteering and Participating," Applied Research Branch, HRDC, R9911E.a (April 1999). See also the paper by R.A. Devlin in this volume of Isuma.
[41] C. Kapsalis, "Analysis of Volunteering: Employer Support for Employee Volunteerism," Applied Research Branch, HRDC, R9911E.b (August 1999).
[42] K. Bowen, "Religion, Participation, and Charitable Giving" (1999), available on the CCP Web site.
[43] A. Febbraro, "Encouraging Volunteering Among Ontario Youth" (1999), available on the CCP Web site. Additional analyses of volunteering based on the Statistics Canada surveys include: F. Jones, "Community involvement: the influence of early experience," Canadian Social Trends (Summer 2000), no. 57, Cat. No. 11-008-XIE000015079 and 11-008-XPE000015087; K. Selbee and P. Reed, "Patterns of Volunteering over the Life Cycle," Statistics Canada, Nonprofit Sector Knowledge Base Project (2000), draft, 33 pp.; and P. Reed, K. Selbee, A. O'Connell and R. Laforest, "Just What Can They Be Thinking? The Social Reasoning Associated with Decisions about Volunteering and Charitable Giving," paper presented at the Arnova Conference 2000, New Orleans, 15-19 November, 2000

- o While the latter dimension is useful as context for understanding the voluntary sector, donating, like volunteering, goes to the heart of knowledge about the sector.[44]
  - o Unfortunately, interpretation of the survey data on donating behaviour is marred by a certain ambiguity in the questions, related to whose behaviour — the respondent's or the respondent's household — is being probed.
  - o As a result, while aggregate data are quite reliable, more detailed analysis has to be handled with care.
- − There are, however, two other sources for data on charitable donations by individuals, namely the Survey of Family Expenditures (since 1997 renamed Survey of Household Spending) and income tax returns.[45]
  - o While these sources do not allow association of donations with labour force-type information or other characteristics that have proven so useful in the analysis of volunteering, their great advantage is that they permit the construction of long time series.
  - o The family expenditures data, in particular, provide a fascinating picture of evolving patterns of generosity in Canada[46]
- − Especially important are the findings of a narrowing base (a declining percentage of households which donate), a precipitous shift in donating away from religious charities and a modest shift toward non-religious charities, and a large increase in the percent of disposable income that is allocated to gifts other than charitable donations[47].
  - o These trends contain several warning signs for the future of the voluntary sector, not only in terms of the donating base but also in terms of the pool of volunteers, because two strong findings of the 1997 NSGVP are the high correlation between religious and voluntary behaviour, and between volunteering and donating.

**Non-charitable non-profit organizations**
- − If we know a fair amount about individual behaviour regarding volunteering and donating, our knowledge of organizations is astonishingly incomplete.
  - o Statistical data on non-profit organizations that are not registered charities are limited to a few categories surveyed by Statistics Canada in 1973 and 1974, data on trade unions, the collection of which was discontinued after 1995, and data on non-financial co-operatives published by Agriculture and Agri-Food Canada's Cooperatives Secretariat and on credit unions and *caisses populaires* provided by the Department of Finance.
  - o As well, since 1993 the largest non-charitable non-profit corporations have been required to file an annual return with Revenue Canada (now the Canada Customs and Revenue Agency).
  - o Efforts by a few researchers to estimate the total number of non-charitable non-profit organizations suggest that the available data cover only a small portion of this component of the voluntary sector.]
  - o Even so, the less than 5,000 large non-profits that filed with Revenue Canada (out of a total — large and small — that may well exceed 100,000) reported revenues of close to $10 billion.
  - o Unfortunately, while this is an impressive number, the data provide few clues on what types of organizations are captured here because, measured by revenues in 1993, two thirds are in an unspecified Other category; Revenue Canada is reported to believe that this group is dominated by housing co-operatives and also contains religious and health services organizations.

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[44] For analysis of one aspect of the donations data in the 1997 NSGVP, see F. Mata and D. McRae, "Charitable Giving among the Foreign-born in Canada," paper presented at the Fourth International Metropolis Conference, Washington, D.C., December 9, 1999, p.21. See also Reed, Selbee, O'Connell and Laforest, op. cit.

[45] Data on corporate charitable donations are available from corporate income tax returns. As well, Statistics Canada provides quarterly estimates for national accounts purposes; see Table 29 in National income and expenditure accounts, quarterly estimates, Cat. No. 13-001-PPB for seasonally adjusted data and Table 55 in idem, Cat. No. 13-001-XPB for unadjusted data.

[46] See P. Reed, "Generosity in Canada: Trends in Personal Gifts and Charitable Donations Over Three Decades, 1969-1997," research note prepared with the assistance of M.-C. Couture, Nonprofit Knowledge Base Project, Statistics Canada, 1999. A summary of this paper is forthcoming in the Brief Report Series on Statistics Canada's Web site, Cat. No. 75-F0033MIE.

[47] The percentage of households making charitable donations declined from 79% in 1969 to 70% in 1996. The decline is observable in all regions and various types of households except those headed by a person over age 65, where the donor rate increased from 77% to 82%. Averaged over all households, charitable contributions (in constant 1996 $) increased from $371 in 1969 to $405 in 1996. Total giving, however, (that is, charitable contributions plus gifts to persons outside the household) increased from just below $1,000 in 1969 (3.3% of disposable income) to $1,700 in 1996 (4.5% of disposable income). The decline in the donor rate for total giving was much less pronounced than it was for charitable contributions alone: it stood at 90% in 1969 and at 87% in 1996.

- o Other categories are Agricultural (10%), Professional (8%), Recreational (7%), Civic Improvement, Educational, and Arts/Cultural organizations (about 2.5% each), and Boards of Trade and Multicultural organizations (each less than 1%).
- o Looking at average revenues by category, agricultural non-profits dominate with $5.5 million each, while all other categories average $2.0 million or less.[48]
- Two conclusions are inescapable:
    - o first, non-charitable non-profit organizations are by no measure a negligible phenomenon, and
    - o second, we are almost completely in the dark about even the most basic data for this segment of the voluntary sector.

**What we don't know**
- This brief overview of our state of knowledge of the voluntary sector should leave any person shaken by the huge gaps.
    - o Even about individual volunteers where, as indicated, our state of knowledge is extensive, some puzzles remain.
        - ▪ For example, we know little about volunteer churn or about volunteering over the life cycle.
        - ▪ Nor do we know to what extent the data on volunteering are "contaminated" by compulsory programs as now exist in Ontario high schools or by **court-ordered community service,** or what linkages there are between personal characteristics or experiences and the decision to volunteer for specific types of organizations.
    - o Besides, while new data are always desirable, it should be said that studies published to date based on the 1997 NSGVP have not yet exhausted the potential of this data base.
        - ▪ Local-level analysis, for example, has barely begun.
- Where ignorance hurts most, however, is in the area of organizations proper.
    - o As already indicated, we know virtually nothing about voluntary organizations that are not registered charities: how many there are, what they do, what their economic heft is and their social impact.
    - o At best we have only fragments in hand, and in the absence of an overall picture we cannot put these fragments into perspective.
    - o However, it is important to realize that, even if and when Revenue Canada's data are fully validated and properly classified, they will not suffice to answer some of the key questions posed by voluntary sector organizations themselves, and by the general public and governments.
    - o These questions pertain to efficiency and effectiveness; the questions are just as relevant for non-charitable organizations.
- Two missing elements make efficiency assessment difficult: to measure and compare efficiency, one needs consistently recorded data as well as information on the use of volunteer labour. Revenue Canada's information returns are deficient in both respects.
    - o The data do not, in general, allow for the mapping of networks in the charitable sector, and charities are not asked to report on their use of volunteers.[49]
    - o Two sorts of networks gum up any analysis:
        - ▪ the relationship between various United Ways and their respective affiliates — they have different ways of accounting for overhead and fundraising costs; and
        - ▪ the relationship between foundations and their beneficiaries, where again practices of accounting for costs vary. Only where there is an exclusive one-to-one relationship is a solution through consolidation feasible.
- Matters get worse when one is after measures of effectiveness.
    - o But the difficulty here runs deeper because of the problems inherent in measuring outcomes for organizations engaged in social or membership services.
    - o Measurement is likely to be feasible only in selected cases; in others one may have to make do with constructing and tracking indicators, or give up on the endeavour altogether.[50]

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[48] Information in this paragraph is taken from Day and Devlin, op. cit., pp. 26-31 and Appendix D.
[49] Questions on the use of volunteers were dropped in the 1997 reform of the annual information return. The only published report on responses to these questions (Campbell, op. cit.) concluded that they are not very reliable.
[50] For a discussion of the need for, and difficulties in measuring program outcomes, see Panel on Accountability and Governance in the Voluntary Sector, Building on Strength: Improving Governance and Accountability in Canada's Voluntary Sector (The Broadbent Panel Report), Final Report (February 1999), pp. 36-41, which includes a reference to the benchmark approach pioneered in Oregon. Judith Maxwell has addressed the issue in Public Policy Forum, Advancing the Dialogue between the Voluntary Sector and the Private Sector:

- Finally, at both detailed and aggregated levels, we live in virtual ignorance of the financial flows between governments and voluntary sector organizations.
  - o (As of the year 1997, the Canadian Customs and Revenue Agency data on charities distinguish between various levels of government as sources of revenue; this will be of significant help.)
  - o The data exist in the public accounts but they are so massive and come in so many guises that tracking and characterizing them in a meaningful way is a major challenge.
  - o The fact that by far the major source of government financing is at the provincial level multiplies the difficulty.
  - o Yet, until this work is done, and is extended over a number of years, one cannot, on the basis of hard evidence, begin to tackle some of the issues that confront the relationship between governments and the sector.

**Priorities for information development and research**

- What clearly emerges from this overview of our state of knowledge about the voluntary sector is that the top priority in improving our understanding is better information about the organizations that make up the sector.
  - o It should be fairly straightforward to define the scope and objectives of a survey of organizations; the major challenge will be to identify a sampling frame.
- The essential purpose of an organizational survey would be to obtain, for the first time in Canada, a comprehensive and detailed profile of the sector, namely, the size, sources of revenue, other resources (including volunteer input), use of paid staff and other major categories of expenditure of each component.
  - o As indicated earlier, it will be more difficult to measure activities, needs addressed and outcomes; this will likely be feasible for certain sub-sectors only.
- Work is about to start at Statistics Canada on the construction of a Satellite Account within the framework of the System of National Accounts.
  - o This project is expected to reach maturity in about three years and will be very useful in that it will provide an overarching integrative picture of the sector.
  - o In the course of its development, the project will help identify the gaps in our knowledge.
  - o However, by its very nature the picture it will allow will be at a very aggregate level and therefore have limited informative value for any subset of the sector.
- Voluntary sector organizations offer an extremely useful window on understanding the forces at work in contemporary society such as globalization-induced economic transformation, income polarization, weakening of the social safety net, sustainable development challenges, preservation of cultural identity and reduction in the legitimacy of democratic institutions.
  - o Urgent research is required if we are to get a better handle on the interplay between the voluntary sector and these many profound forces of change.

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## 5.4. Community Justice Volunteer Mobilization Project -2000[51]

**Executive Summary**

- In October 1999 the John Howard Society of Moncton initiated a project designed to address crime prevention through the development of Restorative Justice practices in the Greater Moncton area.

  - o With initial funding from the Community Mobilization Program of the Solicitor General Canada this project also gained support from several other partners and established hands-on partnership committees to guide the development and implementation of this project.

- The directions for this project were

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The Third Canadian Leaders' Forum on the Voluntary Sector — Summary of Discussions and Outcomes (May 31 – June 2, 1999), pp. 4650; see also Canadian Policy Research Networks, Network News, No. 7 (Fall 1999).
[51] Community Justice Volunteer Mobilization Project, Final Project Report September 15, 2000, A project of the John Howard Society Moncton, New Brunswick Funded by the Department of Justice Canada National Crime Prevention Centre: Community Mobilization Program http://www.realjustice.org/Pages/t2000papers/t2000_jhsmonc.html

- o the recruitment, and training of volunteers to participate in restorative justice initiatives;

- o the development of committed partners and a working partnership structure that facilitates continued development of crime prevention initiatives, community involvement and restorative justice practices; and

- o specific efforts designed to increase community awareness and support for restorative justice.

– During the eight months that this project unfolded there were several key activities that addressed these objectives.

- o The recruitment and training program for volunteers encompassed an average of sixty-plus hours per volunteer.

  - ▪ This one aspect involved a total of 1100 volunteered hours and resulted in new trained volunteers, increased skills in existing volunteers, and increased information and skills for the staff from partnering agencies.

  - ▪ As an outcome of the training several new initiatives in restorative justice have been supported and implemented.

  - ▪ Further, the coordination of the Adult Alternative Measures Program and direction for Community Justice Forums have been clearly established.

  - ▪ Those persons, who participated in the training, acknowledged that the information/education and exposure to restorative justice has had an impact on their ability to work in the community and their personal response to crime in their community.

– A second activity area of increased community awareness throughout the project was the work of university students, public speaking presentations, and media coverage.

- o At least twenty-two presentations were made.

- o There has been a significant flow of information about restorative justice in the Greater Moncton Area as a result of this project which has had a positive impact on both the John Howard Society and the partners within this project.

- o The evidence of this increased information has been in the ongoing call for more presentations, and the requests for the John Howard Society to participate in other community initiatives that support and extend this work.

– All activities associated with this project were enacted directly with the support of partners.

- o In the end these partnerships resulted in increasing the collective knowledge and support for restorative justice in this community.

- o This project was able to achieve its objectives through the work of the community partnerships developed. Further, the work of this project has built a supportive framework for Phase II of this initiative.

**Introduction**

– This report is submitted as a compilation final project summary report and evaluation report for the Community Justice Volunteer Mobilization Project.

– This project activities blended into one another, overlapped, and initiated each other.

o This report has organized the reporting of the major work of the project under the headings of 'Volunteer Mobilization' 'Partnership Development' and ' Community Awareness' to correspond to the project's objectives.

o The evaluation and learnings from each of those components is compiled in separate sections.

o The report concludes with recommendations for modifications within a project of this nature, as well as recommendations for further work.

**Project Background**

**Development of the Moncton project**

– In 1998 the Solicitor General of New Brunswick made a public announcement that the province will be taking a new direction towards developing a more restorative based justice system.

> o At that time in New Brunswick there was already active work with the Aboriginal community in Circle Sentencing and in selected Victim-Offender Mediations.

> o Moncton specifically had developed a Public Safety Committee, the Forum on Healing Justice and the "Say NO to Violence" Safer Communities Initiative.

> o At the time of this project onset there was a growing number of initiatives within the CSC sector, the RCMP, schools, and youth organizations that had a community/restorative justice focus in the Greater Moncton area.

> o Issues arising in the community as a result of those initiatives were identified as:

> > ▪ A shortage of skilled volunteers available to work in the variety of initiatives

> > ▪ A lack of support and on-going training for existing volunteers

> > ▪ General lack of community awareness about the principles of restorative justice, its benefits to the community, and its links to crime prevention

> > ▪ Lack of coordination and partnering among the different sectors involved in separate community justice efforts.

– It is important to note that despite that 1998 announcement there was minimal development of new restorative justice initiatives in New Brunswick at the time of this project's onset.

> o Although the RCMP nationally developed a training program for Community Justice Forums it was not yet scheduled to be delivered in New Brunswick.

> o With its history of working with the community of offenders, victims, and the justice system, the John Howard Society was well situated to develop and deliver a project that pulled together responsive action to the identified issues.

> o The organization was recognized for working with volunteers and for being able to adapt programs to meet both the Correctional Services Canada's requirements and the needs of individuals and community groups.

**General Expectations of the project**

– The overarching expectations of the project were to bridge the gap between service needs in restorative justice and the availability of skilled volunteers, while at the same time increasing the community support for restorative justice practices in the varying sectors.

- o There was the expectation that successful volunteer mobilization would increase both organizational and community understanding of the issues and opportunities for other crime prevention initiatives.

    - o Further, there was the expectation that increased understanding would lead to increased commitment on the part of different sectors to use and support volunteers within their own programs.

- As part of this project's development, local consultations were held with the managers and staff within CSC, the Codiac RCMP, Public Safety Committee, and a representative of the National Parole Board.

- At the time of project initiation the following restorative justice opportunities existed in the Greater Moncton area:

    - o Adult Alternative Measures coordinated by the Department of Public Safety

    - o Limited victim-offender mediations initiated by CSC and conducted by community volunteers educated in mediation

    - o RCMP Community and Problem oriented policing initiatives

- Although there was interest and support for initiating Circles of Support within CSC, and Community Justice Forums by the RCMP there was very limited access to skilled facilitators and knowledge how to implement these processes.

**The Project (What we did and how we did it)**

- The Community Justice Volunteer Mobilization Project was a one year initiative designed within a partnership model to address crime prevention by moving forward restorative justice practices in the Greater Moncton Area.

- The project had three components which correspond to the objectives stated below. Those components were:

    - o the recruitment, and training of volunteers to to participate in restorative justice initiatives;

    - o the development of committed partners and a working partnership structure that facilitates continued development of crime prevention initiatives, community involvement and restorative justice practices; and

    - o specific efforts designed to increase community awareness and support for restorative justice.

**Goals and objectives**

- The project goal was stated as:

- "To improve our community's capacity to actively support and sustain crime prevention initiatives through a community justice focus."

- It was recognized by both the John Howard Society and the community partners that there needed to be changes in the community's and system's responses to offenses, offenders and victims to reduce further criminal behaviour.

    - o The experience and research of professionals in this community supported the development of restorative justice initiatives as one means to address crime prevention.

- The overall indicators of success for this goal were defined by the Management and the Inter-Agency Committees as:

    o  _ increased use of restorative justice practices;

    o  _ successful integration of restorative justice principles in existing practices;

    o  _ increased support for victims and response to their needs;

    o  _ decrease in offender recidivism;

    o  _ increased community support for crime prevention overall;

    o  _ integration of values and skills into the volunteers own sphere of influence.

- Specific objectives were developed to have specific and measurable outcomes.

    o  1) To increase the number of skilled volunteers (in restorative justice and community crime prevention initiatives) in the Greater Moncton area.

        ▪  It was the intent of the project to train at least 10 volunteers which would be 'placed' within the partnering organizations volunteer structure.

            •  In total this project provided training for 16 new volunteers, 19 existing volunteers, and 43 staff in the specific practices of restorative justice.

            •  The content and process of the training program is described under 'Project Activities.'

        ▪  The success indicators identified for this objective were:

            •  increased use of volunteers within current programs;

            •  availability of skilled volunteers for new initiatives, particularly for youth;

            •  increased capacity and support for existing volunteers;

            •  acceptance by staff of the volunteers' capacity and role;

            •  volunteers demonstrate that their training provided appropriate skills and knowledge.

    o  2) To create a community-based process for active and ongoing communications between partners.

        ▪  The project plan included several means of involving partners: as participants and leaders within the training sessions, as advisors and implementors through the Inter-Agency and Management Committees, and as participants in public presentations.

            •  During the course of this project over fourteen agencies, government departments, or voluntary organizations participated.

        ▪  The success indicators identified for this objective were as follows.

            •  All volunteers are provided appropriate supervision and opportunities to practice their skills within the participating sectors;

- That new partners are identified and able to find a role for their organization within restorative justice initiatives;

- That the partners develop an ongoing commitment and a mechanism for maintaining, monitoring and evaluating restorative justice initiatives in the Moncton area;

- That partners experience benefits to their own organization by participating in the project.

  o 3) To increase community awareness of the community justice initiatives in the Greater Moncton area.

    ▪ It was the intention of the project to have a communication committee which would oversee much of the work involved in public awareness.

      - In the course of this project over 18 public speaking presentations were made, six articles appeared in local media and two universities became involved in this aspect of the project.

    ▪ The success indicators for this component were identified as:

      - Increased media avenues for communication and awareness about all justice issues are developed and utilized;

      - The community demonstrates a positive response to restorative justice practices within the Greater Moncton area;

      - Increased demonstration of knowledge about restorative justice.

**Principles, Beliefs and philosophies**

- Although not established as a formal document '*The Principles of Community Mobilization in Restorative Justice.*' it became obvious during the course of this project that several principles, beliefs and philosophies were being developed and enacted in ways that influenced the project sponsor, the partners, and participating staff and volunteers.

  o These principles and philosophies are recorded to provide a framework in which all the activities of the project and the management of the project were enacted.

    ▪ That successful restorative justice practices would have an impact on crime prevention.

    ▪ That increased community support for Restorative Justice practices will increase the opportunities for using these.

    ▪ That the practices within Restorative Justice initiatives require skills and knowledge to ensure safe and effective outcomes for both the victims and the offenders.

    ▪ That volunteers require support and supervision to ensure safe and effective work within all restorative justice initiatives.

    ▪ That meaningful partnership development requires time and information for organizations to determine their own investment prior to committing to collective action.

▪ That the work in developing restorative justice is not just about programming, staffing and volunteer development. Rather it is about changing values and recognizing different relationships of the offender and victim in the community.

**Profile of Participants**

– Participants in this project are defined primarily as all of the community members who participated in the course of this project.

  o The following is a breakdown of project participants which totalled 120.

    ▪ Partnering Agency Staff – 43 Students – 27 Interested Community -15 Existing Volunteers -19 Project New Volunteers -16

– At the project orientation night eighteen potential volunteers were asked to self describe their skills and experience with restorative justice.

  o At that time 20% indicated that they had little or no knowledge, 48% indicated that they had some prior information or knowledge, and 32% indicated that they had knowledge and experience with restorative justice.

– An initial focus group discussion revealed two themes of concerns facing the potential new volunteers.

  o concerns about the amount of time, and commitment required to complete training

  o concerned that there would be adequate supervision for them while working

  o Additional comments revealed that the potential volunteers described this training program as the opportunity to work in a positive community initiative key to their interest.

  o Further they considered the opportunity to work within a team of other volunteers and staff an asset to their anticipated experience.

**Building Community Capacity - Description of Volunteer Mobilization and Training**

– The organization of training program:

  o The training program was developed in consultation with several community partners who are involved with supervising volunteers in specific initiatives.

  o Further consultation was held with persons who act as advocates for victims in the community or have worked in restorative justice practices already.

  o The training program was divided into several segments over a six month period, primarily in evening sessions, although some specialized (optional) training took place over a number of days.

  o The training program was organized with a minimal required training of 32 hours including the 10 required hours of CSC orientation.

  o Training sessions were offered by staff of partnering agencies from the field pertaining to the specific subject manner.

  o All training sessions were evaluated at the closure of the session for four specific issues:

    ▪ 1) quality of presentation and information

    ▪ 2) relevance of information and specific learnings

- 3) changes that volunteers recommended and

- 4) concerns that were raised or further information that was required on this subject.

  o It was the intention of the training program format that volunteers would develop a sense of interest and their own abilities and begin to identify which type of restorative justice initiatives they would want to work in.

    - They would then have the opportunity to participate in specific and specialized training required for that area.

    - These specialized training sessions were offered in the day time which limited some participation. These specialized sessions were:

      - Community Justice Forums - 3 days

      - Circles of Support - 1 day

      - Alternative Measures - 2 two-hour sessions

      - Conflict Resolution and Basic Mediation ( Part 1) - 2 days

      - Victim/Offender Mediation (Part 2) - 3 days

  o It is important to note that during the course of the training both the Management and the Inter-Agency Committees were frequently consulted for resources, policy development, and input into the design of the training program.

  o During the course of the training program it became apparent that the learning of the volunteers, staff, and partners converged repeatedly.

    - One of the most positive developments was the participation of RCMP staff in several of the training sessions.

    - Community volunteers, new and seasoned developed a new understanding of the persons behind the RCMP uniform, their role in community justice, and their concerns.

    - Conversely, the opportunity for staff of agencies to develop relationships with volunteers over a period of time allowed for greater appreciation for the need for support and continued supervision of volunteers within their agencies.

*The process of selecting new volunteers*

- Discussions were held with both committees to determine the overall criteria for volunteers.

  o Volunteers were recruited through a variety of methods: newspaper advertisements, referrals from partnering agencies, referrals from the Moncton Volunteer Bureau, and in response to newspaper articles.

  o A project orientation night was widely advertised to provide an overview of the project and outline the training expectations.

  o This orientation was attended by 18 participants, nine of whom became part of the total 16 new volunteers who continued with the training from that night.

- Applications were completed by each volunteer, interviews conducted and references checked.

- o Members of the Inter-Agency Committee were asked to participate in interviews but elected to review the list of approved names instead.

- o No volunteer listed was rejected by that committee.

- o However, it was apparent from the orientation focus group discussions and interviews, that there were potential volunteers who might be inappropriate for this type of work.

- o Alternate volunteer work was encouraged and these persons were successfully rerouted.

– Although volunteers were asked to identify initially their areas of interest, it was understood that they could change this during the course of the training.

- o At the closure of the project the volunteer selection process resulted in the following breakdown: (volunteers could choose more than one)

  - 9 volunteers - Alternative Measures Committee

  - 4 volunteers - Circles of Support

  - 9 volunteers - Community Justice Forums

  - 7 volunteers - Victim/Offender Mediation

  - 2 students - prepared to assume mediation roles with their school

*Changes to the training program*

– To accommodate the number of partners involved in offering training sessions, flexibility in the schedule was required.

- o There were some time changes in sessions, however, for the most part all training sessions were conducted on Tuesday nights as originally planned.

- o Printed training schedules were updated and provided to volunteers.

– One decision made by both the Management and Inter-Agency Committee was that the quality of the training was more important than the certification by a specific training body.

- o As a result, some trainers were put aside in favor of others. Schedule adjustments resulted in the second part of Victim/Offender mediation training being scheduled in September, three months following the close of all other training.

- o This had limited impact as the only persons eligible for this training were those who had already taken Basic Mediation.

- o After over eighty hours in training spread over five months, this group of volunteers were ready for a hiatus in training before tackling this higher degree of specialization.

*Policy development to support volunteer utilization*

– During the course of the training there was the need to develop policies that would ensure appropriate volunteer supervision.

- o Policy development work on Oaths of Confidentiality and volunteer insurance was initiated in the Inter- Agency Committee and completed by individual agencies as required.

– This area of work will continue to need development as more volunteers are used.

*Supervision and support of volunteers*

– Ongoing support and appropriate supervision was the primary concern raised by volunteers as they realized that the initiatives in the community were not directed by the John Howard Society and that they would not be John Howard Society volunteers per se.

    o This issue was also frequently discussed within both the Management and Inter-Agency Committee meetings.

    o It was determined that each agency using volunteers would assume responsibility for providing supervision.

    o However, as a result of this project, the John Howard Society was asked to assume the role of coordinating the work involving Adult Alternative Measures and will continue to assist the RCMP in placing volunteers for Community Justice Forums.

    o Those volunteers who complete the Victim/Offender Mediation training will be made known to the community.

    o CSC and the John Howard Society will assume the responsibility for facilitating their services, and providing supervision and support.

– It was determined that there are issues that will continue to need addressing as the volunteers are implemented into restorative justice initiatives in the Greater Moncton area.

    o *Access to the professional and volunteer team for support, debriefing, and consultation on a regular basis.*

        ▪ It cannot be assumed that even a seasoned volunteer can work in isolation, particularly on issues that have a high degree of emotion involved.

        ▪ The formalized establishment of this has not been done at this date

    o *Access to continued training and upgrading. This will need to be developed in a coordinated fashion.*

        ▪ Concerns were raised by some community partners about the limits within their own agency to provide this, and the duplication that might occur in this region if each agency does this individually.

        ▪ This issue will continue to be resolved in Phase II of this project.

    o *Ongoing supervision and appropriate selection of volunteers for specific initiatives.*

        ▪ This involves that each agency manager, or supervisor becoming more familiar with the personal interests and capabilities of the volunteers who will be working with them.

        ▪ Final interviews were conducted by the Project Coordinator and final selections of areas of work have been made.

        ▪ This information will be provided to the agencies involved.

**Partnership Development**

*The structure and function of the Management Committee*

– The structure and relationships of the Management Committee were in place prior to the official funding of this project.

o  This team was responsible for assisting in resourcing the project and in ensuring that there would be cooperation at the operational level within their own agencies.

o  This team originally consisted of the following members: Codiac RCMP Regional Superintendent Moncton Manager of the Department of Public Safety Regional Chaplain for CSC Coordinator of the Moncton Public Safety Committee.

o  This team agreed to meet quarterly or on an as needed basis. During the course of this project the team met five times.

o  The level of interest and commitment to the goals of this project was in place prior to the project and shared mutually by all members of the Management Committee.

o  The John Howard Society was seen as the most appropriate partner to carry out this project but the ownership of the outcomes of the project were identified and shared mutually.

   ▪  *The partners demonstrated their support in attending meetings, providing resources in personnel and funds to support volunteer training.*

*The structure and function of the Inter-Agency Committee*

−  The Inter-Agency Committee was primarily operational in its structure and function.

   o  Participants on this committee represented those agencies in which volunteers would be used, and where restorative justice practices are in place or being developed.

   o  This group agreed to meet monthly and detailed minutes recorded their decisions and actions.

   o  This group met seven times during the course of the project.

−  Although this group was pulled together to address the issues that would arise from the work of the project, primarily in relationship to volunteers, *it was clear that the 'partnering' had a function of its own.*

   o  These meetings were used as a means to learn about one another's work, share updated information in changes of programs provincially and locally, and to brainstorm on crime prevention, restorative justice and associated issues.

−  *It is important to note that prior to this project there was no formal mechanism which brought these partners together.*

   o  Further, the structure of the group established new relationships by involving youth organizations, and schools in a proactive program development relationship with the justice system,(as opposed to reactive individual crisis problem solving.)

*Involvement with the Volunteers*

−  As part of the volunteer training program one evening was set aside for the agency staff to 'meet and greet' the volunteers.

   o  Both partners and volunteers considered this activity essential to increasing their knowledge about expectations and capacities on both sides.

   o  As opportunities arose to use volunteers they had additional exposure to other staff involved in these agencies.

*Critical issues of discussion and decision-making processes*

−  Initially the partners at the Inter-Agency and Management Committees responded to this project as a means to address two critical issues that had been involved in the pre project consultations:

- o need to coordinate action on community justice in order to have bigger impact on crime prevention and

- o the need for volunteers to assist restorative justice initiatives.

  - ▪ *Equally as important partners recognized this as an opportunity to build community support for proactive, preventive approaches*.

  - ▪ This latter issue was of particular importance to the RCMP in conjunction with their Community Policing initiatives and the development of Community Justice Forums.

- – At both committee levels issues were identified by project staff or from within the group for discussion. Some of the issues which had the most impact on the project were:

  *"how volunteers would be selected for each initiative"*

  *"how volunteers could be provided with supervision and support,*

  *"volunteer insurance and oaths of confidentiality"*

  *"changes to the training program"*

  *"opportunities for community awareness activities"*

  *"opportunities for presentations"*

  *"changes and developments in individual program policies and directions"*

- – *One of the most significant contributions of both these groups was their thoughtful participation in evaluation discussions.*

  - o These lengthy but energetic discussions were conducted early in the project (expectations and success indicators) and near the end of the project ("What worked, what didn't, where do we go from here?").

  - o *The partners contributed to direction for this project as well as recommendations for future work.*


**Community Awareness Activities**

*Project Activities*

- – This project's planned activity was to establish a Communications Committee which would 'manage' the p.r. for the project and develop community awareness messages and media regarding crime prevention in general and restorative justice practices.

  - o In lieu of this committee being established spontaneous 'working groups' developed through contacts with the community and the responding interest in this project.

  - o These working groups were the Mount Allison marketing research students, the Universite de Moncton communication students, and the partners involved in the mall display group.

  - o Additionally, one reporter's interest in this topic helped to spawn a number of newspaper articles throughout the life of the project.

Lastly, growing interest in the community resulted in 6 requests for presentations.

Increasing public awareness about how restorative justice links to crime prevention was an objective shared by all partners. However, this was particularly important to the John Howard Society in seeking volunteers, the

Department of Public Safety in seeking the best way to help victims, and the RCMP to support Community Justice Forums and Community Policing Initiatives.

Community awareness was jump started by two announcements of the funding of the project and the advertisements for volunteers.

*Project Kick-off*

As a project kick-off a travelling road show promoted the concepts of Restorative Justice, and the repercussions from a life of crime to over 100 high school students. Using rap music, skits and poetry these students gained insight into crime prevention geared towards their own age group.

This event prompted the first newspaper article and was one of the first links to developing a pilot project within a school site.

*University of Mount Allison Research Study*

Although the project was only one third completed, the opportunity developed for four student teams to conduct a research study in the greater Moncton Area to determine what people understood about the role of the John Howard Society, crime prevention, community involvement and restorative justice. This study also provided insight into what misconceptions were present in the community and what media was most used by people for information. Twenty students were involved in conducting 200 telephone interviews. Information was collated, analyzed and presented in written documentation to the John Howard Society for its use.

Some of the key findings of this survey were significant to the project and will continue to be significant to future crime prevention initiatives. As assumed, the general populations knowledge of restorative justice was limited, with only 10% of the respondents knowing what this was, however of those that did know, over 80% believed that using restorative justice practices was effective in crime prevention and should be supported. The study also found that the community is fertile for continued initiatives with over 85% believing efforts should be geared towards crime prevention and over 70% believing that the community should be involved in these efforts.

The study provided recommendations about the best means and messages to use to inform the community about offenders and the response of restorative justice.

*Media Student Project*

This project, conducted by two students at the Universite de Moncton also provided insight into the types of messages and media that would be useful to the project and to the John Howard Society and to the messages of community involvement in crime prevention. The students prepared a press release and provided information on *'how to conduct a press conference.'* The students prepared a written report with recommendations that can continue to be used.

In both student projects the twenty-two students involved by necessity became familiar with the issues of this project and the work in community justice.

*The Amazing Mall Story*

Police Week prompted a discussion among the members of the Inter-Agency Committee about what could be done in a joint public awareness event. As a result several staff from partnering agencies constructed a mall display and volunteered their time to be present in the mall for a Friday evening and Saturday afternoon. During this time over 200 persons approached this display and were involved with representatives from the project. The theme Friday evening was *"What is Restorative Justice?"* and on Saturday was " *Have you ever been a victim?"* It was apparent that the RCMP in dress uniform was an attraction and opened persons to communicate on a wide range of related issues.

*Additional Community Awareness Opportunities*

During the course of the project presentations were requested and responded to by project staff, partners, and/or volunteers. Over 18 presentations were made in total. The positive response to these presentations prompted the Project Coordinator to submit a proposed presentation for the International Real Justice Conference which was accepted.

**Additional, unplanned activities and events affecting the project**

*Selection of Riverview High school as pilot project*

For a variety of reasons it was difficult for the school district to be involved in this project 'as a district.' However, the administration of one high school was interested in developing a peer mediation and conflict resolution program within their school. This school was designated as a pilot project for the district. The project accepted two of this school's students within the training program. Project staff are involved in helping this school further develop its program with the intention of five more students becoming trained. Some school staff participated in some training sessions, and the school itself was the site of several training sessions.

*Project Evaluation*

*Evaluation Design and Methodology*

– This evaluation was prepared to act as both a guide and an informant to the project process over the length of the project.

      o The design is participatory with staff, partners and volunteers being the key informants to critical issues.

      o The work of the project as outlined in the original proposal was the basis for a developed evaluation framework, with understanding that as new work emerged the evaluation design would be modified.

– The following framework questions and outline were developed in consultation with key partners identified in the project.

      o An independent evaluator was contracted to assist with the design of the evaluation, tools, and facilitating the analysis.

      o The need to evaluate this project's processes and outcomes was identified in both the Management and Inter-Agency Committees, and in the initial volunteer orientation.

      o Key evaluation questions and success indicators (already noted) were suggested by partners, potential volunteers, training facilitators, and the John Howard Society staff.

*Evaluation Framework*

| **Key Questions-Developing Community Partnerships** | **Measurements** | **Tools** |
|---|---|---|
| *How has this project developed and/or strengthened community partnerships to deal with community justice and crime prevention issues?* | Meeting attendance reflects committed participation by a wide cross section of partners | Focus Group discussions |
| *-What have been the opportunities for increased collaboration?* | Management meeting minutes reflect participation by all partners and shared decision-making | Interviews |
| *-How did the activities, communication, and/or other project processes contribute to other* | | Review of minutes |

*organizations developing interest, leadership and ownership? How has that interest and ownership been demonstrated?*

*-What benefits did the partners experience by participating in this project? How did the project benefit?*

*-What has been learned about the process of developing collaboration that can inform further work in developing or supporting Restorative Justice practices - what has worked and what has not?*

Incidences of increased collaboration

Participation of partners in training

Responses of partners in interviews

Provision of supervision of volunteers

**Key Questions: Developing Community Capacity through Volunteer Mobilization**

*How has this project increased the community's capacity to deal with crime, victimization and restorative justice?*

*-What recruitment practices or messages attracted volunteers to training?*

*-What expectations issues/concerns were identified by volunteers regarding training, and how were these addressed?*

*-How were the objectives of each training session developed and how were they met?*

*-What specific aspects of the training sessions were rated by volunteers as most helpful, least helpful and why?*

*-How do the volunteers demonstrate increased knowledge and skills?*

*-What opportunities for volunteer utilization have been developed? What barriers have occurred?*

**Measurements**

Number and type of positive indicators in feedback questionnaires

Pre and post testing demonstrating changes in knowledge

Supervision of volunteers, demonstration of abilities

Monitoring of volunteer placement demonstrates successful placement, satisfied organizations, satisfied volunteers.

**Tools**

Feedback questionnaires

Focus group discussions

Interviews

**Key Questions-
Community Awareness**

*How has this project increased public awareness about effective approaches to crime prevention, and restorative justice?*

*-What were the responses to communiques regarding the project, crime prevention or restorative justice practices?*

*-What issues require clarification, different or increased marketing?*

*-What changes in knowledge or interest have been demonstrated as a result of increased community*

**Measurements**

Survey results

Responses from newspaper articles- calls, letters to editor

Responses to volunteer solicitation

Responses to presentations

**Tools**

Review of documentation

Review of Mount Allison Study

Staff and partner interviews

*awareness*

**Evaluation Methodology and Limits**

– Tools for interviews, training feedback and focus groups questions are developed and attached separate project manual: *Community Justice Volunteer Mobilization Project Tools.*

  o Summaries of collected information were compiled by the contracted evaluation consultant and presented to the project staff, and appropriate committees for analytic discussion.

  o Additional evaluation questions were developed through those same means.

  o This evaluation does not attempt to develop or test impact measures.

  o Rather the evaluation aimed to provide 'process' information throughout the life of the project to ensure that the project activities can be adjusted based on the information developed.

  o Measurable outcomes based on the objectives were included as part of the evaluation questions.

  o The specific evaluation processes were:

    ▪ Initial focus group discussion with volunteers

    ▪ Initial evaluation discussion with Management Committee

    ▪ Initial evaluation discussion with Inter-Agency Committee

    ▪ Initial interviews with project staff, available members of Management Committee

    ▪ Summary of feedback to project staff

    ▪ On-going review of training feedback questionnaires and feedback to project staff

    ▪ Observations of training sessions

    ▪ Final evaluation discussion meetings with volunteers, Management Committee and Inter-Agency Committee

    ▪ Final interviews with staff, selected members of Management Committee, selected partners

    ▪ Review of project documentation

    ▪ Collaborative development of the final project report

**Evaluation: Building Community Capacity Through Volunteer Mobilization**

*How has this project increased the community's capacity to be involved in crime prevention and restorative justice issues?*

*What recruitment practices or messages attracted volunteers to training? What expectations issues/concerns were identified by volunteers regarding training, and how were these addressed? What barriers prevented participants from meeting their expectations?*

Approximately one-third of the volunteers heard about the opportunity for training through a media contact, while the remaining had some personal interest or contact with the John Howard Society, or one of the partners from the Inter-Agency Committee. Both methods were considered successful in bringing people to the first orientation night.

The volunteers expressed three specific expectations overall: 1) learning more about community justice issues, specifically restorative justice measures 2) gaining specific skills related to work with offenders and/or victims and 3) having the opportunity to use these skills in a supervised volunteer capacity. These expectations were voiced at the first orientation night and in subsequent discussions. A focus group discussion, conducted at the end of the last training session, revealed that the first expectation was satisfactorily met.

At the time of this report the process for full implementation of the volunteers is still being developed and carried out. *However, seven new volunteers have been involved in Community Justice Forums, and Circles of Support under supervision. Other volunteers already involved with CSC indicated that they immediately found the information and skills useful in their work.*

The most significant barrier for most participants was the length of time involved in the training program. Although most participants could commit to a weekly session, the spread over five months was considered too long. The day long sessions required for specific skill training limited some participants, as well.

A second barrier perceived by the volunteers was the intentional 'generalness and overview' content of much of the training. The process of enabling volunteers to learn about the variety of programs and possible uses of the volunteer skills was described as 'confusing' and/or 'overwhelming' at first. *However, at the closure of the project most volunteers agreed that this general approach was necessary to ensure that they had enough information to make appropriate choices about where and how they wanted to work.*

*Q: How were the objectives of each training session developed and how were they met? What specific aspects of the training sessions were rated by volunteers as most helpful, least helpful and why?*

The objectives of each training session were determined jointly by the Project Coordinator, the specific trainer with general input by the Inter-Agency Committee members. According to the evaluation feedback from the participants, *the objectives and expectations were met satisfactorily over 90% of the time.* Information was gathered on feedback questionnaires following each training session, and reviewed by the Project Coordinator. *Based on this feedback modifications to allow for more discussion, and response for specific information were made in subsequent sessions.*

*The volunteers rated the specific practice sessions involved in Community Justice Forums, Conflict Resolution, Mediation, and Circles of Support as the most helpful and informative.* However, the sessions on "victim rights," and "working with sexual offenders" elicited the highest number emotional responses and comments of personal interest. All volunteers considered that much of the information regarding the orientation to CSC could have been provided in written format and discussed in shorter time periods. Areas in which volunteers requested more information were family violence, and opportunities for more role playing and discussions.

*Q: How have the volunteers demonstrated increased knowledge and skills?*

Throughout the training sessions volunteers participated in discussions which demonstrated to both trainers and the Project Coordinator their developing knowledge. Additionally, three volunteers have developed and presented community information sessions using the knowledge gained from training. According to their instructor, two project participants, students in a correctional employment program, demonstrated significantly more knowledge than their fellow students based on the project's training. *At the time of training closure seven volunteers have had the opportunity to demonstrate their skills in Adult Alternative Measures, Circles of Support and Community Justice Forums under supervision.* Closing interviews have been conducted with each volunteer in which the Project Coordinator will make a final assessment of their capacity and specific areas of interest.

Lastly, volunteers themselves rated the following as areas of significant learning:

- increased understanding (and empathy) with offenders

- increased understanding of the rights, and needs of the victims

- increased understanding about how communities and groups work and skills in group dynamics

- increased knowledge about restorative justice, the CSC system and crime prevention in general

*Q: How did this project enhance the opportunities for volunteer utilization and/or address barriers to volunteer participation in restorative justice?*

*As a result working in this project the* RCMP *(twenty-one members participated in project activities, or training) increased their understanding and confidence of the role of volunteers in Community Justice Forums.* There has been an increase in referrals to Community Justice Forums.

(There have been ten referrals since June 1, 2000.)

Another opportunity was created through the enhancement of the Alternative Measures Program. Increased volunteer capacity has increased the potential for this committee to be convened more expediently. Additionally, a volunteer completed a victim/offender mediation as an enhancement to the Alternative Measures Program recommendations.

One of the barriers to volunteer participation in the past has been the lack of coordination regarding volunteer availability and capacity. Consequently few volunteers were known to a few staff and there was limited access to full utilization of the restorative justice programs. The project enabled staff coordinating these services to have more information about the volunteers.

Another key barrier to using volunteers is the ability of the program agency to provide adequate supervision and support. This issue continues to need development with all of the partners, however with the John Howard Society providing the coordination of the Adult Alternative Measures Program and acting as a conduit for contacting volunteers for other restorative justice practices, some measure of this supervision is being addressed.

A final example of the increased expediency and capacity of volunteers was a recent response to the need for a Circle of Support to be quickly mobilized. A high-risk sexual offender was being released to the community, with anticipated backlash and risk factors. The Circle of Support was organized with four of the participates being new volunteers from the project. Committee members worked closely with this man for four months, until he was relocated to another province. *Their activity is seen as directly decreasing the probability of his reoffending during his time in Moncton.* Recently he has contacted the group, expressing his thanks and sharing information about his current situation. *Upon his return to Moncton he has contacted the John Howard Society and asked that the Circle reconvene.*

### What have we learned regarding the recruitment, training and implementation of volunteers?

Recruitment, training and use of volunteers requires a clear understanding of what the role of the volunteers is going to be from the onset. The questions of *'what are we going to do?'*, and *'who are we going to be working with?'* were the foremost questions from the onset of the project until the closure. It was important that the Project Coordinator, trainers, and partners were consistent in providing direction about the possible types of volunteer work and how volunteers would be supported and supervised.

It was identified by both the volunteers and the Inter-Agency Committee that more training in family violence issues is appropriate. This issue was not addressed primarily due to the need to develop more specific criteria for safe and responsible use of mediation or conferencing activities with this population.

Other learnings include:

> _ Practical skill application, ongoing support and supervision are the most critical issues that volunteers need. In working in partnership with other organizations to 'place volunteers' it was essential that the John Howard Society assumed a coordinating role to ensure that these issues are addressed.

> _ That 'training' is an educational process involves information sharing, experiencing and discussion/debriefing. The time allotment for each component needs to be balanced and clearly communicated to potential volunteers.

_ Involving partners in a training program broadens the scope of information available to volunteers, as well as broadens their exposure to the different opportunities to use their skills. The benefits of having multi-partners involved in training outweighs the obstacles of arranging schedules around so many different people.

_ That sustainability can be achieved by starting with a small group of potential volunteers and developing their skills and knowledge base so that they act as mentors for the next group.

**Impacts of the Volunteer Mobilization component of this project**

- One hundred and twenty persons comprised of staff from partnering organizations, existing CSC volunteers, students and new volunteers participated in some or all aspects of the training program. All participants indicated that their knowledge and skills increased as a result of this project.

- All restorative justice initiatives in the Greater Moncton Area have an increased number of community volunteers as resources to share in this work.

- New opportunities to develop crime prevention initiatives will continue in the school system based on the experiences of the staff and students involved in the pilot project made possible through this project.

- Volunteers, and partnering staff demonstrate increased knowledge, skills and support for restorative justice initiatives.

- Staff from partnering agencies have developed 'partnering relationships' with volunteers. Professional staff demonstrate increased trust and make specific requests for individual volunteers based on the knowledge of their ( the volunteer's skills and interest)

**Evaluation: Partnership Development**

*How has this project developed and/or strengthened community based partnerships that respond to crime prevention issues?*

Q: *How did the activities, communication, and/or other project processes contribute to other organizations and departments developing interest, leadership and ownership of crime prevention, community initiatives and restorative justice practices? How has that interest and ownership been demonstrated?*

As already stated the interest in this project stemmed from the pre project consultations and the project was planned to meet the collective priorities of partners and the community at large. Shared ownership from the large number of partners involved with the Inter-Agency Committee developed over time as people learned more about one another's work, the opportunities and barriers that they each faced. Meetings became more discussion and less project reporting during the eight month period. Increased ownership was demonstrated by continued high attendance at meetings, the contributions of time and resources towards training and the participation of partners in activities beyond the meetings. (mall display, training sessions, public speaking)

Another indication of 'shared ownership' occurred at the closure of the project when the Department of Public Safety contracted with the John Howard Society to coordinate the Adult Alternative Measures Program. This level of trust was developed through the work in this project.

*The most significant demonstration of shared ownership is in the commitment of these partners to continue to work together after project closure.*

*Q: What benefits did the partners experience by participating in this project? How did the project benefit by their participation?*

Partners indicated that they benefited from this project in several significant ways:

- increased knowledge about what other agencies are providing

- increased access to skilled volunteers

- increased opportunities to work collaboratively in positive community program

- increased positive public exposure to their work, to crime prevention, and to restorative justice

- increased access to other professionals for program problem solving ?

Partners and project staff indicated that the project benefited from partners input and resources in the following ways:

- provision of training from cross section of professionals

- review of training program from variety of perspectives, broadened scope of training

- provision of information regarding resources

- support for project staff

- cumulative effect on restorative justice issues, speaking with one voice, increased number of partners involved

*Q. What are the barriers to developing partnerships in this type of project and how were they addressed?*

Frequently in community based work 'partnering' has meant nothing more than providing a letter of support or sitting in an occasional meeting listening to a project report. This is due to two persistent barriers- time for staff of agencies to work on issues not directly related to their mandate and lack of real input into the problems and processes another agency might use to address issues. This project did require upfront a significant amount of time from partners to develop and participate in the training, to participate in planning meetings and to contribute resources to support the project. However, the project geared itself from the onset to meeting the collective agenda, rather than an agenda on the sponsoring agency. The project staff repeatedly brought issues to the Inter- Agency and Management Committees for their discussion and resolution, rather than just reporting on the project's work. In addition to meetings the project staff met individually with partners to help determine where they fit into the process of developing a community response to restorative justice.

o Lack of time did limit one critical partner, who is responsible for family violence issues, from participating in the Inter-Agency Committee. However, the Project Coordinator made a point of meeting individually with them to keep them informed and respond to their concerns.

o The following chart indicates the breakdown of hours spent by partnering staff and volunteers. *Volunteer hours of community members – 153 Volunteer hours of project volunteers in training -960 Volunteer hours of project volunteers in service - 132 and still counting Volunteered hours by staff of other agencies – 266 Volunteered hours by trainers -88*

**Learnings regarding Community Partnership Development**

*What has been learned about the process of developing collaboration that can inform further work in developing or supporting Restorative Justice practices - what has worked and what has not?*

o _ That time is essential to develop a collective sense of direction and ownership to community based work. Time is required to accurately assess what is needed, the best means to address these needs and to identify common goals. Time is needed for each partner to get to know and trust the other partners in order to share responsibilities.

o _ That although getting to 'action' takes longer when working in partnership with other agencies and organizations, this 'developmental time' results in others continuing action on their own without waiting for the project sponsor to lead or direct.

- o _ That the project sponsor's role is catalytic, rather than directive. Ownership for the direction and outcomes is shared.

- o _ Partnership work must have results and give something back to partners and their agenda to keep them at the table.

**Impacts of Partnership**

*What have been the opportunities for increased collaboration that have been developed?*

- o As a result of this project the following opportunities have been developed for ongoing collaboration in crime prevention and restorative justice initiatives:

  - Commitment of partners to continue to work together through Phase II

  - Persons in other communities, outside of Greater Moncton Area, specifically Chipman and Big Cove will continue to share information and potentially develop similar programs within their own communities. Sharing of this project information with the Chipman Restorative Justice in Rural Communities project initiated a proposed shared youth initiative between Chipman, Fredericton and Moncton. These youth would train in peer mediation and be assisted to participate in consultations concerning the Youth Criminal Justice Act.

  - RCMP are participating in increased number of Community Justice Forums external to the immediate region.

  - The Department of Public Safety contracted to the John Howard Society to coordinate the Adult Alternative Measures Program

  - Other John Howard Society's are considering this model and the ways to implement this ( JHS-NB, JHS-PEI)

**Evaluation: Community Awareness**

*How has this project increased public awareness about effective approaches to crime prevention and restorative justice?*

*Q What were the responses to communiques regarding the project, crime prevention or restorative justice practices? What issues require clarification, different or increased marketing?*

*What changes in knowledge or interest have been demonstrated as a result of increased community awareness?*

- – The evaluation of the community awareness component is primarily subjective based on the experiences of volunteers and community partners in their dealings with the public.

- – Overall community partners believed that the project enabled several issues to be profiled positively in media, and in public speaking presentation. Those issues were:

  - o role of the John Howard Society and other agencies

  - o links between crime prevention and restorative justice

  - o information about restorative justice

  - o information about how communities can be involved

  - o information on services or options available for victims of crime

  - o increased public profile of associated partners

- o The positive response of volunteer recruitment was one indicator that the newspaper articles were effective.

    - Another indicator was the interaction at the mall display with over 200 people.

    - Those participating in the display indicated that there were very few negative encounters during that time.

- o The Mount Allison study indicated that there are community misconceptions about restorative justice, primarily from the point of view that this approach makes it easier on offenders.

    - In four of the articles this issue was addressed specifically to counter this perception.

    - Having the feedback from the study clearly directs the organizations involved in this work direct their communications to this perception specifically.

- o The continuing requests for public speaking and presentations indicates that the community interest is continuing to grow regarding these issues.

    - Both university studies provide guidance how to make the most of these opportunities.

    - At this time there is a request for a presentation to the Safer Schools, Safer Communities Conference in November 2000, Westmorland Institution in September and more mall displays and presentations during Restorative Justice week.

- o Finally, one indicator that community awareness is growing more positively was the support for this work from those organizations primarily working with victims.

    - Through both the partnering actions and the increased positive media these groups were able to understand that restorative justice actually gives more voice and power to victims.

    - This indicator was identified by several partners as a significant step in this community.

**Learnings about Community Awareness**

- From a project standpoint, one significant learning is that the work in developing specific public information is not a small 'add-on' to project work, but an integral and time consuming part of the process.

- Using plain language and real examples is imperative- the concepts and principles of Restorative Justice are frequently too abstract to be understood and accepted easily.

- That discussion format is more effective than formal presentations.

    - o Effective learning takes place when the listeners get involved. Restorative justice discussions raise several questions and emotions for people, and presentations need to accommodate them.

- That although community justice and restorative justice are often used interchangeably, this is confusing to community members.

    - o Select one phrase, preferably "Restorative Justice" and use it carefully and sparingly.

**Impacts of the Community Awareness Initiatives**

- As a result of this project and the media coverage all partners experienced positive image building in the community.

- o This has a direct affect on being able to use Restorative Justice practices in the community effectively.

- o Additionally this helps other initiatives such as the RCMP Community Policing, Community Justice Forums, Circles of Support, and Adult Alternative Measures Program.

– A 'Buzz has been created by this project which has resulted in other organizations (that had not previously been associated with crime prevention) collaborating with the John Howard Society to develop other work.

- o Specifically this has been: Riverview Town Council New Brunswick Housing New Brunswick Association of Block Parents Correctional Training programs John Howard Society of PEI Town of Chipman John Howard Society of New Brunswick

– There has been an increased number of invitations to share this information Safer Schools/Safer Communities Conference in New Brunswick  Restorative Justice Conference in New Brunswick International Real Justice Conference on Conferencing

**Conclusions and Recommendations**

**Re: Community Capacity Building through Volunteer Mobilization**

– In conclusion, this project effectively addressed its objective to increase the number of skilled volunteers in restorative justice and to increase the opportunities for them to work effectively in crime prevention initiatives.

- o The volunteers have selected areas in which to work and a supportive environment has been created to sustain their work.

- o The continued coordination by the John Howard Society is considered critical to provide upgrading education and training, as well as support.

– The following recommendations were made by volunteers, community partners, project staff and the external evaluation consultant.

- o *Ensure an ongoing training and support infrastructure for active volunteers based on needs they and or agencies identify.*

- o *Centralized coordination of volunteers defined, outlining expectations of each agency in writing.*

- o *Consider the following revisions specific to the training program:*

  - ▪ *Develop alternative means of providing CSC information but still conforming to CSC orientation requirements.*

  - ▪ *Increase opportunities for skill practices*

  - ▪ *Increase training in family violence.*

**Re: Partnership Development**

– In conclusion, partnership development was the most critical component of this project.

- o Partnership development directly impacted on the success of the development and resourcing of the training program, and the successful implementation of volunteers.

- o Additionally, the partnership model enabled increased knowledge among all partners about their collective work and developed new opportunities to work together.

o Additional communities have been impacted by the work of this project and there is a commitment to continue to work in collaboration.

o The project resulted in new recognition of the role of the John Howard Society and the potential for community based groups to take a lead in crime prevention and other initiatives which expand the opportunities for provincial or federal government agencies or departments.

o The following recommendations were made by volunteers, community partners, project staff and the external evaluation consultant.

▪ *That the community needs one agency to assume coordination of partnering and community development initiatives as this is in everyone's best interest but in no ones direct mandate.*

▪ *That additional partners that need to be brought forward in this work are the judges and lawyers involved with the formal justice system.*

**Re: Community Awareness**

– In summary, this project provided significant opportunities for increasing public awareness about crime prevention and restorative justice in both media and practical applications.

o There is reason to believe with increased volunteer activity in restorative justice there will be continued local media's interest in this topic.

o There is recognition that affecting peoples beliefs about restorative justice is affecting their value system and that only considerable time and experience will people change their values.

o However, the Mt. Allison marketing study results demonstrate that the high level of support for crime prevention and community involvement will continue to provide fertilization for this work.

o It is recognized that the John Howard Society and its partners need to adopt a structured communication plan to address misconceptions and fears that are present in the community in relation to offenders.

– The following recommendations were made by volunteers, community partners, project staff and the external evaluation consultant.

o Review the recommendations of the Mount Allison study and develop a planned communication action to address misconceptions, and continue the promotion of positive benefits to crime prevention and restorative justice practices.

o Continue ongoing speaking engagements to update and inform community groups

o Maintain positive media contacts

**Sustainability and the Next Steps**

– The project, as per the training component, is completed by the end of September when the eligible volunteers received their final Victim/Offender Training.

o However there is a need to continue to recruit volunteers and to provide upgrading for existing volunteers.

– The partners currently involved with the Inter-Agency Committee have agreed that meeting together to work on training, program development issues, and to share information is a valuable use of their time and are committed to continuing.

  - The results of this project report have been circulated to all partners for their final input and is being made available to organizations and government departments who were not involved in the project.

    o The attached Volunteer Mobilization Training Manual will be available for others to consider this type of training.

    o Interest in the work of the Community Justice Volunteer Mobilization Project has created in several communities and interest groups a desire to develop more in-depth understanding of the issues being raised within their communities.

    o Community leaders have expressed a collective commitment to addressing these issues in a more restorative manner.

    o There is a noted willingness from citizens affected to invest their own time and energy into restoring relationships and community healing.

    o Specific areas identified for further development are:

      ▪ Developing skills for conflict resolution and problem solving within Tenant Associations, public housing neighborhoods, and those communities most affected by crime;

      ▪ Continuing the development and support for the Codiac RCMP's commitment towards preventative and restorative measures;

      ▪ Developing the means to foster community healing;

      ▪ Continued development and support for School based initiatives;

      ▪ Developing an infrastructure to support the work of volunteers.

  - Phase II of this project will focus on these issues. while still addressing volunteer implementation and partner sustainability.

    o Specific areas for development include working with specific neighborhood communities within the Greater Moncton Area and continued development of the Riverview High School pilot project, and potential projects in other school districts.

    o It is anticipated that the partners will continue to share in much of this work.

    o New partnerships are being developed within the formal justice system, and the community to not only maintain the framework developed, but to carry this forward.

  - Volunteer Mobilization Training Manual

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### 5.5. Aboriginal Justice Strategy (AJS) Evaluation - 2000[52]

#### 5.5.1. Training

  - Project reliance on volunteers as a key resource has challenges, as many need training to develop the required skills.
    o One problem in trying to hold training for volunteers, including committee members is that many have other responsibilities (e.g. work) that constrain their availability to participate in 2-3 day sessions.

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[52] Department of Justice Canada, Evaluation Division, Final Evaluation Aboriginal Justice Strategy, Technical Report, October 2000

### 5.5.2. Recruitment

– **Recruiting individuals** who are prepared to sustain their involvement is a key project activity.
  o One project keeps track of volunteer hours and noted that over the course of two years, the 62 volunteers contributed altogether the equivalent of one full-time position.
  o This is a significant contribution on the community's part, not only their time, but also their skills and experience.

## 5.6. Aboriginal Justice Strategy (AJS) Trends – 2000 [53]

– National Perspective (Shared Concerns): while not every AJS project articulated this concern, a large number across Canada did.

### 5.6.1. Volunteer burnout

  o was often cited problem for those community members that did get involved in the project.
– The work that volunteers do and the roles they fulfill are integral to the success of the project.
  o Not only do they offer their time, in many cases they pick up the tab for travel, snacks and coffee.
  o They do this without remuneration and at issue is the fact that they deserve to be paid.
– There are common gaps in reporting by projects, gaps that need to be filled to have a more detailed and relevant 'snapshot' of a project organization and activity across Canada.
  o There are gaps in volunteer information.
  o While problems associated with mobilization, recruitment and burnout are addressed, information on who the volunteers are is absent.

## 5.7. Government & The Voluntary Sector - 2000 [54] [55]

**Volunteer Sector Initiative (VSI), Volunteer Bureau**
– Mr. Arn Snyder, Member of the Board of Directors, CCJA, introduced this sub-plenary as an opportunity to discuss the purpose and activities of the Voluntary Sector Initiative (VSI).
  o The first presenters, Mss. Susan Carter and Nancy Wildgoose described the origins and purpose of the VSI.
  o The next speaker Ms. Helen Friel, representing the Correctional Service of Canada, elaborated upon the government's involvement and commitment to the VSI.
  o The final speaker, Mr. Graham Stewart spoke from the perspective of non-governmental organisations (NGO) participating in the VSI.
– This VSI is a joint initiative between the voluntary sector and the Government of Canada.
  o The VSI aims to strengthen the voluntary sector's capacity to meet the challenges of the future, and enhance the relationship between the voluntary sector and the federal government in the service of Canadians.
  o This congress sub-plenary presented a sample of stakeholder's opinions and facilitated interesting discussion about the realities of government and voluntary sector relationships historically, during this present transitional stage, and considered the objectives established for the future.
– Ms. Susan Carter, Executive Director, VSI Secretariat and Ms. Nancy Wildgoose, Associate Executive Director, VS Task Force, Privy Council Office described the concept, composition, and the mandate of the VSI.
  o The VSI evolved out of the "Broadbent Panel" in the early 1990's.

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[53] Department of Justice Canada, The Aboriginal Justice Strategy: Trends in Program Organization and Activity 1996-1997, 1997-1998 and 1998/1999, Prepared for the Aboriginal Justice Directorate, Department of Justice Canada by Naomi Giff, March 10, 2000 -
[54] Report on the 28th Canadian Congress On Criminal Justice, June 20 - 23, 2001/20 Halifax, Nova Scotia Law, Justice, And The Community, hosted by the Canadian Criminal Justice Association: Government And The Voluntary Sector: A Relationship For Better Or For Worse http://home.istar.ca/~ccja/angl/report.html
[55] Summary By: Lynn Smith, Member Policy Review Committee Canadian Criminal Justice Association

- o At issue were dispelling the myths surrounding the operations of the voluntary sector, the need to quantify the significance of the voluntary sector, and address the necessary governance that dictate the mechanics for operations.
- Ms. Carter regards this VSI as a unique opportunity to focus on the voluntary sector as one of the three pillars of Canadian society, equal in importance to the public and private sectors.
- Thirteen groups representing various components of the voluntary sector are working together with many government departments at several round table forums.
  - o An independent non-governmental committee selected the voluntary sector participants from more than 1,000 applicants.
  - o Joint Tables that explore these priority areas involve more than 125 representatives from Canada's voluntary sector and federal government departments.
    - ▪ Each joint table is co-chaired by a government and voluntary sector representative.
    - ▪ These voluntary sector groups are diverse.52 including Not-for-Profit Organizations (NPO), NGO, Trusts, and Registered Charities.
    - ▪ The collaborative, yet independent investigation of issues that affect the future of the voluntary sector is the principle objective of the VSI.
- Voluntary organizations are under pressure to deliver a greater number of services and raise larger amounts of money to support their activities.
  - o Difficult challenges such as adapting to the information age, recruiting volunteers, and ensuring that organizations have the resources/expertise to continue to work effectively are realities for all organizations in the voluntary sector.
  - o Federal legislation and regulations governing the sector must evolve to meet these new realities.
  - o The government must ensure that voluntary organizations are treated in a consistent way.
  - o Many of the specific issues facing voluntary sector organizations serve as a compass for agenda discussion.
  - o This process of consultation directs documentation, secures recommendations, and indeed will culminate in the final Charter for the VSI.
  - o Combining social conscience, a frontline perspective, and a focussed interest will be the main accomplishment of the VSI; a comprehensive effort to facilitate change in the political-social environment.
- Ms. Wildgoose described the federal government's commitment to invest $94.6 million over five years in the following seven key areas:
  - o An Accord: developing a framework agreement that will articulate the shared vision and principles for relations between the voluntary sector and the federal government;
    - ▪ Information Technology and Information Management: improving the sector's access to the benefits of technology;
  - o Public Awareness: increasing recognition of the sector among the public and government including the interesting study conducted by Statistics Canada referred to as the "Satellite to the System of National Accounts";
    - ▪ Capacity: developing new knowledge, skills and means for voluntary organizations to respond to Canadians' needs;
  - o Financing: proposing a new approach to financing the voluntary sector that is long-term and sustainable;
    - ▪ Volunteerism: promoting the role of volunteers as a legacy of the United Nations' International Year of Volunteers 2001; and
  - o Regulatory Issues: streamlining reporting requirements and regulations that affect the voluntary sector such as improving the regulatory framework (i.e. transparency issues, director's liabilities), modernizing federal funding strategies (policies and practices) and involving the voluntary sector in departmental policy development.
- Mss. Carter and Wildgoose regard the development of a clear cohesive funding strategy as critical in order to reverse the present situation of inconsistent ad hoc federal funding practices.
  - o Likewise, a structured, streamlined regulatory framework must be put in place to ensure continued dialogue between government departments and voluntary sector organizations.
  - o The voluntary sector must be recognized for it's social, economic, and civic benefits that are an integral part of Canadian communities
- Ms. Carter described Canada's voluntary sector as a vital part of Canadian life.

- o The Voluntary Sector includes more than 175,000 charities and NPOs.
- o It engages the efforts of 7.5 million volunteers and employs 1.3 million people.
- o All Canadians will benefit from enhanced programs, more supported volunteers, responsive public policy, and opportunities for civic engagement. Recent studies including the "National Survey on Giving, Volunteering, and Participating" indicate that the public's confidence and trust in the voluntary sector is high (97%) and an estimated 21 million Canadians make donations exceeding $4.5 billion annually.
- o There are six major elements of the VSI that Mss. Carter and Wildgoose identified.
- o The VSI is an attempt to recognise the social capital, community cohesion, and valued liaisons amongst communities and the government generated by the voluntary sector.
- More information and the opportunity for individual participation can be found at the web site: www.vsi-isbc.ca

**Helen Friel, Director, Citizen Engagement, Correctional Service of Canada (CSC) [56]**

- The CSC has been a member of the capacity and awareness tables, a contributor to development of memorandum to Cabinet, and part of the ADM Advisory Committee since it's inception in 1998.
  - o The CSC believes that concentration on developing a stronger infrastructure will ultimately improve the services available to communities in our country.

- Ms. Friel described how the departments that comprise the criminal justice system (RCMP, NPB, CSC) offer many examples of volunteers occupying pivotal roles in the delivery and effectiveness of policies and programs.
  - o Issues of priority for the CSC, including Aboriginal justice, women offenders, and community corrections, are all tabled for discussion at the round tables.
  - o Ms. Friel defined CSC priorities for policy funding proposals as involving the following: organized crime, effective corrections, restorative justice, victims, and Aboriginal issues.
  - o Community corrections, safe and effective alternatives to incarceration, substance abusers, diversity in the offender population, as well as the recruitment, support and retention of individual volunteers are all priorities for discussion in this partnership of government departments and voluntary sector organizations.
- In the spirit of the VSI, CSC has recently established a "Community Engagement Sector".
  - o This is a concrete example of CSC's commitment to broaden links with NGOs and to form partnerships with health, employment, housing and other criminal justice local, regional and federal government departments.
- Ms Friel identified three goals of the round table discussions as paramount.
  - o The primary goal is to inform a variety of audiences including community leaders, the private sector, the media and youth about the importance of the voluntary sector.
  - o Another goal is to position the voluntary sector as an influential contributor to policies affecting the nation's social, economic and cultural well-being.
    - In this sense, the government must do more than consult with the voluntary sector, rather voluntary sector input must be considered as a critical contributor and a relevant factor in decision making.
  - o Last but not least, the VSI aims to encourage Canadians to participate and become engaged in the work of the voluntary sector.
  - o CSC's involvement on this VSI is an indication that the government is committed: dedicating the time, money and resources necessary to realize the shared goal of healthy and safe communities.

**Graham Stewart, Executive Director, John Howard Society of Canada**[57]

[56] Report on the 28th Canadian Congress On Criminal Justice, June 20 - 23, 2001/20 Halifax, Nova Scotia Law, Justice, And The Community, hosted by the Canadian Criminal Justice Association: Government And The Voluntary Sector: A Relationship For Better Or For Worse, Helen Friel, Director, Citizen Engagement, Correctional Service of Canada,, http://home.istar.ca/~ccja/angl/report.html
[57] Report on the 28th Canadian Congress On Criminal Justice, June 20 - 23, 2001/20 Halifax, Nova Scotia Law, Justice, And The Community, hosted by the Canadian Criminal Justice Association: Government And The Voluntary Sector: A Relationship For Better Or For Worse, Graham Stewart, Executive Director, John Howard Society of Canada, http://home.istar.ca/~ccja/angl/report.html

- Historically, the relationship between the government and the voluntary sector has been exploitative and problematic.
  - o Stewart provided several examples of how the voluntary sector has provided a source of.cheap labour that has alleviated government responsibility in the past, and provided a vehicle for public relations and a means of promoting the government's agenda.
  - o Stewart describes this past relationship between government and the voluntary sector as one of "can't live with each other, can't live without each other".
  - o Therefore, determining the appropriate blueprint or preconception for a successful union between government agencies and NGOs is a challenge.
  - o However, the Volunteer Sector Initiative (VSI) is an attempt to recognize that this partnership of idealism is essential in order to preserve and enhance the quality of life for Canadians.
- The voluntary sector has been associated with negative myths including being disorganized, fragmented, unable to find one voice, and in competition with one another.
  - o Stewart recognizes these myths as partial truths, yet secondary to the shared commonalities that characterize self-governing organizations within the Voluntary Sector.
  - o All exist to serve a public benefit, generate social capital but do not distribute private profit to members, depend to a meaningful degree on volunteers, involve participation on a voluntary basis, and are independent or institutionally distinct from the formal structures of government and the profit sector.
- Some are registered charities, some are incorporated non-profit organizations and others exist independent of these classifications.
  - o In using the term "voluntary sector," it is recognized that many organizations rely on paid staff to carry out their work, although all depend on volunteers on their boards of directors for their governance.
- Stewart regards the voluntary sector as simply groups of Canadians engaged and involved in improving life in their communities and the world.
  - o He described the process of the VSI as graduated, requiring first that the specific purpose, needs and infrastructure necessary to achieve its goals be defined.
  - o The necessary factors of what a healthy relationship would look like were identified.
  - o For some NGO's this was an easy task as it involved looking at their respective mission statements and finding the many parallels existent in the mandates of government agencies.
- Secondly, there was the issue of recognizing one another's strengths – an education for many on both sides.
  - o Primarily, this discussion considered the element of "privilege"; as the formal and informal way in which either side communicates and considers the input of one another and actually involves such input in policy development.
  - o It is hoped that "consultation" under the VSI will have a refreshed new meaning.
  - o "Accountability" was another element discussed in that there must be a common purpose.
    - ▪ This requires that the government's role and expectations are clearly defined, stable and consistent.
    - ▪ The implication of such is that the voluntary sector can rely upon funding, support, and commitment to achieving all goals.
    - ▪ Thus, the voluntary sector can hold the government accountable should they stray from achieving the principles agreed upon.
    - ▪ These round tables present an opportunity for voluntary sector organizations to participate in discussion of critical issues including funding, purpose for programs and policy development.
  - o Mr. Stewart recounted how subsequent discussion aimed at recognizing the voluntary sector and the nature of its origins as something special that needs to be preserved.
  - o Mr. Stewart reminded us of international examples wherein the very notion of volunteerism in some countries is illegal.
    - ▪ In Canada we are free to organize ourselves and question the motivations of the government when they fail to deliver, whereas other nations such as Lithuania consider volunteer activity to be subversive.
  - o Mr. Stewart described the impact and excitement surrounding the first round table forum wherein the Privy Council Office and numerous Members of Parliament were in attendance.

- ▪ This political weight added a serious tone and purpose to the VSI.
        - ▪ The VSI is an attempt to recognize that within the government itself there are community members and volunteers; all are stakeholders with a vested interest in seeing that future efforts and investments are directed in a productive, considerate way.
        - ▪ Thus, Mr. Stewart regards this VSI as a promising catalyst for social and political change.
    - – The Accord represents for Mr. Stewart a substantial tool necessary to legitimize and solidify this change.
        - o This accord will mark a fresh start to an old traditional process, and ensure that all parties to the agreement continue to respect one another and treat interactions and activities with interest and dignity.
        - o Ideally, this VSI will establish the framework for the government and the multiplicity of organizations within the voluntary sector that provide services to the varied communities across the nation to operate in a secure, consistently funded, and influential capacity.
    - – Mr. Stewart spoke of his organization's experience (the John Howard Society) with cutbacks in government funding over the years and tumultuous relationship with those federal government organizations under the auspices of the Solicitor General.
        - o Although their mandates are similar, and the target interest groups identical, there were often in the past difficulty meeting consensus and marrying efforts to achieve the best outcomes for clients.
        - o Ultimately, this change will also enhance the functions of different government departments.
        - o This VSI is an attempt to cement the government's recognition of the voluntary sector as an important contributor in deciding social policy, in addition to acclaiming the respected and viable role of the voluntary sector as diverse and essential service providers.

## 5.8. Making a Difference: Volunteers and Non-Profits-1999[58]

## 5.9. Great Expectations: The Ideal Characteristics of Non-Profits -1999[59]

## 5.10. Exploring Alternatives: Government Social Service Policy/Non-Profit Organizations -1999[60]

## 5.11. Strings Attached: Non-Profits/Their Funding Relationships with Government - 1999 [61]

- – **Background:** The Alternative Service Delivery Project is one of a number of research projects funded by the Kahanoff Foundation, and collectively known as the Non-Profit Sector Research Initiative.
    - o The Initiative was established by the Kahanoff Foundation to promote research and scholarship on non-profit sector issues and to broaden the formal body of knowledge on the non-profit sector.
    - o The Initiative works to increase understanding of the role that non-profit organizations play in civil society and to inform relevant public policy.

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[58] Making a Difference: Volunteers and Non-Profits
http://www.cwf.ca/pubs/199903.cfm?pub_id=199903

[59] Great Expectations: The Ideal Characteristics of Non-Profits
http://www.cwf.ca/pubs/199907.cfm?pub_id=199907

[60] Exploring Alternatives: Government Social Service Policy and Non-Profit Organizations
http://www.cwf.ca/pubs/199911.cfm?pub_id=199911

[61] Canada West Foundation, Susan McFarlane and Robert Roach, Strings Attached: Non-Profits & their Funding Relationships with Government, Alternative Service Delivery Project, Research Bulletin, Number 4, September 1999
http://www.cwf.ca/pubs/199914.cfm?pub_id=199914

- o The Canada West Foundation's Alternative Service Delivery Project (ASDP) was initiated to increase understanding of, and stimulate debate about, Canada's non-profit sector, its relations with the state, and its role in the delivery of social services.
  - o Drawing on data collected from 72 non-profit social service agencies operating in five provinces, Strings Attached explores the interface between the state and the non-profit sectors, and discusses the pros and cons of delivering social services on the state's behalf.
- − The report will form the starting point for a series of roundtables to be held in major cities throughout western Canada and Ontario.
  - o The roundtables will allow non-profits to comment on the results of the research and help develop a set of practical recommendations for improving relations between governments and their non-profit service delivery partners.
- − **Government Motivation:** Governments seeking to reduce costs, enhance efficiency, and provide citizens with evidence of effective social policy often turn to the non-profit sector as a better and/or less expensive means of delivering social services formerly delivered by government agencies. [62]
  - o Governments transfer tax dollars to non-profits to deliver supplemental programs or to help finance causes deemed worthy of public support.
  - o Although government funding of non-.profit social service agencies is a longstanding practice in Canada, three factors have converged to place it in the public policy spotlight:
    - ▪ (1) the need to control public spending;
    - ▪ (2) dissatisfaction with the state's ability to deliver effective social services (and the popularity of the argument that governments are better at setting policy than at carrying it out); and
    - ▪ (3) a general trend in favour of increasing community involvement in social welfare activities.
- − But what happens to the agencies that take on government contracts? Do they become mere agents of the state, or are they able to maintain their independent character?

**Attractive Alternative?:** Findings suggest that non-profit social service agencies that deliver services on behalf of the state continue to exhibit the characteristics that make them an attractive alternative to government delivery.

**Shadow State – Agents of the State?:** However, findings also indicate that there is a real danger that non-profits that deliver services for the state will lose their unique identity and become a "shadow state."

- − "Whether it is intended or not, governments seeking to achieve legitimate objectives such as public accountability and cost-effectiveness often restrict the freedom of action non-profits need to be flexible and respond to the unique needs of local communities," says the Foundation's Director of Non-Profit Sector Studies Robert Roach.

- − "On the bright side, there are numerous examples of healthy relationships that can be used as templates to improve the overall effectiveness of the partnership between the two sectors and the independence of non-profits."

- − ...contracting-out necessarily puts voluntary groups in the service of public purposes. While this is perfectly reasonable from the point of view of the state and its citizens who provide the tax resources for service delivery, it nonetheless can limit the range of activities undertaken by voluntary groups and shape their modes of operation. [63]

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[62] Also known as voluntary or third sector organizations, non-profits are defined in The Social Work Dictionary as organizations "established to fulfill some social purpose other than monetary reward to financial backers" (Barker, Robert L., Third Edition. Washington, DC: National Association of Social Workers, 1996). The non-profit sector includes, for example, professional associations, arts. groups, churches, research institutes, homeless shelters, and trade unions. The ASDP is concerned with the sub-set of non-profits that deliver social services, often called social service or social welfare agencies. For the purposes of this and other ASDP research bulletins, hospitals and universities are not considered social service agencies.

[63] Jennifer R. Wolch, The Shadow State: Government and Voluntary Sector in Transition. New York: The Foundation Center, 1990, page 216 *cited in* Canada West Foundation, Susan McFarlane and Robert Roach, Strings Attached: Non-Profits & their Funding Relationships

## I. Introduction

**Revenue:** The state has been, and continues to be, a primary source of revenue for the non-profit sector.
  – The charitable sector (a sub-set of non-profits registered as charities with Revenue Canada) received approximately $90.5 billion in revenue in 1994 – 60% of which was provided by governments.
  – Charities classified as social service organizations received $8.8 billion in revenues – 64% of which came from government.[64]

  – These statistics illustrate both the importance of the charitable sector and its dependency on government. The strings attached to the government funding (as well as the actual dollars) are, it follows, likely to have a significant impact on non-profit organizations.

Understanding how these strings affect the character of non-profits is important because it suggests ways that relations between the state and non-profit sectors can be improved and, in turn, will help both sectors to recognize and preserve the service
delivery advantages and positive social by-products associated with the non-profit sector.

Non-profit organizations that seek or receive government funding operate in an environment marked by competition for finite resources, evolving public policy, periodic turnover of elected officials, government restructuring, and differences within and across government departments and jurisdictions.
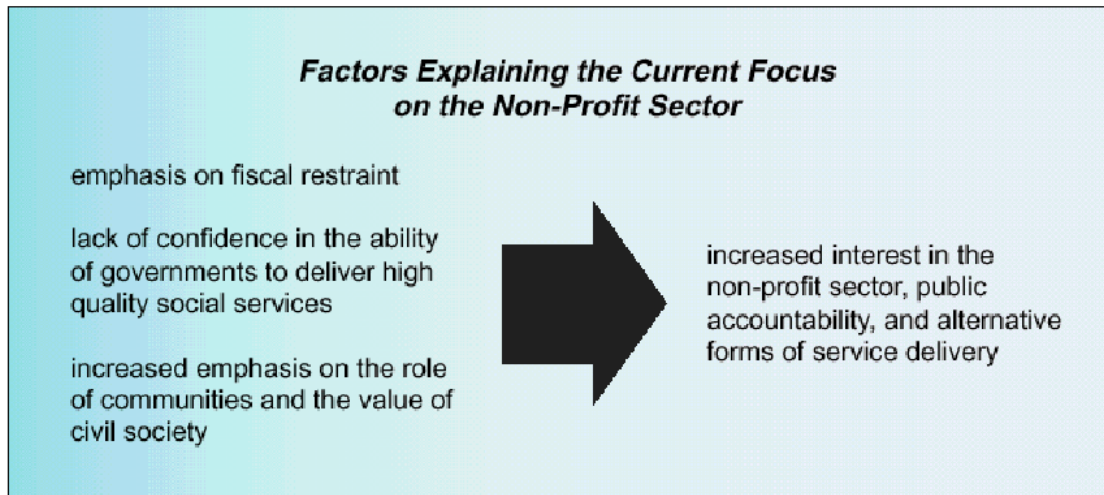


**Figure 1**

Despite the complexity of government funding arrangements and the heterogeneity of the non-profit sector, a number of generalizations about the funding relationships between governments and non-profit social service organizations are outlined in this bulletin.

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with Government, Alternative Service Delivery Project, Research Bulletin, Number 4, September 1999
http://www.cwf.ca/pubs/199914.cfm?pub_id=199914
[64] Michael Hall and Laura Macpherson, "A Provincial Portrait of Canada's Charities." Canadian Centre for Philanthropy Research Bulletin, Spring/Summer, 1997. The percentage of revenues supplied by government averaged 81% for survey participants. This is explained in part by the fact that the survey excluded agencies that receive no government funding at all. Nine in ten agencies (91%) receive half or more of their revenues from government. A small number (7.1%) receive all of their revenues from
government. The agencies that provided financial information (n=56) received an average of $1.3 million from government in 1997.

Based on a survey of the executive directors of 72 non-profit social service agencies operating in five provinces, these generalizations illustrate some of the challenges faced by non-profit agencies that deliver social services on the state's behalf and point to ways
that relations between the two sectors can be improved.[65]

In 1994, charities classified as social service organizations received $8.8 billion in revenues – 64% of which came from government.

Questions asked during the survey relevant to this research bulletin include:
What is required to secure a government contract?
What conditions are attached to the government funding your organization receives?
How do these conditions affect your organization?
What do you perceive to be the main issues arising out of the relationship between governments and non-profit social service organizations?

The survey allowed participants to comment on their organization's funding arrangements with the provincial government department responsible for social services. The results illustrate how non-profit social service agencies perceive their relationship with provincial social service ministries and provide a general sense of the pros and cons of taking on government contracts.

**II. Some Context**
Non-profit social service agencies have a long and venerable history in Canada. Early private charity organizations in pre-Confederation Canada were often religious or ethnic in origin, and were established to address needs left unmet by families, neighbours, and the state. Over time, government grants and contracts were used to assist private charity organizations to meet the needs of citizens, and charities came to accept government monitoring and regulations in exchange for the monies they received.5

Legislation defines the social services for which a government deems itself responsible. These services are typically referred to as statutory, mandated, or government services. Once a government assumes responsibility for a social service, the government decides if it will deliver the service itself or hire a non- or for-profit provider. Governments also provide social service agencies with funding for services that are either non-statutory or a supplement to statutory services.

These arrangements create complex relationships between Canada's governments and non-profit social service organizations as non-profits deliver services on behalf of the state, fill gaps left by the state, and respond to emerging social needs. It is important to note that relations between the two sectors have evolved in an ad hoc rather than systematic fashion with different governments pursuing different approaches at different times.

As government downloading of social services has gained momentum in Canada, two trends have developed:

(1) non-profit agencies are taking on additional responsibilities as they manage more programs on behalf of government and attempt to serve expanding and increasingly diverse populations; and
(2) elected officials and government departments are placing greater emphasis on holding non-profit social service organizations accountable as a means of enhancing their control over service providers and of improving program evaluation and policy planning.

Two schools of thought exist regarding the impact of government contracting on the character of non-profit agencies.
  – First, there are those who claim that government exerts a controlling influence that has caused a distortion of the original mission and role of non-profit organizations. Hence, non-profits that receive

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[65] As part of the Alternative Service Delivery Project, a survey of non-profit organizations was conducted in two social service areas (services for children and youth and services for women in crisis) and five provinces (B.C., Alberta, Saskatchewan, Manitoba, and Ontario). For a detailed account of the survey methodology see Susan McFarlane and Robert Roach, Making a Difference: Volunteers and Non-Profits,. ASDP Research Bulletin #2 Calgary: Canada West Foundation, 1999. http://www.cwf.ca/pubs/199903.cfm?pub_id=199903

government funding experience a loss of autonomy and distinctiveness, and become "quasi-government" agencies that deliver services according to government specifications.

– Others contend that the loss of autonomy, and the professionalization and bureaucratization of the sector are exaggerated, and that the contracting process is characterized by mutual dependence.6

Salamon argues that the relationship between the state and non-profit sectors is best described in terms of a mutually beneficial partnership: government exploits the comparative advantages of non-profits (e.g., flexibility, cost effectiveness, volunteers) and non-profits benefit from financial support.7 In keeping with this, many non-profits believe that accepting government funding is a **tradeoff** between obtaining the funds they need to carry out their missions and limitations on their freedom of action. This raises a core question: is it possible to strike a balance between the state's legitimate interest in setting public policy and ensuring that organizations spending public dollars are held accountable, and the need to protect – indeed enhance – the unique qualities that give non-profits a comparative advantage over the state?8

*"We create a program and send our ideas to the Ministry. Then we are told that there is no funding. Years later the Ministry comes out with the same 'new' program. So we have to rewrite our old proposal to match it in order to get funding. This shows the lack of recognition of our innovation and that we are not taken seriously. If the government had accepted what we originally proposed it would have been a great example of something that came from the community."– Survey Respondent*

**Possible Sources of Non-Profit Revenue/Support**
– individuals or corporations (includes in-kind donations, cash, and volunteers)
– private granting foundations (e.g., Max Bell Foundation, Donner Canadian Foundation)
– savings incurred through tax exemptions
– fundraising efforts (e.g., charity auctions)
– charitable gaming (e.g., raffles, bingos, casinos)
– government gaming grants (Alberta, Ontario, Saskatchewan)
– local United Ways
– membership fees
– fee-for-service
– municipal, provincial, and federal governments (grants and contracts).

Relationships between the state and non-profit sectors raise a second core question: who is responsible for helping people in need of a specific social service? Is it the state, the non-profit sector, a combination of both, or an even wider enterprise involving the for-profit and informal sectors?

This question is important because some non-profits argue that the non-profit sector is exploited by governments that are unwilling to pay the full cost of services for which they are responsible, and instead expect non-profits to "do more with less" or make up
the difference through their own fundraising efforts. Who is responsible for a particular social service, and how each sector answers this question, goes to the very heart of the relationship between governments and non-profit service providers and points to potential barriers to a fruitful partnership. If one partner sees the government funding as a gift and the other sees it as the responsibility of the state to ensure that certain needs are met, this can lead to tension and misunderstandings that hamper the system's ability to help people in need.

The following sections address these questions by examining the contracting process, contract requirements and conditions, and key areas of government influence identified by survey respondents.

**III. The Contracting Process**
The results of the survey indicate that the contracting process is significantly more complex than an open, competitive bidding system where contracts are awarded to the lowest bidders with the best products. It is not unusual for governments to roll-over contracts because they have established a relationship with an agency or because other service providers do not exist.

Governments in Canada have, moreover, tended to prefer funding non-profit organizations to deliver social services rather than open the system up to for-profit competition. As a result, governments interested in ensuring social services are available to citizens tend to rely on non-profit agencies with pre-existing mandates to help people in need. Although typically one-sided (governments "hold most of the cards"), the funding process is perhaps best characterized as a partnership rather than a market-based exchange.9

Most agencies included in the survey have an existing contract with the province that is renewed on a regular basis. Although the agency may have originally received the contract through a formal tendering process, the contract is usually renewed if the services are provided in a satisfactory manner. Services are most likely to be tendered if they are part of a new government program, or if an existing contract is terminated. Changing contractors every year creates two primary problems that lead governments to maintain existing arrangements:
(1) it is disruptive to clients; and
(2) it is often difficult to find a new agency with similar expertise and reputation.


*"On one hand there are program standards that need to be met and on the other hand we can't meet program standards effectively with the money that is provided."*
*– Survey Respondent*


Formal tendering was not the predominant method for awarding contracts to the agencies surveyed, as many organizations were given a direct offer to provide the service or were informed about new program funding that may become available.

However, this situation can vary with changes in the political environment, as was the case in British Columbia when the Ministry of Children and Families implemented competitive re-tendering of contracts. Core funding or long-term funding that supports primary services (e.g., funding to run programs at a women's shelter or to keep the shelter operating) is usually renewed annually, but the length of the contract can vary.

Participants used the term "rolling over" of contracts, which means that the contract (service requirements and budget) remains relatively unchanged year after year. Other contracts support special projects and usually have a limited term, perhaps lasting a few months. For example, special grants or short-term contracts may support new pilot programs, or are used to produce and distribute public education materials.

### IV. Contract Complications
Although rolling over contracts does provide executive directors with at least some sense of security and the feeling that they are providing an adequate service, the procurement process is not without complications. These include:

**Unrealistic Expectations.** Core funding levels do not always match the government's expectations of what can be provided for that cost. Numerous respondents pointed out that insufficient funding typically means that staff are poorly paid and overworked; in this way, governments exploit the social commitment of non-profit agencies and their staff. Several executive directors of emergency shelters for women suggested that the government does not respect the value of the work done by shelter staff (e.g., "We are not seen as professionals and we should get more respect for what we do. The government views us as housewives and, as a result, the salaries we can offer are low; they are inappropriate for what we are doing and the education level of staff."). It was also noted that staff often leave the social service sector for higher paying jobs in other sectors.

**Instability and Short-Term Focus.** The length of contracts was an extremely important concern expressed by respondents. Many argued that the contracts need to be longer because they do not facilitate the stability needed to deliver high quality services and do

"When non-profits are small, they can develop procedures and practices aroundwhat works. This is preferable to a large bureaucracy that is putting out policies around the province that may not work in a certain area.

Because non-profits are small, and the people creating the policies are close to the work being done, they are close to what the issues are – this is the advantage of non-profits."
– Survey Respondent

This does not allow for long-term planning. The renewal of contracts and the tendering process create stress, consume a great deal of resources, and are unnerving for staff. As one director stated, "the government needs to move away from project funding and instead needs to look at the long-term project funding or core funding. We need time to set up the programs. Reporting requirements have become very stringent regarding evaluation, but we are not funded adequately to have the staff to develop and do these kinds of things."

Short-term projects eat up resources and create a sense that helping people is a temporary activity that may end at any time.

**Insufficient Opportunity to Negotiate.** Numerous respondents cited the lack of a formal negotiation process as an area in need of improvement (e.g., "We just go in and sign the contract and keep the same conditions and the same contract."). Another respondent stated that "there is no application process. The contract is rolled over and there has been no negotiation for three years. We just sign the documents since the government always says that there is no money and no money means no changes."

Ideally, during contract negotiation, a non-profit agency works with the funder to clarify the details of the contract. This type of collaboration builds mutual acceptance of the contract conditions especially those pertaining to appropriate statistical measures and outcomes. Often, however, there is little communication on the specifics of the contract. One executive director commented that "there is no collaboration between government and agencies on what kind of reporting should be done. Frustration is created by the government forms, and the government often wants information that is difficult to track or information for things they do not fund." This points to the general lack of communication between the two sectors discussed in more detail in later sections of this report.

It is important to note that this is not always the case (e.g., "The renewal of an existing agreement means that changes can be negotiated prior to the contract being signed."). Properly carried out, contract negotiations can create changes to the type of service or program offered or the financial resources required to provide the service.

**Excessive Use of Resources.** Some respondents reported that applying for funding consumes a great deal of administrative time and redirects resources away from serving clients. Respondents were, however, generally in favour of using the application process to improve services and "to evaluate programs and let the government know where resources are needed."

**Influence of Personal Relationships.** The application process often depends on the personal relationships that develop when non-profit and government staff interact. A government contract specialist, government liaison, or regional representative may work with non-profit agencies on their funding applications, answer questions, or even expedite the process. Problems are created when the personal relationships break down. One director noted that the agency "had the same contract manager for several years, but when he left, we were back to doing line-by-line budgeting. Trust and personality issues are important in the contract process."

"Money is very seldom given in a way that you can do with it what you want – there are always strings attached which makes sense or we would all be driving new Cadillacs."
– Survey Respondent

**V. Contract Requirements**
Accountability is an obligation to explain how a responsibility for an assigned task has been carried out. Assessing whether or not a service provider has met the conditions outlined in a contract is one of the main mechanisms by which the state ensures an appropriate level of public accountability.10

Most survey respondents found the conditions imposed by their contracts with the provincial government to be appropriate. The following comments illustrate this point: "At an absolute minimum we need some written conditions." "We should have provincial standards for shelters since we need to have a high quality service and the government needs to be accountable." "If non-profits are not run properly, they may be using the money inappropriately, so accountability measures are needed."

Accountability requirements specified in government contracts can be divided into two general categories: administrative and programmatic. Survey respondents were asked to describe the conditions attached to the funding they receive from their provincial social service department. The following comments, although by no means exhaustive, represent the range of conditions attached to the contracts.

**Administrative Conditions.** Administrative or procedural accountability refers to the process governing the contractual relationship and includes the terms of the procurement process, requirements for audits and fiscal standards, and compliance with provincial standards or laws.

The government must determine if the taxpayer has received an adequate return for the money provided. Examples provided by respondents of the methods the state uses to make this determination include: statistical reports; external evaluations; performance targets and forecasts for services; provincial program standards; audited financial statements; and financial reports.

Financial requirements are perhaps the strictest type of contractual condition. Budgetary and accounting practices are formalized and financial audits are a standard practice.

Frustration was expressed by respondents because governments do not usually allow agencies to move surplus revenue from one budget area to another. This reduces service flexibility and prevents agencies from reacting to changes that they are aware of from their vantage point within the community. The need for a strict accounting of monies spent and the desire to exert central control over service providers exist in tension with the goal of

*"I don't think that we could deliver the services to extremely disadvantaged people without government money. We can't run on a fee-for-service private practice model and we can't expect private business to deliver the service. We are beholden to the government for the money, like it or not."*
*– Survey Respondent*

**Programmatic Conditions.** Programmatic requirements relate to the specific service or services an agency is contractually obligated to provide.
- Eligibility requirements, service delivery methods and procedures, and staff qualifications are examples of programmatic requirements. The key question is whether or not the service provider has delivered the service described in the contract. A government may, for example, set the maximum number of days a woman in crisis can stay in a shelter or provide funding for a program that requires clients to be children under 14 years of age. Given the number and variety of conditions described by respondents, government involvement in the day-to-day operations of non-profit service providers is relatively high.

- As is the case with administrative conditions, respondents indicated that they respect the need for programmatic conditions and the state's interest in setting them, but feel that more flexibility is necessary and would appreciate greater input into the process whereby conditions are set.

**VI. Effects of Contractual Arrangements on Non-Profits**
Despite a great deal of variation among individual cases, a significant number of respondents felt that the conditions imposed by the provincial government were unnecessarily onerous and reduced their organization's flexibility, freedom to innovate, and ability to respond to the unique needs of the community it serves.

Participating agencies were asked to comment on the effects that contractual conditions have on their agencies. Responses tended to fall into four categories:
(1) dependency and accountability;

(2) the positive characteristics of non-profit agencies;
(3) autonomy; and
(4) benefits of conditions.

**Dependency and Accountability.** According to respondents, the regulations, rules, and financial accountability requirements imposed by the state have become more stringent. As a result, the state is more involved in the day-to-day operations of non-profit service providers. Respondents strongly supported the need to be accountable, but also expressed a great deal of frustration with the one-sided nature of the accountability regime; governments tend to set the accountability requirements without seeking the input of the non-profits that have to live up to them. Many respondents also felt constrained because of the degree to which they depend on government for funding. As one respondent stated, "non-profits feel less secure because government is controlling more of the money." This can place many non-profit agencies in a difficult position and increases the sense that the relationship is one-sided since, "with the stroke of a pen, [the funding] can be gone." "At "A lot of agencies have become creatures of government."
– Survey Respondent

At one point our agency was trying to decide whether or not we would adopt the government recommendations. The government position about this was point blank: 'we pay for this service and, if you cannot deliver it [the way we want,] then we will purchase it somewhere else'."

A common theme among the comments is that "black and white" conditions that leave little room for interpretation or innovation are not the best way to ensure that service providers are accountable and achieving the state's policy objectives. When the state exerts too much control, both partners suffer; non-profits lose some of their independence and the state is not able to take advantage of the qualities that are supposed to differentiate non-profits from the state such as flexibility and community responsiveness. In the face of government control, respondents indicated that they *struggle* to maintain their non-profit identity. Although it appears that the non-profits included in the survey have been able to maintain their unique qualities so far, there is a real danger that the need for funding may force them to give up some of their unique qualities in order to survive.

Respondents were apprehensive that the state remains preoccupied with fiscal accountability and reporting the number of clients served despite government rhetoric to the contrary. In theory, governments are placing greater emphasis on outcomes rather than counting dollars and clients, but respondents indicated that this is often not the case. For example, the director of a children's agency said that, "ten years ago they introduced [reform] and it had good intentions as it would be less budget-oriented and use outcomes to describe services. However, this was a failure. Area offices were not able to make good use of the information. It became a tedious process and became a budget process."

Another respondent notes that the "focus is moving toward occupancy rates. It will be difficult because the rural numbers are not as high as the numbers being served in urban shelters. It may be difficult to meet the criteria if the government decides to apply the same standard across the province."

The emphasis on standardization noted by some respondents undermines the ability of non-profits to focus on local needs and circumstances. Respondents stressed that one size does not fit all, and that agencies should not be lumped together as if they are all the same.

**The Positive Characteristics of Non-Profit Agencies.** As accountability grows in importance, and conditions become more rigorous, there are marked effects on the positive characteristics that non-profit agencies possess including flexibility, community responsiveness, and their role as advocates for their clients.

**Flexibility.** Most respondents cited the tendency of contractual obligations to severely limit the flexibility of their organizations as a negative side-effect of *Respondents stressed that one size does not fit all, and that agencies should not be lumped together as if they are all the same.*

From the perspective of respondents, governments seem very nervous about allowing non-profits to step outside the rigid confines of government policy and make front-line decisions based on their own assessment of the situation.

As a result, organizations are forced to find creative ways to be flexible that do not put their government funding in jeopardy. In this way, the non-profits included in the survey have been able to maintain their flexible nature, but have done so in spite of taking on government contracts rather than with the state's blessing.

Respondents made it clear, however, that non-profit service providers should not have free rein to do whatever they want with government funds.

On the contrary, they took pains to point out their support for appropriate government guidelines and monitoring.

The following statement is typical: *"Although we believe in accountability, our flexibility is tightened-up by the contracts."*

**Community Responsiveness.** Intimately linked to the need for funding arrangements that allow for a greater degree of flexibility is the refrain embedded in the survey results that the strings attached to government funding prevent them from responding effectively to community needs.
   – It is, for example, common for the state to require service providers to select clients based on strict guidelines set by a distant government department: "We were forced to establish waiting lists according to the government definition, e.g., 'these individuals are not as high a priority as those individuals'."
   – The result of this and similar limitations is loss of the local control that is one of the key factors enabling non-profits to be effective service providers.
   – Respondents noted the need for a greater degree of trust on the part of the state and the value of moving beyond using non-profits to deliver "government services" and allow them the freedom to tailor services to the unique needs of their clients and communities (e.g., "They [the government] don't give local communities control over what would work in their community.").

**Advocacy.** Contractual obligations also affect an organization's advocacy efforts.
   – A number of the women's shelters that took part in the survey, for example, are passionate about political campaigning, but their executive directors felt that government funding arrangements limited this activity. One director illustrated this point by stating that *"once government funding is accepted, an organization can lose its political edge and this would mean that other people have to work for political change…. It is almost odd to take government funding and expect to be able to [remain politically active]."*
   – This raises a number of key questions: If non-profits lose their freedom to advocate on behalf of their clients and communities, what does this mean in terms of their role in society and the health of a pluralist democracy?
   – Should non-profits have to refrain from advocacy simply because they accept government funds? How do governments ensure that public funding intended to pay for services is not used to advance particularistic causes?
   – The strings attached to government funding sometimes reduce the ability of agencies to respond to emerging community needs.

**Autonomy.** Autonomy allows non-profit organizations to act on their positive characteristics, including being innovative, flexible, and responsive.

   – It also enables them to maintain an independent identity and avoid becoming absorbed into the state.
   – Respondents repeatedly stressed the importance of autonomy and the fear of becoming too reliant on government funding:

- o *"It would feel like the government owned us if all of our funding came from them." "We still think we are a little bit too dependent on government funding…however, we don't feel it has hampered us a great deal. We still like our autonomy and having some independence and to try and provide a leadership role. Being tied to government funding does not fit with our mindset."*
- – Overall, and notwithstanding significant frustration with the degree of control exerted by the state, survey participants reported that their funding arrangements with government leave them with a fair degree of autonomy.
  - o Over 80% of the agencies reported that they have a significant amount of autonomy.
  - o They are not, in other words, mere agents of the state, but remain distinct entities.
  - o Nonetheless, *9% of the agencies reported having very little autonomy and 3% reported having no autonomy at all.*

**Benefits of Government Conditions.** Contractual conditions can also have a positive
impact on non-profit social service agencies. The following comments are typical:

- – *"Conditions have a positive impact since they give us good feedback and suggestions, and help to create an effective and efficient service."*
- – *" The program standards are quite comprehensive, but not really a bad thing. Overall, they are quite good and ensure a certain amount of standardization between shelters."*

Respondents stressed the need for a relationship with government in which both sides take part in the development of conditions, standards, and accountability mechanisms *(e.g., "The government needs to continue to set standards of service, promote  collaboration and communication, provide staff training, maintain regular contact, and act as a liaison.")*

**VII. Maintaining a Healthy Relationship**
The overall government-non-profit working relationship is determined by the:

- – tone set during contract negotiations,
- – length of time that the contract has been in place, and
- – degree and nature of the personal interaction among government personnel and non-profit staff.
- – Respondents cited good communication and a high level of interaction between the two sectors as critical elements of a fruitful relationship.

**Government Role:** Government staff perform a variety of fundamental roles including:

- – negotiating contracts,
- – answering questions,
- – articulating government policy,
- – announcing new programs, and
- – monitoring and assessing programs.

Agencies that have a good relationship with government staff stressed the value of the relationship; agencies with a bad relationship or an insufficient level of contact stressed the need for improved relations and/or more interaction

*(e.g., "We requested a meeting with the contract specialist in July and they are not coming until October – this needs to be improved and they need to show more support for the organization.").*

It is important to note that the strings attached to government funding can also have
positive effects on non-profits.

Numerous respondents reported that they have a good relationship with the government staff assigned to work with their agency but lamented the lack of authority possessed by local government contacts (e.g., "The local representatives are good, involved, and caring [individuals]…but they have no power over the money.").

Respondents noted the value of government staff that are trained to work with non-profit organizations and understand the environment in which non-profits operate and the pressures they face. The following comment

illustrates this general concern: *"There is a need to establish reliable and consistent senior representatives to work with agencies]. Also, they should be training them to work with non-profits and they need adequate skills suited to the realities non-profits have to deal with such as budgeting, administration, and labour relations."*

The importance of ongoing communication was also stressed and a number of problems were linked to a lack of discourse with the government *(e.g., "[Government] could have more discussions with us since there is a lack of communication about issues and sometimes their expectations are unclear.").*

Finding time to meet, keeping each other informed, and articulating clear expectations are crucial to the establishment and maintenance of a healthy government and non-profit sector relationship. There is some tension evident in the position of respondents, however, created by a simultaneous desire to have a close relationship with government and a relatively hands-off relationship that allows the agency a fair degree of autonomy.

How to strike a balance between these two scenarios is an issue of central importance to the future health of Canada's system of social services. The state must want to be involved and expend the resources necessary to ensure that it is. Non-profit organizations must be open to this involvement and, given, the results of this survey, it appears that they are. The results also indicate that there is some apprehension about state interference in the operations of non-profits.

For this reason, and as a means of ensuring that non-profits remain a meaningful
alternative to the state rather than mere producers of government services, governments must respect the autonomy of their non-profit partners and work with them rather than adopt a command and control approach.

## VIII. Concluding Remarks
Although the survey used as the basis of this report is far from the final word, it points to a number of factors that directly affect the health of the relationship between governments and the non-profits they fund. Understanding these factors will help policymakers to minimize the degree to which taking on government contracts alters the unique characteristics of non-profit agencies.

The state must respect the autonomy of its non-profit partners and work with them rather than adopt a command and control approach.

**Non Profit Ethos:** As a group, respondents have been successful at maintaining a non-profit ethos in the face of government funding:
- they use volunteers;
- they find ways to be flexible and respond to the unique needs of the communities they serve;
- they try innovative methods of service delivery; and they put their clients first.
- There is a strong sense among respondents that non-profits have something unique to offer and that this differentiates them from both the state and the for-profit sector.

**Fears**: At the same time, there is an underlying fear that government will, if it seeks to exert more control over the agencies it funds, limit the expression of the sector's unique traits.
- It is also important to note that, although the survey results cannot be used as evidence of broader trends within the non-profit sector, a small but significant portion of the sample reported that their funding arrangements with the state leave them with no autonomy.
- If non-profits have something to offer to the delivery of social services and a vibrant civil society, this situation bodes ill and should be carefully monitored.
- Respondents are concerned that if the state is not held at bay, it will overrun the sector and transform it into a shadow state.

**Successful Partnerships:** Nonetheless, the results also indicate that the partnership works well for many non-profits. These examples can, in turn, be used as templates of healthy relations between the two sectors. Although more research is required, the findings suggest that successful partnerships are marked by:

- – ongoing and two-way communication;
- – a balance between the state's interests in setting policy and ensuring accountability and the value of allowing non-profits the freedom they need to realize their comparative advantages and maintain their independence;
- – a straight-forward and consistent tendering process;
- – recognition of, and empathy for, the needs of non-profit social service agencies; and
- – a clear sense that both partners are "in this together" and committed to helping people in need.

*Two-way communication was identified as a critical element of a healthy relationship between the state and non-profit sectors. Although the results of this survey indicate that non-profits have been able to maintain their non-profit character, they have had to struggle to do so.*

There is no reason to assume that a tighter partnership between the state and non-profit sector must lead to the erosion of the non-profit sector's independence and its metamorphosis into a mirror image of the governments that fund it.

- – First, the state has, or should have, no interest in undermining the qualities that make the non-profit sector unique for it is these qualities that make it an attractive alternative to state delivery in the first place.

- – Second, the survey results suggest that non-profit social service organizations have a strong sense of their identity and have been actively defending their independence even as they have found it necessary to accept a more intimate relationship with the state.

- – Third, there are numerous examples of good relations between the two sectors. Also of importance is the willingness expressed by respondents to accept direction from the state, strive to be accountable, and work with the state toward common goals.

**Sole Source of Funding:** It is important to note that many non-profit social service organizations do not have the option of turning down government funding.
- – The state is often the only source of adequate funding or organizations find it difficult to turn down money that can be used to help people in need.
- – As a result, government is often "in the driver's seat" simply because it has the money non-profits need.
- – This places an additional burden on the state to make sure that it does not unduly restrict non-profits and allows them – within the limits set by public accountability – to be themselves and do what they do best.
- – This is not an easy task given the complexity of the social service system.
- – Governments need to become better managers and remind themselves why they are using non-profits in the first place.
- – There is also the difficult task of working out the philosophy behind the contemporary welfare state; in short, who is responsible for meeting social needs?

**Notes**
5. Guest, Dennis, The Emergence of Social Security in Canada,Second Edition, Revised. Vancouver, UBC Press, 1985, page 13.
6. This argument is outlined in Ralph M. Kramer, "Voluntary Agencies and the Contract Culture: 'Dream or Nightmare?'" in Social Services Review, 68:1, March 1994, page 47.
7. Lester Salamon, "Partners in Public Service: The Scope and Theory of Government-Nonprofit Relations" in W.W. Powell (ed.), The Nonprofit Sector: A Research Handbook.New Haven: Yale University Press, 1987.
8. See Susan McFarlane and Robert Roach, Great Expectations: The Ideal Characteristics of Non-Profits, ASDP Research Bulletin #3. Calgary: Canada West Foundation, 1999. Copies are available from the Canada West Foundation or may be downloaded from the Foundation's web site (www.cwf.ca).

9. The inappropriateness of applying market analogies to government funding of non-profit social service agencies is also highlighted by the fact that the state purchases services on behalf of citizens – it is not the actual consumer of the services it buys.

10. It is an assumption that only the state is concerned with accountability when, in fact, many survey participants noted that they have their own internal procedures or that they are affiliated with provincial or national associations that set operational guidelines and standards. Conditions are tied to the core standards or program standards and the agency's mandate and, in this way, a non-profit seeks internal accountability for the services it provides. As Salamon notes, "pressures for improved agency management, tighter financial control, and use of professionals in service delivery do not, after all, come solely from government." Salamon, "Partners in Public Service," page 115.

**Alternative Service Delivery Project Publications**
Research Bulletin #1: Introduction to the Project and Recent Policy Trends, December 1998
Government Relations With Religious Non-Profit Social Agencies in Alberta: Public Accountability in a Pluralist Society, January 1999
Research Bulletin #2: Making a Difference: Volunteers and Non-Profits, March 1999
Research Bulletin #3: Great Expectations: The Ideal Characteristics of Non-Profits, June 1999
The Canadian Social Service Policy Landscape: A Roadmap of Recent Initiatives, August 1999
Exploring Alternatives: Government Social Service Policy and Non-Profit Organizations, August 1999

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## 5.12. Planning/Evaluating Community Projects - 1998 [66]

– Most restorative justice programs are dependent upon the support of volunteers, so planners must find ways of getting them involved. Often this will be done by personal contact. People who have interests in justice-related issues may already be involved in lobbying or volunteer work in the area, and will be known to program organizers. There are also a number of groups that have worked in the area and they may view your project as part of their mandate, e.g. many church groups have an interest in victims and offenders.

– It will be easier to recruit volunteers if you have a well-organized program. You should define the jobs you want done by volunteers by creating a job description. The job description should include details concerning the responsibilities of the job and the time commitment expected of the volunteer. This will help ensure that the organization gets the right person for the job and that both program organizers and volunteers have a clear understanding of what the job involves. You must also make special efforts to retain your volunteers and to ensure they work effectively. Figure 9 presents some strategies for recruiting, motivating, and utilizing volunteers.

# FIGURE 9

## How To Recruit, Motivate And Utilize Volunteers

Organizers should clearly communicate how a potential volunteer can get involved with their program. Volunteers should be sought from all sectors of the community.
It is important that volunteers in key roles such as facilitator/mediator or 'keeper of the circle' should be persons who have widespread credibility and acceptance within the community.
Communities and supportive government agencies should invest in the care and maintenance of volunteers.
Do not overwork volunteers. It is important to avoid burning-out volunteers as this can result in the loss of talented and dedicated people from your program and will discourage others from volunteering.
Training volunteers in counselling, peacemaking, mediation, consensus building, and other

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[66] Solicitor General Canada, Rick Linden University of Manitoba and Don Clairmont
Dalhousie University, Making It Work: Planning And Evaluating Community Corrections & Healing Projects In Aboriginal Communities, 1998 http://www.sgc.gc.ca/epub/Abocor/e199805b/e199805b.htm

interpersonal skills builds their confidence and competence and maintains their interest.
Ensure that your scheduling and assignment of volunteers takes into account their interests,
skills, and time availability.

Working in teams and sharing responsibilites provides each volunteer with the support and
insight of others. Team building is a very important activity and requires openness, sharing of
information, and training and working together.

The contributions of volunteers must be respected and appreciated. Their contribution
should be recognized informally as part of the normal work routine. Organizers should listen
to suggestions made by volunteers and express appreciation for their work. Formal
appreciation can be made through events such as feasts and other forms of public
recognition.

Source: Adapted from Stuart (1997)

## 5.13. **Redefining Government Relationships with the Voluntary Sector - 1995[67]**

– In 1993, the Coalition of National Voluntary Organizations (NVO) invited me to write a paper outlining
some of the challenges facing the voluntary sector and exploring possibilities for addressing these
challenges in constructive ways.1[68]

   o I described those as "turbulent, but exciting times" for the voluntary sector: organizations were
   facing serious reductions in their funding as a result of government cutbacks and declining
   donations during the recession; governments were looking to voluntary organizations as
   "partners" to undertake a greater share of the delivery of services; politicians and the media
   occasionally questioned whether organizations truly represented their constituencies.

– In 1995, I would describe these simply as "turbulent times." The pressures being felt by the sector two
years ago still abound, but Canadian governments now appear to be set on a trajectory whose
consequences are ominous, not only for the voluntary sector, but for all Canadians.

   o The attack on the credibility of voluntary organizations, led by populist politicians who fear
   competition in representation, has become more vociferous.

   o The speed of government offloading of services to voluntary organizations has accelerated
   greatly.

   o The funding issue is not simply about replacing sustaining with project money, but in many cases
   a total withdrawal of support.

   o There is less talk of "partnership" and more of the value of charity.

   o It has been romanticized that by requiring voluntary organizations to sponsor workfare
   programs, they can instantly become a training ground for the unemployed.

– What is frightening is that the rush to redefine governance and carve out a far greater role for the
voluntary sector is being planned by the federal and provincial governments with minimal understanding
of the nature and capacities of the sector.

   o Many current proposals are predicated on the wrong-headed assumptions that voluntary
   organizations can easily support themselves on the philanthropic "market" and that they have the
   infrastructure to fill spontaneously the gaps left by the withdrawal of the state from social and
   other programs.

   – Although there is little question that Canadian governments have to deal with the issues of deficit and
   debt reduction in an exigent manner, the path being taken risks undermining the entire voluntary
   sector as a vital force in our society and destroying the fundamental character of Canadian citizenship.

   – In the interests of making one small contribution to building a better understanding of the voluntary
   sector and its relationship to state and society, this paper revisits some basic concepts.

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[67] Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations *and*
Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[68] "Of Vision and Revisions: The Voluntary Sector Beyond 2000", The Coalition of National Voluntary Organizations Bulletin, 12, 4
(winter) 1993.cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great
Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o It examines the three essential roles of the sector: representation, citizen engagement and service delivery.
  - o Each of these roles is currently under attack.
  - o We will explore the sources and nature of this attack and suggests some possibilities for forging a constructive and realistic role for the voluntary sector in a climate of restraint.
- – The language used to refer to the "third sector" is varied and occasionally problematic.
  - o Throughout the paper, I will use the language of "voluntary sector" to emphasize organizations which already do, or might, attract citizens to participate in them on an unpaid basis as an act of citizenship.
  - o The term is used in an inclusive manner, however, to apply to registered charities, public interest groups engaged primarily in advocacy and some staff-led nonprofit organizations.
  - o A glossary of alternative terms commonly used to refer to this sector is appended.

**The Voluntary Sector in Canada**
- – Since Alexis de Tocqueville's work was first published in the 1830s, we have thought of the United States as *the* country of associations and voluntarism and have tended to underestimate the size and contribution of our own voluntary sector[69].
  - o In fact, Canada has an extensive and diverse voluntary sector, although it is difficult to pinpoint an exact number of organizations.
  - o The best data are available for registered charities, of which there are estimated to be 70,000 across the country. [70]
    - ▪ Collectively these organizations have revenues of $86.5 billion, or approximately 13 percent of Gross Domestic Product, and expenditures of $82 billion.[71]
    - ▪ But, these gross figures are misleading in many respects and mask some significant differences among types of charities.
    - ▪ Almost 56 percent of registered charities consists of hospitals, universities and colleges, places of worship and other religious institutions, and public or private foundations.
    - ▪ This leaves approximately 31,000 that are dedicated to social and health-related services, international aid, arts, recreation and other community benefits.
    - ▪ This figure, however, does not include the probably equivalent number of "public interest groups" that may deliver some services, but spend most of their time and resources in public education or policy advocacy and thus do not qualify for charitable status under the Income Tax Act[72].
  - o Very little comprehensive information is available about these other types of citizen associations, so our discussion here is confined to the data on charities.
- – When we examine the aggregate revenue figures for charities more closely, we see that 58 percent of the revenues go to hospitals and teaching institutions, although they comprise only five percent of the number of charities.
  - o In fact, the bulk of voluntary organizations are relatively small with limited revenues and few staff.

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[69] . Alexis de Tocqueville, Democracy in America (New York: Washington Square Press, 1964), first published in 1835. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[70] David Sharpe, A Portrait of Canada's Charities (Toronto: Canadian Centre for Philanthropy, 1994), p. 3. Registered charities are those which qualify for status under the federal Income Tax Act. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[71] David Sharpe, A Portrait of Canada's Charities (Toronto: Canadian Centre for Philanthropy, 1994), p. 3. Registered charities are those which qualify for status under the federal Income Tax Act. p. 13. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[72] The Canadian Centre for Philanthropy estimates that there are a total of 175,000 nonprofit organizations in Canada, including the charities. But this number also includes economic and trade associations, cooperatives and other not-for-profit institutions which are not part of the voluntary sector, even broadly defined. See Michael Hall, "Presentation to the House of Commons Standing Committee on Government Operations re: Bill C-224," (Toronto: Canadian Centre for Philanthropy, May 1995), p. 1. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o Eighty percent of Canadian charities have revenues of less than $250,000; half have revenues of less than $50,000.[73]
- o These small budgets are reflected in staff sizes as 60 percent of charities employ either none or only one full-time person.
- – Government support is critical to the sector.
    - o Taken as a whole, registered charities receive 56 percent of their revenues from governments (mainly from provincial governments); 10 percent from individual donations and one percent from corporations.[74]
    - o Roughly one-third of charities receive direct government funding.
    - o Leaving aside hospitals and universities which get over 69 percent of government funding, however, charitable organizations that focus on social services, health and benefits to the community get only 26 percent of government funding.
    - o For these service-oriented charities, 10 percent of their revenues comes from the federal government; 34 percent from provincial and 5.5 percent from local governments[75]
- – Receipt of government money by voluntary organizations is by no means peculiar to Canada.
    - o One of the leading American scholars in this field, Lester Salamon, describes the belief that voluntary organizations rely chiefly on private action and philanthropic support as the "myth of voluntarism."[76]
    - o In fact, governments are the major sources of revenues for voluntary organizations in most countries.[77]
    - o Even in the U.S.A., voluntary organizations providing social services have as high, and perhaps slightly higher, reliance on state funding than do comparable Canadian organizations.[78]
    - o Most of these public revenues are used in the interests of public--in fact, government directed--policy and services; that is, voluntary organizations use the money to undertake, on contract, specific services or projects that governments want to have provided, but do not wish to produce directly.
    - o Most comparative scholars of the third sector agree that this interdependence is mutually beneficial: accountability is required for money spent and the autonomy of the voluntary sector is seldom compromised.[79]
- – In recent years, government support of voluntary organizations has been contracting dramatically.
    - o The Mulroney government began selectively cutting grants and contributions to groups in 1986-87 [80].

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[73] Sharpe, A Portrait of Canada's Charities, p. 16. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[74] Sharpe, A Portrait of Canada's Charities p. 19 .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[75] Sharpe, A Portrait of Canada's Charities pp. 21 and 24. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[76] Lester M. Salamon, "The Rise of the Nonprofit Sector," Foreign Affairs, 73, 4 (August) 1994, p. 120. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[77] Estelle James, "Introduction," in The Nonprofit Sector in International Perspective edited by Estelle James (Oxford: Oxford University Press, 1989), p. 6. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[78] An accurate direct comparison is difficult to make. See Ralph M. Kramer, "Voluntary Agencies and the Personal Social Services," in The Nonprofit Sector: A Research Handbook edited by Walter W. Powell (New Haven: Yale University Press, 1987), p. 246 and Ralph M. Kramer, "The Use of Government Funds by Voluntary Social Service Agencies in Four Welfare States," in The Nonprofit Sector in International Perspective edited by Estelle James, pp. 222-23. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[79] Ralph M. Kramer, "The Use of Government Funds by Voluntary Social Service Agencies in Four Welfare States," in The Nonprofit Sector in International Perspective edited by Estelle James p. 227. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[80] Susan D. Phillips, "How Ottawa Bends: Shifting Government Relationships with Interest Groups," In How Ottawa Spends 1991-92: The Politics of Fragmentation edited by Frances Abele (Ottawa: Carleton University Press, 1991), pp. 183-227. The first groups to be cut were Aboriginal organizations funded by the Department of Secretary of State, followed in 1989 by freezes and in 1990 cuts to women's

- ▪ Almost every budget since has announced new and significant across the board cuts.
- ▪ For instance, the 1992 mini-budget made cuts of 20 percent over two years; the 1993 budget deepened these by 15 percent for 1995-96 (applying the savings to subsidies for western grain transportation and industrial milk).
- ▪ These cutbacks affected a wide array of groups.
  - o The Liberals continued the Tories' policy.
    - – The 1995 budget moved away from across the board cuts to more selective ones, specifically targeting advocacy and public education groups, and announced a major review of interest group funding.
    - – In the field of international aid, for example, overseas development groups were cut by 15 percent, but public education groups (without overseas programs) had their funding slashed 100 percent.[81]
    - – At the same time, funding for the National Voluntary Organization (NVO) was cut in half; welfare groups funded under National Welfare grants (eg. the National Anti-Poverty Organization [NAPO] and the Boys and Girls Clubs) were cut 15 percent and multicultural groups by 24 percent over three years.[82]
  - o Reductions of this magnitude cannot be easily replaced with private money.
    - – It is estimated by the Canadian Centre for Philanthropy that for every one percent cut in government grants to charities, a 5.8 percent increase in individual donations and a 49 percent rise in corporate donations would be needed, just to maintain the status quo.[83]
- – Canada compares very favourably with other countries in terms of the level of voluntary activity and donations made by private citizens.
  - o In fact, a higher percent of Canadians than Americans make donations to charity; a greater proportion of Canadians volunteer their time and we spend twice as many hours per month in volunteer activity than do our southern neighbours.[84]
  - o Moreover, the rate of volunteerism does not appear to be declining in Canada as it is in the United States and many other industrial countries.[85]
  - o A 1991 study conducted for the IMAGINE program found that 8.5 million (43 percent of) Canadians 15 years of age and older had volunteered their time in the previous year, up 3.2 million from a 1989 study.[86]
  - o A comparative study conducted by the Charities Aid Foundation in the UK reports that 25 percent of Canadian respondents had volunteered an average of 5.2 hours in the previous

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groups. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[81] Canadian Council for International Co-operation, Implementing the Cuts: The Implications of Budget Cuts to NGO/NGI Programs in the Partnership Branch of CIDA (Ottawa: CCIC, April 1995), p. 2. See also, Richard Marquardt, The Voluntary Sector and the Federal Government: A Perspective in the Aftermath of the 1995 Federal Budget (Ottawa: CCIC, May 1995). .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[82] This list is illustrative and by no means includes all the groups affected. See NVO Bulletin , 13, 4 (spring), 1995, pp. 6-7. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[83] Sharpe, A Portrait of Canada's Charities, p. 31.

[84] It is also a myth that the number of voluntary associations and level of activity is inversely related to the size of a nation's welfare state. Sweden, for example, which has one of the most extensive welfare states also has a very large and active associational system; see John Boli, "The Ties that Bind: The Nonprofit Sector and the State in Sweden," in The Nonprofit Sector in the Global Community edited by Kathleen D. McCarthy et al. (San Francisco: Jossey-Bass Publishers, 1992), pp. 240-53. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[85] Robert Putnam laments the decline in associational membership and volunteer activity in the United States, see "Bowling Alone: America's Declining Social Capital," Journal of Democracy, 6, 1 (January) 1995, pp. 65-78. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[86] Sharpe, A Portrait of Canada's Charities, p. 41. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

*month*, compared to 10 percent of the French who gave 1.6 hours and 15 percent of the British respondents who spent an average of 1.8 hours per month.[87]

– In terms of donations, Canadians rank third highest (at 62 percent of the population making donations) after the Spanish at 71 percent and the British at 65 percent.
  o Canadians, however, gave the highest average monthly amount at £ 22.
  o Nevertheless, Canadian organizations have felt the pinch of the recession and greater competition for private money as government funding shrinks.
  o Although total donations to registered charities in Canada increased by 26 percent (in constant dollars) from 1984 to 1992, the growth occurred before 1990 and fell slightly in the recession years of 1991-92.[88]

– The distinctive features about Canada is that most volunteering and donations are made through a place of worship and that there are significant regional variations.[89]
  o After religious organizations, the other associations which attract the greatest share of volunteers are youth development; medical and health related; and human and social service associations.[90]
  o Clearly, some types of associations have greater ease in attracting volunteers than others.

– In terms of type of work done, the greatest number of hours (28 percent) are spent in serving on boards, committees or other office work; 18 percent of volunteers provided direct services such as care, home support or coaching; 17 percent organized or supervised events and 12 percent campaigned for money, lobbied or recruited other volunteers[91]

**The Three Basic Roles of the Voluntary Sector**

– The third or voluntary sector is often understood by way of contrast with the market and the state.
  o Early theories posited that the voluntary sector exists due to market or state failure and that it merely steps in to perform those tasks that governments or business could not, or chose not to do.
    ▪ This residual role approach, however, is a very barren perspective on what voluntary groups actually do.
  o In contrast, the voluntary sector needs to be understood as a force in society and in public policy in its own right.
  o The sector performs three interdependent roles that are distinct from the functions undertaken by government or business. These are:
    ▪ representation,
    ▪ citizen engagement and
    ▪ service delivery.
  o Not every voluntary organization is engaged in each of these activities in the same measure.
    ▪ Some groups, for example, undertake relatively little delivery of services, instead concentrating their efforts on public policy advocacy.
    ▪ Some make extensive use of volunteers and have deep roots in the community, while others rely primarily on professional staff.
    ▪ The point is that we need to look to the sector as a whole because, as a network of very diverse organizations, it is by no means unitary in form or function.
    ▪ Its strength, flexibility and distinctiveness derives to a large degree from its diversity.

**Representation**

– Voluntary organizations are first of all groups of citizens.

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[87] Charities Aid Foundation, "Press Release: The First International Giving and Volunteering Survey," (Tonbridge, Kent, January 24, 1994). .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[88] Michael H. Hall, "Trends in Charitable Donations: 1984-1992," Canadian Centre for Philanthropy Research Bulletin, 1, 1, (October) 1994, pp. 1-4. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[89] Charities Aid Foundation, International Giving and Volunteering Study (Whitstable, Kent, 1994), p. 38. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[90] Charities Aid Foundation, International Giving and Volunteering Study (Whitstable, Kent, 1994), p. 37. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[91] Charities Aid Foundation, International Giving and Volunteering Study (Whitstable, Kent, 1994), p. 37. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- As expressions of community, they represent the identities, interests and concerns of their communities, memberships and clients with a view to changing public policy, educating the broader public and influencing the behaviour of society at large.
  - In so doing, they create and maintain political spaces in democratic discourse for their constituencies, often disadvantaged ones.
- In their representational capacity, voluntary organizations provide two kinds of knowledge:
  - technical expertise about the population they represent or service they provide and
  - popular knowledge about the concerns and life experiences of their constituencies.
- They are thus useful sounding boards regarding what kinds of public policy would be accepted as legitimate or what kinds of services would be used.
  - In this way, voluntary organizations play an important role in democracy that is a complement to, rather than a usurpation of the role of political parties.
- Many organizations which have registered status as charities, however, are reluctant to devote too much time and resources to advocacy or representational work because the Income Tax Act limits "political activity" to ten percent of a registered charity's overall budget and time.
  - Nevertheless, representation remains important, even for registered charities.
  - Indeed, in an age in which the policy process is only regarded as legitimate if the public has been consulted, in which the policy "shops" within government that once provided extensive background information are being reduced or eliminated in the interests of deficit reduction and in which the state contracts out an increasing array of services, governments need voluntary organizations more than ever to participate in the policy process.
- Support by the state for the creation and representation of groups of citizens has been a venerable tradition of Canadian citizenship[92].
  - Beginning in the 1940s, the Citizenship Branch of the Department of Secretary of State began to encourage the development of and to provide financial support for citizen associations with the view that these groups would be a valuable ground for citizenship training, enhance a pan-Canadian identity and "help groups weld together individuals in a common community cognizant of its duty to support responsible, democratic government."[93]
  - Promotion of the Canadian identity and social equality were important aspects of this support.
    - For example, the rationale for the creation of the Women's Program within Secretary of State in the early 1970s was that the "weak and disadvantaged segments of a population can only begin to overcome their position through organizing and through collective action."[94]
  - From the 1940s to the 1980s, the Canadian concept of citizenship came to recognize collectivities of citizens and it gave advocacy groups, whose goal was the achievement of social justice for a wide variety of minorities, the political space and institutional support to make their claims.
    - The culmination of this recognition was the Charter of Rights and Freedoms in which both individual and collective rights are recognized and protected.
- Yet representation by groups of citizens is under attack in Canada.
  - Citizen groups engaged in any form of advocacy have been dismissed in recent years as "special interest groups," implying that they are narrow-minded and wholly self-interested.
    - It has become common for politicians and the media to question whether the leadership of voluntary organizations truly represents the memberships and the constituencies on whose behalf they purport to speak.
  - In contrast to the United States where the term, special interest, usually refers to a vested commercial interest (eg. Hog Producers or New Home Builders), in Canada it has come to be equated primarily with public or citizen groups, rather than with business or commercial interests.

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[92] For a discussion of the citizenship regime in Canada, see Jane Jenson and Susan D. Phillips, "Regime Shifts: New Citizenship Practices in Canada," Paper presented to the Annual Meeting of the American Sociological Association, August 1995. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[93] Leslie A. Pal, Interests of State (Montreal and Kingston: McGill-Queen's University Press, 1993), p. 86. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[94] Canada, Department of Secretary of State, Program Evaluation Directorate, Evaluation of the Women's Program (Ottawa: Secretary of State), p. 19. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- Moreover, while the label and its implied condemnation initially was applied to the more vocal critics of government policy, it has now been assimilated to cover virtually all voluntary organizations.
  - The credibility of a group is called into question most sharply if it receives government funding of any sort, be it sustaining, project or intervenor funding.
- o The attack on representation by the voluntary sector has two sources.
  - One line of assault comes as a result of the rise of a new populism, which has been carried mainly by the Reform Party, but which has resonated more widely into other parties and other spheres of government.
    - The logic of the new populism is that citizens should represent themselves, during public consultations, through referenda, petitions and recall, in addition to elections.
      - o The only legitimate third party representatives are elected officials, political parties and legislatures; intermediary associations are unnecessary.
      - o As a result, legislatures have been given renewed vigour and responsibilities, especially for public consultation.
    - One of the most vocal critics of voluntary and citizen groups has been John Bryden, a backbench Liberal MP from Hamilton-Wentworth.
      - o His crusade derives from his personal experiences as a new MP in Ottawa when he reports being shocked to discover that groups had more power than parliamentarians: "I was in severe competition to be heard."[95]
      - o This view has echoed far beyond Mr. Bryden, however. A vitriolic editorial in the Globe and Mail in April 1994 asserts that "publicly funded interest groups distort the political process, giving access and influence to organizations that are often no more than artificial creations."[96]
  - The second source of the attack on voluntary groups, especially government funded ones, has emanated from governments' attempts to dismantle the welfare state.
    - As the state lost its enthusiasm for intervening to foster social and economic equality and as it began to cut social programs, it often found itself funding its opponents.[97]
      - o As part of the strategy of retrenchment of social programs, governments have attempted to weaken the political opposition.
      - o As Paul Pierson notes, the Reagan and Thatcher governments developed strategies of de-funding and directly attacking the credibility of social policy groups and the labour movement.[98]
    - Canada, beginning with the Mulroney government, but continued under Chrétien and by provincial governments, has pursued similar divide and conquer strategies.
- o The de-legitimization of citizen groups has been manifest not only in frontal assaults by certain politicians and the media, but in more indirect ways as well.
  - First, public consultations have tried to counter-balance the representation by groups with representation by individuals using 1-800 phone numbers, public opinion surveys, focus groups and townhall meetings.
    - o While such means are useful additional sources of information and means of participation for unaffiliated citizens, the underlying motive more often is to dilute, rather than complement, the input of organized groups.

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[95] Susan Delacourt, "Losing Interest," The Globe and Mail, April 1, 1995, p. D5. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[96] Unrepresentative Representatives," The Globe and Mail, April 4, 1994 [editorial]." .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[97] See Jenson and Phillips, "Regime Shifts," p. 27 .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[98] Paul Pierson, Dismantling the Welfare State? Reagan, Thatcher, and the Politics of Retrenchment (Cambridge: Cambridge University Press, 1994), p. 158. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o Consultation processes frequently generate questions about who is a "real," a "representative" or an "ordinary" citizen.
    - ▪ For instance, one of the main reasons for the Reform Party's dissent to the 1995 report on social security review by the Standing Committee on Human Resources Development was that the committee hearings had been dominated by groups who received intervenor funding and therefore had not adequately heard the opinions of "real Canadians."[99]
- – Second, many departments, including Finance, have moved away from consultations on a sector by sector basis in favour of broader, multistakeholder meetings that involve divergent, often opposing groups, with the intention that they will educate each other.
    - o Although such consultations frequently are very educational for all participants, many fear that ministers no longer hear a strong, co-ordinated voice from any particular sector, nor do they wish to.
    - o The motive behind multistakeholder consultations may not be civic education or participatory democracy, but an attempt to countervail groups, especially those opposed to program reductions.
- – Third, as has been painfully obvious to most voluntary organizations, there have been severe cuts to funding.
    - o As noted above, a wide range of groups have been affected.
    - o In addition, the criteria for funding have shifted to favour groups in the role of service providers rather than advocates.
        - ▪ As a result of Finance Minister Martin's announcement in the 1995 budget, a high level inter-departmental task force was charged with devising a consistent set of criteria for funding groups.
        - ▪ The task force recommended that groups which offer direct services be given preference over those engaged advocacy; funding should also depend upon how well a group's activities fit with government priorities; the extent to which it benefits the public and the ability of a group to access other funding.
- – The new populism conjoined with the retrenchment of social programs seeks to alter the role of groups in Canadian society: from autonomous actors that are expressions of community to clients who are supported to the extent that they champion or provide the programs desired by government.
    - o Following this path will mean that inputs of information into the policy process are likely to decline significantly.
    - o The state has fewer and fewer direct contacts in communities and it can learn little from voluntary organizations if their advocacy and representation roles have been devalued.
    - o In spite of populist enthusiasm, it is unlikely that well intentioned, but already over-committed MPs, can substitute for the loss of this representational capacity.
- – Can the voluntary sector do anything to reinforce its credibility?
    - o Given that the brush of "special interest group" has been used to paint a wide variety of organizations, it is important to maintain strong networks and coalitions that unite those groups more focussed on service with those more directed towards advocacy.
        - ▪ If the public advocacy groups are allowed to be starved or hounded out of the Canadian political system, the space and opportunities for representation by all voluntary organizations will shrink dramatically.
        - ▪ The basis of a strong network already exists at the national level in the form of the Round Table on the Voluntary Sector.
        - ▪ By according it the equivalent status for representing the third sector that the Business Council on National Issues (BCNI) has for the business sector, governments could enjoy a

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[99] Canada, Standing Committee on Human Resources Development, Security, Opportunities and Fairness: Canadians Renewing their Social Programs (Ottawa, February 1995), p. 295. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

very constructive forum for discussion of shared concerns during this period of enormous transitions.

- o Second, the voluntary sector must counter the abundance of misinformation that is being circulated.
  - ▪ For example, the figures that have been suggested describing the federal government's level of grants and contributions to the voluntary sector are misleading, reported as high as 20 percent of all federal transfers.[100]
    - – Not only do such figures distort reality, but they fail to acknowledge that the bulk of the money transferred to voluntary organizations is used to provide services that governments would otherwise provide directly.
    - – In presenting his private member's bill (C-224) that would force disclosure of salaries of senior staff of all voluntary organizations that receive public funding, John Bryden was insinuating that their executives are extremely well paid and that bad management is rampant[101].
    - – In reality, there is no concrete evidence of abuse to warrant his suppositions: as noted above, 80 percent of charities have modest revenues of less than $250,000 and 76 percent of senior executives earned less than $50,000 in 1993[102].
    - – In response to the Bryden bill, voluntary organizations have reinforced their longstanding willingness to be held accountable and be transparent in their operations, but rightly have protested the rationale for his crusade.
  - ▪ The collection and provision of data that is as comprehensive and accessible as possible will aid researchers, the media and public officials in sorting out fact from distortion.
    - – After relative abstention from the study of the voluntary sector, Canadian academics and journalists are increasingly interested in the relationship between voluntary organizations and the state and could be helpful allies.
    - – The use of the internet for sharing information among organizations within Canada and internationally has the potential to greatly expand an organization's informational resources and serve as an alternative means of participating in policy consultations.
  - ▪ Third, while most voluntary organizations recognize that levels of sustaining funding are not likely to be restored to their pre-1992 levels and that lobbying for additional money is likely to be a waste of time, there is an issue related to funding that must continue to be pursued on the political agenda.
    - – This is the principle of fairness.
    - – Commercial interests can write off (as a business expenses on their tax returns) the costs of their advocacy work and generally have much greater financial and corporate resources, including in-kind services.
    - – Ironically, however, it is the less advantaged organizations that must rely on intervenor funding to be heard at all that are being condemned by many as illegitimate.
- – In the 1990s, governments are urging self-sufficiency and personal responsibility for all Canadians, including voluntary groups. In keeping with this logic, they should also give serious consideration to greater use of incentives that would encourage the public to contribute to a wide variety of organizations.
  - o The definition of a "charity," the restrictions on the activity and level of deductions available for donations to registered charities are antiquated.[103]

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[100] Liberal MP Carolyn Parrish, chair of a sub-committee on Economic Development that is investigating grants and contributions, suggests that $14.5 billion is given in discretionary grants and contributions, mostly to the not-for-profit sector. The same issue arises that was discussed above in relation to the revenues of registered charities; there are an enormous number of quasi-public institutions (eg. hospitals and universities) included in the nonprofit sector. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[101] "Bill C-224--The Bryden Bill," NVO Bulletin, 13, 4 (spring) 1995, pp. 1-3 .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[102] A survey of executives was conducted by the Canadian Centre for Philanthropy. Michael H. Hall, "Charity Finances and Executive Salaries: Is There Any Evidence of a Problem?" Canadian Centre for Philanthropy Bulletin, 2, 2, (May) 1995, p. 4. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations *and* Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o At present, charities registered under the Income Tax Act can spend no more than 10 percent of their total resources to support political activity and groups engaged primarily in advocacy or public education do not qualify for status as a charity, meaning that they cannot issue tax deductible receipts for donations.
  - o Regulations need to be relaxed to recognize the value of public education and advocacy activities, to remove the unfair advantage for donations to crown agency foundations and to permit higher deductions.[104]
- – Most Canadian governments have put themselves in a paradoxical situation relative to the voluntary sector.
  - o While cutting funding, governments are expecting and, indeed, relying upon voluntary organizations to provide input into the policy process by providing both technical expertise and knowledge about particular constituencies.
  - o While professing more open and public methods of governing, they have allowed the credibility of the entire voluntary sector to be undermined.
  - o Strong democracy, argues Benjamin Barber, depends upon and respects pluralism, civic education and citizen participation through community-based as well as traditional democratic institutions.[105]
  - o The path being pursed by Canadian governments under the guise of populism, however, is likely to lead to a thinning of democracy by eroding its intermediary institutions and reducing the information available to the policy process.

**Citizen Engagement**
- – The second basic role of the voluntary sector is that it creates and reinforces citizenship through participation, as well as representation.
  - o Organizations provide opportunities for people to get engaged: in coming together to debate and clarify societal values and policy issues; in identifying as members of a broader community; in enhancing a personal sense of political efficacy; and in working for the benefit of fellow citizens.
  - o Such engagement has benefits for the individual, for society and for governments.
    - ▪ At the individual level, an important contribution of voluntarism is that is nurtures the sense that individual action is important, "that the actions of people working together can make a difference."[106]
    - ▪ At the broader level, voluntary organizations build social capital.
    - ▪ Indeed, in his study of democracy in Italy, Robert Putnam provides both a good theoretical and empirical case that "good government in Italy is a by-product of singing groups and soccer clubs."[107]
      - – Putnam's data demonstrate that a dense, horizontal network of volunteer community-based organization builds social trust and mutual cooperation among citizens, bolsters performance of the polity and contributes to more efficient government and a stronger economy.[108]
- – In the knowledge society of the 1990s, voluntary organizations are becoming more, not less, important because the workplace that once served as the hub of social activity and a community in its own right has

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[103] A. Paul Pross and Iain Stewart, "Lobbying, the Voluntary Sector and the Public Purse," in How Ottawa Spends 1993-94: A More Democratic Canada . . .? edited by Susan D. Phillips (Ottawa: Carleton University Press, 1993), pp. 109-143. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[104] For a discussion of the issue of crown agency foundations, see NVO Bulletin, 13, 1 (summer) 1994, pp. 7-9. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[105] Benjamin Barber, Strong Democracy: Participatory Politics for a New Age (Berkeley: University of California Press, 1984), p. 117. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[106] Jon van Til, Mapping the Third Sector (New York: The Foundation Center, 1988), p. 191. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[107] Robert Putnam, Making Democracy Work: Civic Traditions in Modern Italy (Princeton: Princeton University Press, 1993), p. 176. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[108] Robert Putnam, Making Democracy Work: Civic Traditions in Modern Italy (Princeton: Princeton University Press, 1993), p. 173; see also Francis Fukuyama, Trust: The Social Virtues and the Creation of Prosperity (New York: The Free Press, 1995), p. 356. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

become in many respects a "virtual place" to which people telecommute and thus have minimal face to face contact.
- o Even the more traditional workplace no longer serves as one of the central foci of our social lives[109].
- o Christopher Lasch argues that there has been a "revolt of the elites" because many have abandoned ties to heterogeneous place-bound communities in favour of self-enclosed, homogeneous enclaves of privates schools and walled subdivisions.[110]
  - ▪ Thus, we need more than ever to have vehicles for the exercise of citizenship.
- o But, voluntary organizations cannot be imposed on communities by governments--although they can be nurtured by them.
  - ▪ Rather, they must be built from the ground up.
– The ability of voluntary organizations to promote opportunities for citizen engagement is under strain.
- o There may also be considerable potential, however, to mobilize new cohorts of volunteers.
- o This potential arises from both demographics and the restructuring of the labour market.
- o As the first of the baby boomers begin to take early retirement in the next five years, there are likely to be new opportunities for attracting highly skilled professionals who want to make a contribution to community as well as develop personal skills.
- o It is also predicted that by the year 2000, fewer than one-half of all jobs will be full-time, permanent positions.
- o In this highly competitive job environment, many young people are attempting to gain experience through volunteer service and this may be a practice that they continue throughout their lives.
- o The challenge for voluntary organizations will be to provide meaningful tasks and skills training so that both of these cohorts can satisfy their motivations for personal development.[111]
– The pressures come primarily from three sources.
- o First, the assault on the credibility of the sector, discussed above, makes it very different for some types of associations, especially advocacy groups, to attract members and volunteers.
- o Second, off-loading of social programs by governments, discussed below, often leads to professionalization of voluntary organizations, resulting in reduced opportunities for citizen participation.
- o Third, the demands by governments to provide workfare programs for the unemployed will have a profound effect on the voluntary sector.

– Workfare programs which require social assistance recipients to work or undertake community service in order to receive their benefits are being touted by governments as a benefit both to recipients, who would have the opportunity to acquire skills and a commitment to labour force participation, and to voluntary organizations, who would receive injections of free labour.
- o In certain circumstances--if properly managed and supported--workfare programs may have such mutual benefits.[112]
- o For the most part, however, workfare proposals are based on an overly facile understanding of the dynamics of voluntary organizations and the nature of the commitment involved in volunteering.
- o The majority of individuals required to undertake workfare are likely to be unskilled or have limited labour force experience, thereby requiring on-the-job training and close supervision.
- o Most voluntary organizations in Canada have limited resources and staff to provide such training or monitoring.
- o Another concern relates to the impact on paid workers.

[109] Peter F. Drucker, "The Age of Social Transformation," The Atlantic Monthly, November 1994, p. 76. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[110] Christopher Lasch, The Revolt of the Elites and the Betrayal of Democracy (New York: W.W. Norton & Company, 1995), PP. 25-49.
[111] In their study of the motivations which underlie voluntary activity, Omoto and Snyder stress the importance of personal development. Allen M. Omoto and Mark Snyder, "Sustained Helping without Obligation: Motivation, Longevity of Service, and Perceived Attitude Change among AIDS Volunteers," Journal of Personality and Social Psychology, 68, 4, 1995, p. 683. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[112] A strong case for providing a social wage in exchange for community service work is made by Jeremy Rifkin, The End of Work: The Decline of the Global Labor Force and the Dawn of the Post-Market Era (New York: Putnam Sons, 1995). .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- ▪ Reflecting on the American experience, Ralph Kramer observes that "when viewed as a cheap form of labor, paid or unpaid volunteers can exacerbate tensions among staff and between nongovernmental organizations and trade unions.
        - ▪ They are no substitute for necessary services best delivered by professionals and other types of paid staff."[113]
- – In the discussion over workfare, it is important to keep in mind that voluntary service is not the same as voluntary participation.[114]
    - o Above all, volunteering is a choice.
    - o Coercion into such activity or a particular organization would destroy the essential meaning of the activity.
    - o Moreover, citizen engagement is not achieved merely through the provision of free labour, but from the opportunity to undertake activities that build both civil society and democracy: to voice divergent views; put new issues on the political agenda and work together to change public policy and society at large.
    - o It is, therefore, incorrect to assume that workfare is the equivalent of or will satisfy the need for citizen engagement.
        - ▪ Workfare is yet another service that voluntary organizations could provide for governments and society.
        - ▪ As a service to government, public subsidies would not only be appropriate, but may be a prerequisite. However, great caution is required.
        - ▪ Workfare arrangements will not be successful if there are imposed on the voluntary sector.[115]
        - ▪ Rather, they must be negotiated directly with individual voluntary organizations and in full consultation with labour unions which have legitimate concerns about displacement of paid workers--a consequence that would seem to defeat the purpose of workfare.
        - ▪ And, it must be recognized that many voluntary organizations will not have the capacity or may chose not to enter into workfare arrangements.
- – What must be done to ensure that Canada can maintain its relatively vigorous voluntary sector as a basis for citizen engagement?
    - o First, as noted, voluntary organizations need to use every opportunity to reinforce the sector's credibility through education of the public, journalists and public officials.
    - o Second, data bases such as those compiled by the Canadian Centre for Philanthropy on the nature and distribution of volunteer activity and charitable donations need to be expanded so that the changes wrought by the shifting relationship of the state to the sector can be detected and documented.
        - ▪ In particular, while we have relatively good information on registered charities, there is minimal data on other types of citizen associations and nonprofit institutions that also use volunteers.
- – At the organizational level, attention must be given to ensuring that volunteers have meaningful tasks which provide personal and skills development.

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[113] Kramer, "Voluntary Agencies and the Personal Social Services," p. 253. For a further discussion of some of these concerns, see Ontario Federation of Labour and Volunteer Ontario Working Group, "Who Does What--And Why? Discussion Paper on the Role of Volunteers and Paid Workers in Nonprofit Organizations and Public Institutions," Unpublished paper, October 1995. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[114] On this point, see Virginia A. Hodgkinson and Russy D. Sumariwalla, "The Nonprofit Sector and the New Global Community: Issues and Challenges," in The Nonprofit Sector in the Global Community, p. 500. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[115] A document leaked to the press in November 1995 reveals that the Harris government plans to require welfare recipients (anyone except mothers with children of under three years of age) to work for service organizations, such as the Rotary and Kiwanis clubs, in order to receive their benefits. A voluntary organization planning a project would phone up a central government registry of welfare recipients and request the number of labourers need for the project and would get the first ones on the list, regardless of whether these people have the requisite skills for the project or not. If the welfare recipients do not show up for the work, their benefits would be cut off. However, the proposal came as a complete surprise to the service clubs mentioned in it. See Margaret Philp, "Workfare May Rely on Service Clubs," The Globe and Mail, November 17, 1995, p. A3A and Rob Ferguson, "Service Clubs 'Miffed' at Workfare Role," The Ottawa Citizen, November 18, 1995, p. A5. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o This will be increasingly important to the more professional cohort of volunteers who seek out community service following early retirement.
- o Organizations, either individually or in collaboration with others, need to develop training programs and implement accreditation of volunteers in certain fields.
- o Building memberships and enhancing means for participation in organizational decision making is also critical, especially for organizations that focus more on advocacy or have concentrated, through direct mail, on acquiring donors rather than members.
- o Corporations could assist in promoting volunteerism by policies that provide a quota of days off for such activity, encouraging temporary secondments to voluntary organizations and by increasing sponsorships and donations (of in-kind services as well as dollars).
- o The tax system could be modernized to recognize and encourage donations of goods (eg. from inventories), as well as in-kind services, and to allow volunteers to deduct the direct out-of-pocket expenses that they incur while volunteering.

**Service Delivery**
- – A central mandate of most voluntary organizations is to do "good works" in the form of direct delivery of goods and services to the community.
    - o The range of services provided is enormous ranging from language training, home care, environmental protection to food banks.
    - o Volunteers are an integral part of this work, although their use tends to be concentrated in a relatively small number of organizations.
        - ▪ For instance, 80 percent of registered charities use fewer than 20 volunteers per month and only four percent use more than 100 volunteers[116]
- – The service delivery role is under enormous pressure as governments turn over many programs once provided directly by state agencies.
    - o This transfer is taking several forms, as contracting-out, privatization or simply ceasing to produce and fund some programs, assuming the voluntary sector will fill the gap.
    - o The crunch for voluntary organizations comes from the fact that governments are transferring responsibilities without the dollars to support them.
    - o Thus, the sector is facing a double hit of greater expenditures due to rising demands for services and smaller budgets, both a result of government cuts.
- – The scale of the offloading underway by all three spheres of government will not only have dramatic effects on the programs and recipients, but may have a number of unintended impacts on the dynamics of voluntary organizations and on the structure of the entire sector.
    - o In exploring these consequences, it is important to recognize that the logic and imperative of service delivery by the voluntary sector is quite different from that of governments.[117]
    - o While governments are expected to, and are best at, providing standardized services on an equitable basis across wide geographic regions, voluntary organizations are particularistic, providing services tailored to their target constituencies, and are unevenly distributed geographically.
    - o For governments, the avoidance of duplication is an essential principle; for voluntary organizations overlap may be a natural result of concentration and specialization.
    - o Whereas governments must stress access to all qualified beneficiaries, voluntary organizations usually operate on a first-come, first-served basis.
    - o Thus, even if the voluntary sector can supply higher levels of services, the ways it which it would do so are not the same as state provision.
- – But, even using different modes of operation, will the voluntary sector be able to fill the gaps left by shrinking governments?
    - o Evidence from similar experiences in the United States, suggests it cannot.

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[116] See Michael H. Hall and Paul B. Reed, "Shifting the Burden: How Much Can Government Download to the Nonprofit Sector?" Paper presented to the Annual ARNOVA Conference, Cleveland, Ohio, November 1995, p. 3 and Sharpe, A Portrait of Canada's Charities, p. xi. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[117] For a more detailed discussion of this comparison see Steven Rathgeb Smith and Michael Lipsky, Nonprofits for Hire: The Welfare State in the Age of Contracting (Cambridge, MA: Harvard University Press, 1993), pp. 127-46 and Hall and Reed, "Shifting the Burden," pp. 4-5. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- § In California, for example, proponents of tax reduction had romanticized notions that a wave of collective voluntary effort would spring up to restore services lost as a result of budget cuts.
- § It did not happen.[118]
  - o The voluntary sector in Canada simply does not have the requisite infrastructure to operate everywhere that the state has vacated.
    - § It is also a myth to assume that corporate or private donations can readily substitute for government funding.
    - § A cut of 20 percent as promised by the Harris government in Ontario, would mean that United Way funding would have to double or corporate donations increase by 500 to 1,000 percent.[119]
    - § And this is just to maintain the status quo; it says nothing of trying to respond to rising demands for services.
- – Experience with contracting-out and privatization in the U.S.A. indicates that the likely consequences will be
  - o reductions in the level and quality of services and types of clients served;
  - o a professionalization of the sector and
  - o a diminution in the responsiveness of voluntary organizations to their communities.
- – The degrees of freedom for voluntary organizations to respond to the financial squeeze are very limited.
  - o The option of working on a cost recovery basis by raising fees is often impractical, given the nature of the services and clients.
  - o Thus, voluntary organizations need to find cost savings in how they deliver programs and who they serve.
  - o Because there is very little fat in most voluntary groups to start with, cost savings often can only be achieved in a very few ways.
    - § One possibility for coping with greater demands on more limited budgets is to raise the eligibility thresholds, cut back services or provide only those services that will pay for themselves[120].
    - § Another response is "creaming"--to restrict clients to those who best fit the organization's mission or are served on the most cost effective basis.
      - • Often this leaves those populations who are most expensive and difficult to serve and least attractive for corporate philanthropy to support--such as the poorest of the poor or the severely disabled--to fall back on the state.
- – Even very well intentioned organizations may get caught in what has been called the "dance of contract management"--the escalating demands to take on more and more responsibilities.[121]
  - o Governments pressure voluntary organizations to provide additional levels of service and to expand their services to new categories of clients, but with additional funds that do not match the cost of these new responsibilities.
  - o If an organization has been unable to secure other non-governmental sources of funding, however, or if it is simply compassionate because these clients are not being served at all, it may be enticed into such arrangements.
  - o Ultimately, the impact may be a decline in the quality of services.
  - o Governments generally are unable to monitor such a decline for two reasons:

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[118] Kramer, "Voluntary Agencies and the Personal Social Services, p. 253. Similarly, in response to the Reagan budget cuts in 1987-89, Abramson and Salamon warn that private donations could not be raised to compensate for federal money and the nonprofit sector would be unable to offer comparable services; see Alan J. Abramson and Lester M. Salamon, The Nonprofit Sector and the New Federal Budget (Washington, DC: The Urban Institute Press, 1986). .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[119] Michael Valpy, "Not Waving, but Drowning," The Globe and Mail, November 7, 1995, p. A23. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[120] Smith and Lipsky, Nonprofits for Hire, p. 124; Josephine Rekart, Public Funds, Private Provision: The Role of the Voluntary Sector (Vancouver: UBC Press, 1993), p. 139. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

[121] Smith and Lipsky, Nonprofits for Hire, p. 166. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- first, the monitoring apparatus has itself been reduced and,
- second, in the interests of obtaining "hard" measures of accountability, monitoring agencies focus more on inputs or process (eg. personnel credentials, floor area per child in childcare centres), than on quality of products.[122]
  - These pressures may also lead to changes in the role of volunteers and in the structure of the sector.
    - o In order to secure more sources of funding and undertake higher levels of service delivery, voluntary organizations are forced to become more professional and more business-like.
      - More time must be spent on fundraising and more attention devoted to management which often necessitates full-time staff who replace the volunteer accountants or committee members.
      - As the state shifts a greater range of responsibilities, voluntary organizations find that they are required to take on more sensitive, sometimes controversial, roles and serve more difficult populations.
      - Service providers may no longer just be serving hot lunches or being big brothers, but working with deeply troubled youth or prison populations.
    - o Volunteers may be disinclined to this sort of work or lack the training for it, and public officials are unwilling to allow them to undertake it anyway.[123]
      - Thus, paid professional staff replace volunteers; the demands escalate to accelerate fundraising and become yet more business-like.
      - Michael Hall and Paul Reed suggest that the long term impact on the voluntary sector will be that the larger, professional organizations crowd out the smaller ones and that organizations which focus on the needs of the poor are particularly vulnerable because they have greater difficulty attracting private donations.[124]
        - Those organizations that survive are likely to be less responsive and less rooted in communities.
      - While many observers of the voluntary sector in Canada have argued that rationalization is desirable, the rationalization that is a by-product of government offloading of services may come at the expense of citizen engagement.
  - Canadian governments appear to be keen to privatize or abandon services on a massive scale and in a short time frame.
    - o The overwhelming evidence it that the effects on clients, volunteers and the entire sector of proceeding on the scale and at the pace planned by many governments will be uniformly negative and not easily reversed.
      - In fact, some observes suggest that in Ontario's large cities, current policy risks wiping out the voluntary sector.[125]
    - o Voluntary organizations could deliver in an efficient and effective manner many-- but by no means all--of the services being privatized by governments.
      - But this cannot happen immediately and not all at once.
      - It will take time to develop the infrastructure, to train and accredit volunteers for more complex roles and to secure alternative sources of funding.
      - Moreover, it cannot be done without some continued government support.
      - It is simply a myth to think that in any country the voluntary sector does--or could-- operate entirely independently of government.
  - For the federal government, there may be a new rationale for devolving program delivery to the voluntary sector: it responds to the exigencies of decentralization in a post-referendum Canada extremely well.

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[122] Smith and Lipsky, Nonprofits for Hire p. 83. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[123] Smith and Lipsky, Nonprofits for Hire, pp. 112-13. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[124] Hall and Reed, "Shifting the Burden," p. 9. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995
[125] 58. Valpy, "Not Waving, but Drowning," p. A23. .cited in Susan D. Phillips, Carleton University Redefining Government Relationships with the Voluntary Sector: On Great Expectations and Sense and Sensibility http://www.vsr-trsb.net/publications/phillips-e.html November 1995

- o In contrast to one-size-fits all programs delivered centrally by a national government, voluntary organizations offer responsiveness to local communities while remaining publicly accountable and flexible to changing needs.
- o Undoubtedly, there are considerable advantages of decentralization and flexibility, as well as cost savings, through new and effective partnerships between the federal, provincial and municipal governments and voluntary organizations.
- o But, in order to work, these new relationships must be constituted as partnerships, rather than the mere offloading of costs.

**Conclusions**
- The imperatives of economic restraint, public demands for more open and responsive government and decentralization in a post-referendum Canada are exerting pressures to devolve policy and service delivery from central governments to local communities.
  - o The voluntary sector is not unconcerned about the importance of getting Canada's fiscal house in order and supports a greater role for community-based institutions.
  - o But, many of the proposals for offloading services, instigating workfare or slashing funding are built on faulty assumptions and a minimal appreciation of the basic roles and capacities of the sector.
  - o As a result, they are likely to have disastrous consequences.
- In the process of redefining governance and the federation, we are making some fundamental, and possibly irreversible, choices about the future of the country.
  - o Indeed, the very notion of citizenship that we had evolved over the past century is being cast aside in the space of a decade.
  - o Historically, ours was a concept of citizenship that recognized both individual and collective rights and responsibilities, and that supported the development of secondary associations as vehicles for enhancing participation in society.
  - o It valued social justice and equity by creating the social safety net and encouraging participation by the less advantaged categories of citizens.
  - o But, the response of Canadian governments to a new brand of populism and the need for economic restraint has precipitated a fundamental shift from the value of community to an emphasis on individual responsibility for one's own well-being.
  - o We are moving from a high regard for the principles of social justice to a willingness to tolerate considerable interpersonal inequality and from support for collaboration to protection of self-interest.
  - o While many fiscal conservatives may argue that this is unfortunate, but necessary, it surely is not a choice that we want to make with our collective eyes closed.
- Governments have great expectations for the voluntary sector.
  - o It is anticipated that voluntary organizations will enliven a spirit of community, foster a sense of self-sufficiency, provide new avenues for training the unemployed and deliver services in a cheaper, less bureaucratic and more targeted way.
  - o Many--but by no means all--of these expectations are justified and are possible to realize.
  - o But, not without sense and sensibility.
  - o We need the good sense to ensure that our expectations are realistic and that governments are not merely being opportunistic in offloading costs, rather than redefining relationships.
  - o Finally, we need the sensibility to appreciate the diversity and differential capacities within the voluntary sector.

## 6. Relevant Documents, Studies and Practices – USA

### 6.1. Building Capacity in Nonprofit Organizations - 2001 [126]

−   *Capacity building* is a popular term these days—too popular and expansive a term, in fact, to mean much to individuals making specific decisions about programs and grant strategies.
    o   As a result, everyone—from practitioners to foundation CEOs—is calling for increased attention to the capacity-building needs of nonprofit organizations.
    o   So far, however, the rhetoric is ahead of the work.
    o   In this report, we try to advance that work in two ways.
−   First, we define capacity building as the ability of nonprofit organizations to fulfill their missions in an effective manner.
    o   We already know that many nonprofit organizations are small and possess limited resources, particularly when measured against the challenges and critical issues that they address.
    o   The push to link indicators of capacity to overall performance is critical to strengthening the sector.
−   Second, we examine capacity building as it relates to the overall quality of life in the communities nonprofit organizations serve.
    o   For nearly a century, nonprofit organizations have fulfilled a variety of functions that help build and maintain civil society.
    o   They offer resources to residents of local communities, including social services, advocacy, cultural opportunities, monitoring of government and business practices, and much more (Boris 1999)[127].
    o   They enable individuals to take an active role in their communities and contribute to the overall well-being of these communities.
    o   Nonprofit organizations also provide the basis and infrastructure for forming social networks that support strong communities.
    o   Civil society requires more than linking individuals to institutions; it requires building relationships among people. In these ways, nonprofit organizations add value to community life. While the nonprofit realm should not be mistaken for all of civil society, "most of the country's vast charitable endeavor is very much a part of civil society" (O'Connell 1999)[128].

−   There is a growing consensus among scholars and practitioners that creating and maintaining active citizen involvement through associations and groups of all kinds is an important feature of strong communities.
    o   Robert Putnam[129]'s study (1993) of regional governments in Italy popularized the concept of civil society.
        −   He found that the strong tradition of civic engagement among a myriad of social and cultural groups was a key factor in producing strong government and economic success.
        −   Putnam argues that differences in community networks and norms can make a difference in a community's ability to thrive.
    o   Seen in this context, building the capacity of nonprofit organizations can be viewed as an important strategy for building civil society in local areas.

−   The John S. and James L. Knight Foundation, through its Knight Community Partners Program, aims to improve the quality of life in 26 U.S. communities where the Knight brothers owned newspapers.
    o   Given this interest, the Foundation views the development of strategies for improving nonprofit capacity as a critical element in enhancing the quality of life in its communities.
    o   When the Foundation decided to explore the connection between the capacity of nonprofit organizations and the well-being of its communities, it approached two institutions with strong track records of serving the nonprofit sector:

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[126] Carol J. De Vita and Cory Fleming, Eds, Urban Institute, Building Capacity in Nonprofit Organizations April 2001
http://www.urban.org/nonprofit/building_capacity.html
[127] Boris, Elizabeth T.1999. "The Nonprofit Sector in the 1990s." In Philanthropy and the Non-profit Sector, edited by Charles T. Clotfelter and Thomas Ehrlich. Bloomington: Indiana University Press.
[128] O'Connell, Brian. 1999. Civil Society: The Underpinnings of American Democracy. Hanover, N.H.: University Press of New England.
[129] Putnam, Robert D. 1993. Making Democracy Work: Civic Traditions in Modern Italy. Prince-ton, N.J.: Princeton University Press

- The Center on Nonprofits and Philanthropy (CNP) at the Urban Institute, which was established to explore the role and impact of nonprofit organizations in democratic societies; and
- The Human Interaction Research Institute (HIRI), a Los Angeles-based center for research and intervention on innovation and change in non-profit organizations and the funders supporting them.

- Knight Foundation, CNP, and HIRI joined together to examine the issue of building capacity in nonprofit organizations as it relates to strengthening the quality of life for communities.
    o Investigators presented two papers at a daylong seminar on June 20, 2000, at the Urban Institute.
    o Nonprofit practitioners, technical assistance providers, foundation representatives, and researchers provided feedback to ensure the information would serve the sector.
    o The group discussed in-depth issues related to capacity building for nonprofit organizations, identified gaps in knowledge, and debated how knowledge could best be turned into practice.

- The two papers presented at the June meeting offer new and creative insights into the challenge of building capacity in nonprofit organizations.
    o Carol De Vita, Cory Fleming, and Eric Twombly, researchers at the Urban Institute, develop a conceptual model for capacity building that is based on a review of literature regarding civil society, sustainable development, and organizational management.
    o They use the theory from these three bodies of literature to demonstrate how nonprofit capacity is inter-twined with community capacity.
    o The resulting model offers a new perspective on how nonprofits and funders alike might consider efforts to build capacity in nonprofit organizations and the sector as a whole.

- Thomas E. Backer, president of HIRI, presents an environmental scan of the type of programs foundations have established to build nonprofit capacity.
    o This paper explores existing capacity-building programs and the traits that make each effective and successful.
    o It goes on to discuss some of the barriers and challenges facing effective programs and recommends several field-building activities to promote improved programs.
    o Knight Foundation, for example, supports community-wide efforts to build capacity for effective marketing in nonprofit arts organizations in nine communities across the country.
    o In Charlotte, North Carolina, this funding facilitated creation of the Marketing Services Organization, which since 1995 has supported the marketing work of both larger and smaller arts organizations throughout the community.
- The report aims to advance the ongoing conversation about capacity building, intending to push toward the intersection where research informs practice.
    o This transfer must occur for the work to benefit the field.
    o The final section of this report discusses how each stakeholder—nonprofit practice, foundation, and research—might work to turn knowledge into action.
    o Each of these groups has responsibilities for strengthening the health, not only of individual nonprofit organizations, but of the local nonprofit sector and the overall community as well.
    o By examining capacity building from a new perspective and agreeing to work collaboratively, each group can reinforce the other's efforts.
    o In the end, they will know more about what works, what does not work, and why.

**This report is available in its entirety in the <u>Portable Document Format (PDF)</u>, which many find convenient when printing.**

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## 6.2. Resolving Disputes Locally: Alternatives for Rural Alaska - 1992[130]

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[130] Alaska Judicial Council, Resolving Disputes Locally: Alternatives for Rural Alaska, August 1992, http://www.ajc.state.ak.us/Reports/rjrepframe.htm

− **Reliance on Volunteer Effort.** Each organization was founded by individuals strongly committed to an idea, whether the idea was a vision of community harmony or well-being, or of collective responsibility.
- o This initial commitment has translated over the years into a willingness to work long hours, for little or no pay.
- o However, this reliance on volunteer support has left all three organizations susceptible, in varying degrees, to burnout and turnover among decision-makers/conciliators and support staff.
− **Increased voluntary development of local alternative dispute resolution organizations in interested communities**. The Judicial Council supports greater development of voluntary local dispute resolution organizations in interested communities.
- o The State does not provide law enforcement and prosecution services to all villages for minor criminal matters, and it is appropriate for village governments to assert control over these matters and to seek local solutions.
- o The Council recommends that the Department of Public Safety establish clear policy encouraging the referral by Troopers and VPSOs of appropriate criminal matters to local dispute resolution organizations, including tribal courts.
- o The Department also should include discussions of local dispute resolution options in VPSO training.