

**Policy Internships and Fellowships Program
Final Report**

**Consultation, Collaboration, Change:
The Path to Public and Voluntary Partnerships in Criminal Justice Policy – It's a
Matter of Crime**

Helen Friel

1. Preamble

Home Organization/Department: Correctional Service Canada

History

Imprisonment as we know it in Canada today dates back to the building of the Kingston Penitentiary in 1835. For more than 30 years, Kingston Penitentiary was operated as a provincial jail until the *British North America Act* (1867) established federal and provincial responsibilities for justice. With passage of the first *Penitentiary Act* (1868), Kingston and two other pre-Confederation prisons in Saint John, New Brunswick and Halifax, Nova Scotia were brought under federal jurisdiction, creating a federal penitentiary system "for the establishment, maintenance and management of penitentiaries for offenders sentenced to two years or more." In the Depression years of the 1930s, a rash of inmate strikes and riots focused attention on penal philosophy and management style and led to the formation of the Archambault Royal Commission of Inquiry. With its emphasis on crime prevention and the rehabilitation of offenders, the Commission's 1938 report was a landmark in Canadian corrections, and much of its philosophy remains influential today.

Following World War II, rising prison populations, overcrowding, and prison disturbances spurred the creation in 1953 of the Fauteux Committee, for another investigation into the correctional system. The Fauteux Committee envisaged a new type of prison that would not merely be a facility for custody, but also a place of "worthwhile and creative activity", with programs designed to change the basic behaviour, attitudes and patterns of inmates. The nature of prisons had to change in order to make these programs work and to provide opportunities for vocational training, pre-release and after-care programs. Most importantly, prisons needed more and better trained professional staff in such fields as social work, psychology, psychiatry, criminology and law. The recommendations of the Fauteux Committee initiated a new era of legislative and institutional reform and expansion.

In 1976, continuing deficiencies in the correctional system were manifested in a series of disturbances that led to a new approach in the management of Canadian correction institutions. The new approach was based on the belief that many of the abuses in the system would not take place if proper public accountability existed. In this context, public involvement in correctional policy development was sought, access to penitentiaries by outside groups expanded and citizens' advisory committees established. A renewed focus on inmate treatment established inmate training programs that fulfilled provincial standards for certification. Equally significant was the establishment of a code of regulations based on the rule of law to govern both inmates and staff. Inmates' rights were protected through mechanisms such as grievance committees, independent chairpersons and inmates' committees.

Vision, Mission, Objectives

Correctional Service Canada (CSC) is an agency of the Department of the Solicitor General Canada. CSC is responsible for managing offenders sentenced to two years or more. This responsibility includes the management of penitentiaries and the supervision of offenders on conditional release in the community.

The mission of Correctional Service Canada was adopted in 1989. In the most recent public service survey, employees of CSC were found to be more aware of the mission of

its organization than were public servants from other government departments. Employee awareness is of utmost importance in the Service's focus on achieving its mission. The mission states: "The Correctional Service of Canada, as part of the criminal justice system and respecting the rule of law, contributes to the protection of society by actively encouraging and assisting offenders to become law-abiding citizens, while exercising reasonable, safe, secure and humane control."

CSC's role is governed by the *Constitution Act*, the *Canadian Charter of Rights and Freedoms*, the *Criminal Code of Canada*, the *Corrections and Conditional Release Act* and accompanying regulations, and other federal legislation. Its mandate (as set out in the *Corrections and Conditional Release Act*) is to contribute to the maintenance of a just, peaceful, and safe society by:

- carrying out sentences imposed by courts through the safe and humane custody and supervision of offenders; and
- assisting in the rehabilitation of offenders and their reintegration into the community as law-abiding citizens through the provision of programs in penitentiaries and in the community.

The Service is also governed by financial, personnel, and administrative policies and legislation, which are under the management of the Treasury Board (TB) of Canada. Treasury Board is the Cabinet Committee which acts as the general manager of the Government of Canada, providing the policy framework in such areas as accounting, audit and evaluation, contracting, financial management, information technology, real property, and regulatory affairs for the government's administrative practices and for its assets. As the employer of public servants, TB with support from the Treasury Board Secretariat, establishes the terms and conditions under which the public service attracts and retains the staff it needs to do its work. As expenditure manager, TB is responsible for preparing the government's expenditure budget (the Estimates) and monitoring program spending in departments.

Management of the public service is governed by legislation that includes the *Financial Administration Act*, the *Access to Information Act*, the *Auditor General Act*, the *Employment Equity Act*, and the *Public Service Employment Act*.

These Acts and related regulations and policies help focus government on achieving results in three main areas:

- stewardship of federal resources;
- management of people; and
- service to Canadians.

While these acts, regulations and policies are essential to ensuring fulfillment of these roles, it is evident that the application of these controls in the day-to-day management of resources and in effective decision-making within a large public service environment is more complex and unlike the processes followed in a voluntary sector environment.

Current Activities

CSC's involvement in the criminal justice process begins once an offender is sentenced to a term of incarceration of two years or more. The Commissioner of Corrections, who reports to the Solicitor General, heads CSC. The national headquarters in Ottawa is responsible for overall planning and policy development for the Service, while each of the five regional offices implements CSC activities in facilities within the region. CSC operates under three levels of management: National, Regional, and Institutional/District Parole Offices.

Decisions on the conditional release of offenders are the responsibility of the National Parole Board. CSC is responsible, however, for preparing offenders for consideration by the National Parole Board and for supervising federal offenders on conditional release in the community until the end of their sentences.

CSC's mandate is to contribute to the protection of society. In so doing, it must operate its institutions, parole offices and community centres according to the purpose and principles governing Canadian correctional policy. This policy is articulated in the *Corrections and Conditional Release Act*. In practical terms, decision-making and programming must incorporate aspects of correctional intervention, control and assistance. Because it is impossible to predict human behaviour with perfect accuracy, decision-making must take into account the best strategy to reduce the likelihood of re-offending, both in the short term and in the long term.

To achieve its mission and fulfill its mandate, CSC's broad commitment to Canadians for the coming three years include four major challenges:

Changing Offender Profile

Offenders come from increasingly diverse backgrounds. In recent years, there has been an increase in the number of male offenders previously convicted of youth or adult crime, and of those affiliated with organized crime and gangs. In addition, 80% of offenders have cognitive disabilities, 79% have alcohol and substance abuse problems and nearly 24% have infectious diseases. Women offenders account for 4% of the offender population, and visible minorities account for 10%. The proportion of aging offenders who will require different types of interventions and accommodation strategies has increased by nearly 3% since 1996. Also, recent studies show that the rate of infectious diseases (Hepatitis C and HIV) is ten times higher in the prison population than in the non-incarcerated population.

Over-representation of Aboriginal Offenders

Although Aboriginal people make up only 2% of the adult Canadian population, they account for 15% of all federal offenders; more strategic and targeted approaches are required to enhance the potential of these offenders for a safe and timely reintegration.

Organizational Realignment and Transformation

Effectively achieving Canada's correctional objectives within existing means presents an ongoing challenge. Consistent with the 2002 Speech from the Throne, CSC, like other government organizations, must continue to reallocate resources to its highest priorities. However, CSC has limited flexibility for reallocation of funds since approximately 89% of

its operating costs for institutions and 66% of its operating costs for community service delivery are either fixed or semi-fixed.

Community Capacity Building

In line with the 2002 Speech from the Throne, CSC considers establishing positive and reciprocal relationships with Canadian communities as essential to public safety. The active involvement and awareness of citizens, community organizations and the voluntary sector are increasingly important to CSC's mandate. Citizens and organizations who understand and are engaged in supportive activities, and who help, advise and offer a support network bring particular strengths, perceptions, abilities and expertise in the offering of programs and services that contribute to crime prevention and the successful reintegration of offenders.

Funding Sources

CSC manages more than 200 sites across Canada, 365 days a year, with a workforce of more than 15,000 staff and contractors, and a budget of \$1.5 billion. Sixty percent of this budget covers salaries, thirty percent covers operating and maintenance costs and ten percent covers capital costs. CSC operates a number of different types of facilities, (covering the range of security levels): halfway houses; institutions designed for women offenders and for Aboriginal and Inuit populations; medical facilities for offenders who require mental health treatment; parole offices; an addictions research center; five staff colleges; and a management learning centre. On a typical day in 2001-2002, there were 12,600 offenders in correctional institutions, and 8,500 supervised in the community.

Funding for Correctional Service Canada is obtained through the Government Expenditure process, known as the *Main Estimates*. The *Main Estimates* support the Government's request to Parliament for authority to spend public funds. They include information on both budgetary and non-budgetary spending authorities. Each department submits its *Main Estimates*, which consist of three parts. Parts I and II, which are published in a single volume, must be tabled on or before March 1st of the immediately preceding fiscal year. Part I situates the *Main Estimates* in the context of the Government's overall expenditure plan as presented in the Budget. Part II of the *Main Estimates* is the traditional "blue book" that provides details on statutory and voted items within each departmental and agency program. The final stage in the presentation of the *Main Estimates* to Parliament is the tabling of the *Reports on Plans and Priorities* for each department. The planned spending noted in these reports must be consistent with the directions provided in the Finance Minister's Budget, and by the Treasury Board Secretariat.

Policy Interests

The effectiveness of corrections and conditional release in Canada is based on a balanced approach to protection of society and the potential for human beings to change problematic behaviour. Public protection is paramount, and government believes that this can best be achieved through safe and secure custody where necessary, and gradual and supervised release of offenders into the community. Historically, Canada's criminal justice system viewed incarceration, for the most part, as the appropriate response to crime. The *Corrections and Conditional Release Act (CCRA)* was one component in a wide range of legislation introduced as a result of the federal government's "Directions for Reform" initiative in the early 1990s. These reforms sought

a greater integration and balance between the considerations and decisions of the sentencing court and the discretion and decisions of releasing authorities. They were intended to ensure a total penalty, which is fair and proportionate to the crime and to the offender. Changes to conditional release emphasized targeting violent and serious drug offenders for more stringent measures and targeting non-violent offenders for less severe measures based on the primary principle that public safety is of paramount importance in all correctional decision-making. Legislated statements of purpose and principles were designed to guide the consistent development and application of corrections and conditional release decision-making; and to clarify these for the public, victims, offenders, prison and after-care workers, and other components of the criminal justice system.

Legislative amendments since the late 1990s entrenched Canada's broader social development approach to justice in the sentencing provisions of the *Criminal Code*. The amendments retain the principle of renunciation and the fundamental principle that a sentence must be proportionate to the gravity of the offence and the degree of responsibility of the offender. This social development approach continues to be the driving force in Canada's criminal justice system. This approach deals with the underlying causes of crime, and recognizes the complex social, economic and cultural factors that contribute to crime and victimization.

The complexity of the environment and the need of government to address broad socio-economic issues necessitate a wider range of partnerships and collaboration to achieve a higher quality of life for all Canadians. CSC is working to consolidate its activities in the key areas of community engagement and public participation. This will help to ensure that community engagement and public participation will contribute to the decision-making and programming of the Service and incorporate aspects of correctional intervention, control and assistance, under the overarching goal of public safety.

This consolidation is leading to a larger role for CSC as a visible partner in Canada's public safety and social safety net -- a role that will necessitate looking beyond its traditional relationships to the broader issue of community development. To achieve this goal, CSC is committed to engage Canadians and key partners in the development of criminal justice policy, to develop stronger partnerships and to find common ground in dealing with criminal justice issues.

In terms of the legislation related to criminal justice, while the federal Department of Justice (DOJ) maintains responsibility for the legislative framework in Canada, CSC participates in the development of criminal justice policy through consultations and collaboration on key issues. Some of these include:

- organized crime;
- role of victims in the criminal justice system;
- services to victims of crime;
- restorative justice;
- family violence;
- mentally-disordered offenders;
- young offenders; and
- diversity, equality and access to justice.

CSC is also working actively with the Royal Canadian Mounted Police to facilitate testing of offenders who meet the criteria for retroactive DNA testing under legislation enacted in July 2000.

Host Organization/Department: Canadian Criminal Justice Association

History

The Canadian Criminal Justice Association (CCJA) is an independent national voluntary organization working for an improved criminal justice system in Canada. The Association was founded in 1919 as the Canadian Prisoners' Welfare Association. It is interesting to note that the Association assisted Agnes Macphail, Canada's first women Member of Parliament, in her efforts to reform Canadian penitentiaries by advocating the abolition of corporal punishment and institution of a more adequate industrial work system for prisoners. Macphail's efforts at prison reform spurred the aforementioned Archambault Commission (1938). The Association evolved over the years, and in 1956 merged with the Division on Crime and Delinquency to form the Canadian Corrections Association, under the auspices of the Canadian Welfare Association. In 1984, Board membership expanded and the name changed to the Canadian Criminal Justice Association.

Vision, Mission, Objectives

The Statement of Purpose for CCJA reads as follows: "Recognizing that the criminal justice system must serve the needs of all people, the Canadian Criminal Justice Association is an umbrella organization representing all elements of the criminal justice system, **including the public**. It exists to promote rational, informed, and responsible debate in order to develop a more humane, equitable, and effective justice system."

Current Activities

The Canadian Criminal Justice Association is committed in its efforts to:

- provide the public, criminal justice participants, and concerned observers with balanced information and education on justice issues through publications, conferences, seminars, congresses and training opportunities;
- create opportunities for debate, consultation and advice;
- initiate change and monitor progress;
- strive for improvement in the areas of crime prevention, community-based programs, public policy justice programs and services, and legislation;
- advocate for fairness, equity and the protection of rights;
- foster communication, collegiality, consensus and cooperation amongst all
- promote research and the advancement of knowledge, and
- promote co-operation and participation among individuals, groups and disciplines concerning the problems of crime and its consequences.

Current CCJA activities revolve around publications, conferences and congresses, building and maintaining a membership base representative of all elements of the criminal justice system, including the general public, and supporting a number of Committees, which play key roles in the work of the Association.

Publications

CCJA produces the following publications:

The Bulletin, the CCJA newsletter, is offered to all members and published six times a year. It focuses on brief news items covering all areas of Canada and all areas of criminal justice. With input from members it constitutes a tool for the exchange of information and the expression of concerns. As most of the Affiliates of CCJA do not enjoy the benefits of a secretariat, the CCJA encourages them use the *Bulletin* as a tool to communicate regularly with their members.

The *Justice Report* is the CCJA magazine, offered to certain members, according to their category of membership. The *Justice Report* contains opinion pieces written by a team of professional journalists from across Canada. It also includes articles by key partners in the criminal justice system, in addition to regular columns such as "In Court" (reports on recent court decisions), "A Voice from Inside" (inmate opinions), and "Coming Events".

The Canadian Journal of Criminology (also offered according to category of membership) is a scientific journal published quarterly, which contains in-depth articles based on research and experimentation. It is well received in academic circles and often quoted in textbooks, manuals, the media, other journals and training curricula. It counts subscribers in more than 35 countries. This publication appeals to justice administrators, researchers and practitioners, academics, and to anyone wishing to keep abreast of recent criminological findings and opinions.

CCJA also publishes the following directories, which are in computerized databases and updated regularly and available through purchase. A wide variety of organizations (academic, government, and voluntary sector) and individuals subscribe to these directories.

The Justice Directory of Services is the only all-encompassing directory in Canada on federal, provincial and voluntary services in the field of criminal justice and corrections.

The Directory of Services for Victims of Crime lists and describes more than 800 agencies and services accessible to victims across Canada.

Conferences and Seminars

The Association holds the only interdisciplinary congress on criminal justice in Canada. It is held every second year and attracts several hundred professionals and interested citizens from all areas of Canada and from other countries. The congress provides a forum to discuss current issues and learn about the latest developments in criminal justice. It presents a unique opportunity for professional development, for establishing interpersonal relationships and for networking. This year's congress, its 29th, will be held November 5 to 8, in Vancouver, British Columbia. The theme of the Congress is "Hope Beyond the Hurt - Drugs, Crime and Canadian Society."

In addition, the Association sponsors or organizes meetings and seminars on specific topics in response to the needs expressed by its members. These functions tend to be of smaller scale and more specifically geared to concrete results and recommendations. For example, in September 2002, CCJA organized, and CSC sponsored, a conference on Restorative Justice, held in Gatineau, Quebec - a follow-up to the very successful symposium on restorative justice held in March 1997, in Vancouver. The 2002 conference explored the creative opportunities and challenges that restorative justice presents.

Membership

The Canadian Criminal Justice Association maintains a presence in all provinces and territories through its approximately 800 members. As well, there are criminal justice/criminology/corrections associations in most provinces; eight of which are affiliated with the CCJA.

Membership in the CCJA also includes membership in provincial affiliates: British Columbia Criminal Justice Association; Alberta Criminal Justice Association; Saskatchewan Criminal Justice Association; Manitoba Criminal Justice Association; Ontario Association of Corrections and Criminology; New Brunswick Criminal Justice Association; Nova Scotia Criminology and Corrections Association; and Newfoundland and Labrador Criminology and Corrections Association. While the Québec Society of Criminology is not currently an affiliate, a close working relationship exists and every effort is made to strengthen those ties.

Committees

CCJA's Committees are composed of volunteers from among the membership who are dedicated to furthering particular areas of interest. These Committees include the Policy Review Committee, Committee on Women's Issues, Committee on Community-Based Corrections, Crime Prevention Committee, Editorial Committee, Congress Committee and Membership Committee.

Funding Sources

Sustaining funding from the Ministry of Solicitor General has decreased over the years, and is currently set at \$179,928 per year. This funding amounts to approximately 29% of CCJA total revenue. Other revenue comes from government grants, from memberships and donations and occasionally from project funding.

Policy Interests

CCJA strives to promote rational, informed, and responsible debate in order to develop a more humane, equitable, and effective justice system. The Association notes that justice affects everyone's life and, for that reason, CCJA wants to ensure that its members have a say in how it is delivered, by providing a voice to its members, and echoing their concerns. In the past six months, through the work of its Policy Review Committee, CCJA has produced and presented a brief on Conditional Sentencing to the Standing Committee on Justice and Human Rights and is working on briefs on Decriminalization of Cannabis and the Sex Offender Registry for presentation to the Standing Committee during the current session of Parliament. As well, during this period, the Association has written to parliamentary leaders on the subject of Firearms Legislation, and has published articles on a variety of topics in the area of criminal justice, including young offenders, restorative justice, and Aboriginal over-representation in the criminal justice system. CCJA provides its members with the opportunity to learn more about the issues of the day, impending legislation, research, and emerging trends. More importantly, it provides the vehicle through which members can make their opinions known on issues of importance to them.

2. Introduction

Policy Area: Criminal Justice and Citizen Engagement Position in Home Organization and Work History

For the past twenty-three years, I have been employed by Correctional Service of Canada, in a variety of areas, including policy, volunteer programs, systems, operational planning, staff training and anti-harassment. As well, for one year, I worked at the Treasury Board Secretariat, on the development of a government-wide asset management system. Prior to my government experience, I had several years of employment in the private sector, in the computer industry. Currently, I am the Director of Citizen Engagement, in the Community Engagement Sector of Correctional Service Canada. In this position, my primary responsibilities include providing leadership and direction to the national initiative, which is aimed at achieving effective partnerships, by building and maintaining collaborative working relationships between Correctional Service Canada, the Citizen Advisory Committees and the Federation of Canadian Municipalities. These partnerships are created and nurtured to promote the achievement of the CSC's mission and objectives.

I am also very active in the labour movement, serving as President of our Local, Alternate Regional Vice-President of the Component, and Committee Chair and Editor of the Union's newsletter. In terms of volunteer work, I have been involved in a number of volunteer initiatives that address social justice issues such as poverty, disability, youth programs, multiculturalism, and criminal justice, and have volunteered, as a member of a selection committee, for an organization focused on volunteer recruitment overseas. As well, as noted earlier, I was very involved in the Voluntary Sector Initiative (VSI), from its early inception. My involvement with policy, volunteers and the voluntary sector has allowed me to participate in meetings and activities that cross over to other branches and levels of government, and that include the voluntary sector.

Having a varied background and experience has given me the opportunity to be involved in a wide spectrum of areas, and to develop a broad and general knowledge of government, CSC, the voluntary sector and a diverse segment of Canadian society.

My interest in the voluntary sector grew out of my responsibility for the Volunteer Program in CSC. This position allowed me to witness first-hand the impact, brought about by the involvement of the public and voluntary sector, on the design and delivery of programs and services aimed at the reintegration of offenders. Later, while working in the Policy Branch of CSC, I was responsible for preparing input to Memoranda to Cabinet, and became intensely involved in the Memorandum dealing with the Voluntary Sector Initiative. Through this interest, I became a member of the Interdepartmental Working Committee on Policy for this initiative, and in addition, frequently represented the Assistant Commissioner of Corporate Policy and Planning at the Assistant Deputy Minister (ADM) Steering Committee. I subsequently became an active and contributing member of the Awareness Joint Table. As a member of this Table, I learned how little each of us, from government and the voluntary sector, know about the other; as well, following cross-country tours and surveys, all members of the Table were surprised to learn how little voluntary sector organizations knew about other segments of the voluntary sector.

Original Interest in PIAF

My original interest in PIAF was sparked by my background in the VSI and fueled by the opportunity to have direct experience and involvement in a voluntary sector organization, whose work was related to criminal justice. I believe that interchanges such as PIAF will help to synergize the energies and efforts of the voluntary sector and the government and foster a greater mutual understanding. I regard working together as essential to bring a “big picture focus” to government and the voluntary sector, to achieve social change and to improve the quality of life for all Canadians, and indeed, for other countries throughout the world.

My Organization’s Interest in PIAF

As previously noted, CSC is committed to helping to build the capacity of citizens and voluntary sector organizations and to encourage broader thinking, innovation, increased credibility and trust between government, the voluntary sector and citizens of Canada. CSC believes that, through such collaboration, social change will occur which will contribute to public safety and a higher quality of life for all aspects of Canadian society. CSC views PIAF as a vehicle that will help to advance this goal. In addition, CSC supports learning and personal development amongst its staff, as exemplified in its core values (listed below):

Core Value 3

“We believe that our strength and our major resource in achieving our objectives is our staff and that human relationships are the cornerstone of our endeavour.”

Core Value 4

“We believe that the sharing of ideas, knowledge, values and experience, nationally and internationally, is essential to the achievement of our mission.”

I am certain that my home organization will value, as much as I do, the experience and learnings that I have acquired during this PIAF assignment.

Physical Set-up of Work Space in Home Organization/Department

I work at the National Headquarters of CSC and have a computer with Internet access and the capacity to share information, through common drives, with others in the sector and throughout the department. Like most public servants these days, I work in a cubicle, but I am fortunate to have a window. This physical set-up is not conducive to policy work or to the concentration necessary to write and analyze reports; consequently, a lot of my reading and analysis are done at home, after work hours. However, the environment is interactive and exciting, with many opportunities to come together with colleagues from across National Headquarters to discuss issues, projects and other areas of interest. This contact, both formal and informal, is helpful since it contributes to a better understanding and knowledge of the political and practical environment. At the time of my assignment I was responsible for the supervision of two project officers, and shared the services of an administrative support person with a colleague in my branch. One issue of note here is that, contrary to beliefs held by the public and the voluntary sector, the government is not “rich” in administrative support.

My Placement

My placement at CCJA began on September 16, 2002 and will continue until June 2003. My project, designed in a generic fashion along operational lines, was designed to:

- provide the public, criminal justice participants (both government and non-governmental organizations) and concerned observers, with balanced information and education on justice issues;
- enhance opportunities for debate, consultation and the sharing of advice and information with existing partners;
- reach out to more diverse partners in the criminal justice system (police, crown attorneys, judges, criminologists, etc.);
- enhance socio-economic and cultural diversity;
- strengthen the capacity of the organization to respond to emerging issues, through early identification of emerging issues; and
- build a stronger policy response capacity.

The Policy Review Committee plays a key role in the *raison d'être* of the Association through the development of background policy papers and briefs.

My Work Station

CCJA is located in a small four-story building. Its facilities include an open space for two administrative officers, and closed offices for the Executive Director and an accountant on contract. For the first six or eight weeks of my assignment, a third closed office was occupied by an Editor who was under contract. Until I was able to move into that office, I had neither office nor computer, and spent the time reviewing files, to familiarize myself with the organization.

The environment is bright, clean and quiet, and lends itself very well to the atmosphere required to concentrate on research, writing and analysis. However, contrary to the bustling atmosphere at CSC, the environment at CCJA is less fulfilling in that it is less conducive to interpersonal interaction. This was particularly so, given the absence of an on-site Executive Director during the first five months of my assignment. Meetings are usually held off-site, and most communication with members of the various committees occurs through e-mail and telephone. The other work associates with whom I had some contact are the Chair and members of the Policy Review Committee. As well, on occasion, I met with members of the Board of Directors and with members of the National Associations Active in Criminal Justice (NAACJ), an umbrella group representing several voluntary sector organizations. There was also some telephone contact with other colleagues involved in criminal justice, both in the public and the voluntary sector.

The Match

Originator and Precipitating Factors

I was the originator of this match, following discussions with other public servants working in the criminal justice field. They were of the opinion that CCJA would benefit by having someone on site who could help build its policy capacity. A discussion with the

President of the CCJA, who was keen on my participation, helped to reinforce my commitment.

Previous involvement with CCJA

I had attended congresses sponsored by CCJA and had given presentations on two occasions. One presentation was on privatization, and the other was on the VSI and its impact on the criminal justice field. In addition, as a member of the Intradepartmental Committee on the Voluntary Sector, and having been responsible for the National Associations Active in Criminal Justice, I had attended meetings with CCJA, dealing with funding issues and other issues of concern to the voluntary sector and CSC.

Scope of Fellowship/Internship (Project Description)

Did it change? How?

Given that my project is operational in nature, my role evolved during the assignment to fit the operational priorities of the Association. There were some other changes and some early difficulties, which were related to the resignation of the Executive Director, a period of five months before the Executive Director position was filled, and a short period of transition and adjustment to the new incumbent. During that period, there was some momentum lost, because the Association was in a state of flux, and I had neither the authority nor the funding to proceed with some useful initiatives (for example, revamping of the CCJA website and increasing and diversifying CCJA membership).

Under the leadership of the new Executive Director, a renewed business plan has been developed and many of the above issues are now being addressed. The website is being updated and an efficiency study of office processes and procedures is underway.

3. Context

What was Going on in my Field at the Time

At the time, and currently, the criminal justice system is facing hardened public attitudes toward offenders, particularly those who commit violent crimes. There is a perception in some quarters, including within the criminal justice system itself, that the system is too lenient. However, there is support for reintegration programs when Canadians are reminded that most offenders will one day be released back into the community, and that a supervised release is the safest and most effective means of release. These apparently contradictory expressions of public attitudes suggest that citizens and communities need to be more involved in preparations for the release of the offender.

CSC is being more assertive in communicating its results in safely returning the overwhelming majority of offenders back into society. These results indicate that offenders who participate in rehabilitation programs and gradually reintegrate into the community, under supervision, are less likely to re-offend. Therefore, it is considered essential that the public be made aware and reassured that CSC has both the capacity and the competency to respond to their legitimate concerns about safety. It is also important that CSC concentrate on citizen and community outreach as a key element of its service delivery, more so because the positive results achieved are overshadowed by intensive media coverage of negative incidents.

Other developments:

- Malpeque MP Wayne Easter was appointed Solicitor General of Canada on October 22 after the resignation of former Minister Lawrence MacAulay.
- Responsibility for the Gun Control registry was transferred from the Department of Justice to the Ministry of Solicitor General.
- The Police Association of Ontario, the National Association of Professional Police and the Canadian Police Association made the “Club Fed” issue the focus of their annual meetings; radio talk show host and author of *Con Game* Michael Harris was a speaker at all three meetings.
- In October 2002, in a split five-to-four decision, the Supreme Court of Canada struck down legislation that barred federal inmates from voting in federal elections. The decision generated immediate reaction and extensive coverage and commentary in both print and broadcast media across the country. Government House Leader Don Boudria stated that the government would review the decision. Meanwhile, the official opposition called the ruling “a mistake” and the Alberta government said it would study the decision and its ramifications for its own restrictive provincial law.
- The federal government was focused on modernizing government management of resources, in order to respond to Canadians’ changing expectations and priorities. Federal departments were conducting internal reviews to reallocate existing resources to the government’s highest priorities, while transforming old spending to new purposes. At the same time, faced with a high number of employees who would be retiring from the public service, the government was focused on providing more coherent training and learning experiences to help employees pursue professional development to meet corporate needs. As well, attention was being given to retention and training of its existing staff and recruitment of new staff to help fill the gap between those retiring and new “unseasoned” employees.

What was Going on in the Media?

- Canadian Alliance MP and Opposition Solicitor General Critic Randy White held a news conference in Ottawa on September 17 calling for a public inquiry into the federal correctional system. He also released a 41-page document entitled *Is it Time for a Public Inquiry into Canada's Prison System?*, which consisted of newspaper article summaries dating from 1997 to September 2002.
- The JoeMac Committee (a Sudbury-based citizens group that was established in November 2001 to seek what its members consider to be appropriate justice on behalf of murdered Sudbury Police Constable Joe MacDonald) criticized CSC’s classification tool as being too lenient concerning the length of time to be served in maximum security. This tool states that the initial placement of offenders convicted of first- and second-degree murder is to maximum-security institutions for a period of two years. Other organizations, including the John Howard Society, Elizabeth Fry Society and the Office of the Correctional Investigator, have voiced an opposing view, as they regard this move as a hardening of corrections.

- Reactions, reviews and commentary on the granting of voting privileges to federal offenders surfaced throughout the month of November. Representatives of the John Howard Society of Canada and the Victims of Violence debated the issue on CTV's *Canada AM*. Gary Rosenfeldt, co-founder of Victims of Violence, expressed concern that rights are being taken away from victims of crime and that the Supreme Court decision may lead to other political actions by inmates, such as running for office. Graham Stewart, Executive Director of the John Howard Society, was pleased with the decision, saying that prison sentences are meant to remove inmates from society, not to take away their responsibility as citizens.
- During the week of December 9 to 13, 2002, CSC held its third "Giving Back to the Community" Week. This week highlights some of the many ways in which staff and offenders contribute to their communities. Positive media coverage reached British Columbia, Alberta, Saskatchewan, and Ontario.
- The January 2003 opening of the intensive intervention unit at the Nova Institution for Women Offenders garnered positive coverage. The article quoted Truro Mayor Bill Mills as saying that the federal institution "brings good, well-paying jobs to the area which is something the town needs." He went on to say that there is a good relationship between prison officials and the town. Nova Institution Warden Gisele Smith noted on local radio program that "this opening means much more than bricks and mortar. It will help shape the intensive intervention strategy that is required to promote change in women offenders."

Domestically/Internationally

- While media coverage of Correctional Service Canada in the Canadian media was mostly negative, CSC was recognized as one of the best correctional systems in the world.
- CSC's international initiatives are developed in close collaboration with a wide range of domestic and international governmental and non-governmental organizations (NGOs). Within Canada, these include the federal Department of Justice, Foreign Affairs and International Trade, and the Canadian International Development Agency (CIDA), as well as provincial and territorial governments. NGOs include the United Nations (UN); the Organization of American States; the Council of Europe; and the Commonwealth Secretariat.
- Two multi-year initiatives are underway, one with the United Nations in Kosovo and another with CIDA in Lithuania.
- CSC also receives delegations from other countries studying Canada's criminal justice system and the federal correctional system. As a result of these delegations, there have been increasing requests, from developing countries and emerging democracies, for CSC technical assistance, to help (them) promote and sustain corrections and criminal justice reform. Memoranda of Understanding are currently in place with such countries as the United Kingdom, Lithuania, and Namibia.

- It has recently been announced that CSC will also have a presence in Afghanistan, and possibly in Iraq, to help these countries address criminal justice and correctional issues.
- Bill Graham, Minister of Foreign Affairs, announced that Canada has taken the lead in creating international guidelines for humane and effective correctional services during UN peace support operations. The guidelines, which deal with the establishment and operation of prison systems during peacekeeping operations, were presented by senior Canadian officials to the United Nations Department of Peacekeeping Operations in New York. Minister Graham encouraged the UN to implement the guidelines. CSC has also been working with the government of Hong Kong on a Joint Work Plan that includes a research project on "Risks and Needs Evaluation and Management of Offenders."
- Other media coverage during this period was centered on terrorism, in the wake of September 11, and later, on the war in Iraq, including Canada's decision to stay out of the war. Tighter border security and stricter screening were instituted, but in a recent report, the Auditor General criticized Ottawa for losing track of 36,000 immigrants who had been ordered out of the country. This security concern also affects the criminal justice area, because it intensifies the law-and-order agenda.
- As well, media interest was focused on the Liberal leadership race, and on the provincial election in Quebec.

What were the related pieces of legislation?

In the criminal justice environment, the legislation included the *Corrections and Conditional Release Act*, the *Canada Elections Act*, the *Youth Criminal Justice Act*, the *Transfer of Offenders Act*, and *Bill C-23 Sex Offender Registry*. In other sectors, *Bill C-36 (Anti-Terrorism Act)*, the *Immigration and Refugee Protection Act*, *Firearms Legislation* and *Bill C –25 the Public Service Modernization Act* were relevant to the issues and concerns described earlier.

Who were the various stakeholders?

Major stakeholders include the membership of CCJA, as well as a host of organizations involved in criminal justice issues. Most of these are also members of CCJA, as well as of the National Associations Active in Criminal Justice. As well, the House of Commons Standing Committee on Justice and Human Rights is a major stakeholder, and is a key "target" of CCJA messages related to criminal justice. Other organizations involved in presenting briefs, or active in seeking public support for their view on criminal justice issues include several Police Associations, Barreau du Québec, Canadian Resource Centre for Victims of Crime, Canadian Association of Elizabeth Fry Societies, the members of the National Associations Active in Criminal Justice, and l'Association des services de réhabilitation sociale du Québec inc. Federal government departments and agencies include the National Parole Board, Department of the Solicitor General and Correctional Service Canada.

As well, the Office of the Correctional Investigator and other groups interested in the safe and humane treatment of offenders are concerned stakeholders. And, of course, in relation to issues of public safety, the Canadian public is a major stakeholder.

What were the various constituencies?

These constituencies represent a variety of views and positions related to criminal justice, ranging from a law-and-order agenda, to organizations dedicated to responding to the causes and consequences of crime, to departments with a mandate to contribute to crime prevention, public safety and the reintegration of offenders. As well, federal politicians responded according to (their perception of) what their constituents and party considered to be germane.

4. Summary of my Work

Goal Restated

My goal in this assignment was to gain first-hand experience and knowledge of the voluntary sector in my field of criminal justice. I believed that this experience would provide me with a more in-depth knowledge of the voluntary sector's issues and concerns, regarding its partnership with government. As well, I was hopeful that I would be able to bring my knowledge and awareness of government processes and policy-making operations to the host agency. Through this exchange, it was envisioned that CCJA would benefit from an increased awareness of government, and that CSC would benefit from the knowledge that I had gained (and would carry back) concerning the realities of impediments faced by the voluntary sector in contributing to policy-making.

Accomplishments/Assignments

As a first step, I carried out a file review of the Policy Review Committee (PRC) and of the Board of Directors' meetings and related documentation. This review has helped me to identify areas where my knowledge of government, the voluntary sector and the VSI, and policy development, could help CCJA to:

- revitalize the Policy Review Committee;
- build up and diversify CCJA membership;
- assist in identifying emerging issues; and
- enhance trust and foster a sense of partnership between government and CCJA.

While reviewing the Policy Review Committee files, it was clear that while the PRC had been effective Committee in the past, it seemed to be stymied by a lack of continuing participation, and hampered by its inability to attract and retain members. Moreover, while the method of communication among Corresponding members seemed to be viable (correspondence by e-mail) it was not clear that it was producing the desired results, in terms of consultation and of contributing to the development and advancement of policy papers and proposals for resolution of issues.

After some discussion with the Chair of the PRC, it was decided that I would assume the role of managing and coordinating the meetings. Consequently, meetings were

arranged at a regularly scheduled time, and the meetings were moved to a more central location. As well, more consultation was carried out with the Chair and the members, both Attending and Corresponding, to further determine the efforts and activities required to help manage, coordinate and address the needs of the PRC. An analysis of “best bang for the buck” will be undertaken, to ensure that efforts of the Policy Review Committee and of CCJA as a whole, achieve the desired results of increasing awareness of criminal justice policy issues, and influencing government decisions on these issues.

Outreach and Networking

Working in conjunction with the research assistant assigned as part of the PIAF program, I have interested a number of graduate students in becoming involved in the PRC and consequently in CCJA. As well, through outreach and networking, I was able to recruit various individuals for activities and committees that have helped to strengthen CCJA’s knowledge and capacity to influence government policy.

Publications

I have identified issues and prepared content for four issues of the *Criminal Justice Bulletin* by including articles of interest to both federal and provincial jurisdictions, and have introduced a feature that identifies a relevant website that would be of interest to members. A key feature of recent editions of the *Bulletin* includes draft versions of the briefs prepared for Standing Committees. This has invoked response from members on the issues brought forth and has promoted a more widespread awareness, among members, of CCJA’s areas of focus. While some members have not been in total agreement with the position put forth, providing access to the briefs has allowed for a more extensive consultation than would otherwise have occurred.

Conferences

At a jointly sponsored CCJA and CSC conference on Restorative Justice, I acted as a facilitator in a workshop, and was also a rapporteur. I will assist in the planning and organization of the next CCJA conference, “Hope Beyond the Hurt”, that will be held in November 2003.

Meetings

Particularly while the Executive Director position was vacant, I attended a number of meetings on CCJA’s behalf. For example, as part of the National Associations Active in Criminal Justice, I attended the joint CSC and NAACJ meeting, which was followed by the Solicitor General Department’s Correctional Round Table. I also attended another meeting sponsored by NAACJ, dealing with social inclusion and diversity in the criminal justice field.

I participated in the Solicitor General Department’s Colloquium “Canada Meets America” featuring current research topics such as gender issues in recidivism prediction, preventing prison anti-social behaviour, specialized courts, and the effects (and effectiveness) of treatment programs, presented by Professor Paul Gendreau of the University of New Brunswick and Professor Mario Paparozzi of the College of New Jersey.

With the Director of the International Prison and Parole Association, I met with an official from the Republic of Georgia's Penitentiary Department to pass along information on the VSI and on the CCJA and its role in criminal justice.

Mentoring, Training and Education

Mentoring: The membership of CCJA consists of a wide variety of experienced and accomplished individuals. However, it seems that younger and less seasoned individuals are reluctant to join or, once they become members, are not actively involved in Committees.

The research assistant (assigned the PIAF program) and I have worked together to establish a mentoring program in CCJA, pairing newer members with those who are more established. This approach will permit the newer members to develop policy papers under the guidance of an established member and the PRC and will help to ensure that CCJA will carry on and move forward with a renewed energy and enthusiasm, for the next hundred years.

I also introduced the research assistant to officials at Solicitor General and Correctional Service Canada, to help him develop research contacts, and provided him with access to the departmental library and to documentation from the Research Centre.

Policy Agenda

As part of the CCJA's policy agenda, I worked with the PRC to produce several briefs on legislation for presentation to the House of Commons Standing Committee on Justice and Human Rights. The proposed briefs (on Conditional Sentencing, Decriminalization of Cannabis, and the Sex Offender Registry) were published in the *CCJA Bulletin*, in an effort to garner comments and reactions from Association members, who are among the major stakeholders in criminal justice issues. As well, an article on gun control was published in the *CCJA Bulletin* and letters in support of continuing gun control, while managing the costs more efficiently, were sent to Parliamentary leaders.

I have managed the development of briefs to the Standing Committee on Justice and Human Rights, by consulting with PRC members, reviewing and consolidating feedback and editing the documents. In addition, I have liaised with the Clerk of the Standing Committee, to ensure the timely submission and translation of documents, and to schedule appearances of members of the CCJA Board of Directors before the Standing Committee.

The number (four) of Briefs prepared during my assignment exceeded the number prepared in the previous twelve months.

Other Activities

I participated in the Conference of the Association for Research on Nonprofit Organizations and Voluntary Action (ARNOVA), in Montreal, held November 14-16, 2002. ARNOVA is an international, interdisciplinary membership organization. Its members include scholars and nonprofit leaders who foster the creation, application and dissemination of research on voluntary action, nonprofit organizations, philanthropy and

civil society. This marked the first time that ARNOVA held its conference in Canada, and it provided me with an opportunity to learn and exchange information and knowledge with other participants.

Following this conference, I attended a meeting of PIAF participants and officials on November 17, 2002. The purpose of the meeting was to focus on the concerns and issues of PIAF assignees, and to discuss the preparation of papers, which will be presented by PIAF interns and fellows at a conference in June 2003. As well, I participated in monthly teleconferences with PIAF participants and officials, organized with a view to keeping abreast of issues and addressing concerns that affect PIAF and the voluntary sector.

During my assignment, I also maintained contact with my home organization by spending a half or full day at CSC, and attending meetings with my mentor (Mary Campbell) and other officials at Solicitor General and CSC. This contact was necessary to keep me informed of new and ongoing policy matters and other issues, which can have an impact on CCJA, or on criminal justice as a whole. These interactions also allowed me to stay involved in corporate issues of particular interest to me, such as occupational health and safety, diversity, disability and labour/management issues. Furthermore, this ongoing contact will help ease my reintegration into CSC, upon completion of my PIAF assignment.

What were your challenges?

The primary challenge was coping with the fact that the use of technology was not optimized (see section 6 below). Additional challenges centered on changes in the organization, given the absence of an Executive Director at the beginning of my assignment. It took five months to fill the position. This lack of on-site leadership at the beginning of my assignment had a detrimental impact on the learnings and accomplishments that I had hoped to achieve. Moreover, the office had relocated a few months prior to my assignment, and was still overcoming this setback. Consequently, there were some resources (computer, e-mail, work space) that were not immediately available or assigned to me.

5. Literature Review

No literature review summary is provided for this assignment. I consider the briefs I prepared for presentation to the Standing Committee on Justice and Human Rights to be equivalent in work and in scope to a literature review.

6. Voluntary Sector-Public Sector Comparisons

How can you compare the way work is done in your home and host environments?

Voluntary Sector

The minimal degree of processes and controls meant greater flexibility and more creativity in putting ideas into action (especially so, after the Executive Director's position was filled). The approval process is much simpler in the voluntary sector than in government.

On a less positive note, it is clear that the Association has not been able to take full advantage of the technology at its disposal. For example, filing and sharing of documents electronically, distribution lists, and other databases are not readily available. Moreover, there is no consistency in the software used, so that time is spent converting files from one software application to another. As well, the use of e-mail, telephone and fax machines is not optimized.

It should be noted that this observation does not reflect on the staff involved, but more on the limitations faced by voluntary sector organizations, in obtaining the training and support that staff require to enable them to strengthen the technological capacity of their organization. This observation speaks to the importance of implementation of the VSI report on Information Management/ Information Technology. Further, as noted previously, the Executive Director is taking steps to improve this essential part of the Association's operations.

On issues of accountability, an independent audit of the Association is carried out yearly, and its financial statement is published and distributed to members at the Annual General Meeting.

Public Sector

In my work in government, few independent actions or decisions can be taken without approval from up to three levels of the organization. While it is sometimes necessary to ensure accountability and transparency, in my view, there should be more delegated authority, particularly to those who have been trained and certified as qualified to take actions in specific areas. Technology is used in an optimum manner for transmitting and sharing of information; and reports, minutes of meetings, policy papers, etc. are available from intranet and shared drives. This adds to an individual's knowledge of the organization and enhances the delivery of products and services. However, e-mail seems to have evolved into the most frequently used communication method; this reduces face-to-face meetings, and the solutions and ideas that can result from such contact. As well, its use needs to be streamlined, to reduce unnecessary and sometimes overwhelming communication.

On the subject of accountability and transparency, my department undergoes review by the Auditor General of Canada, with the results presented to Parliament, and made available to the public. These audits are undertaken to ensure compliance with government policies and legislation. As well, the department conducts internal reviews, audits and investigations. Frequently, a member of the public is part of the internal investigation team. In addition, CSC reports to Parliament and to Treasury Board on its expenses, expenditures and compliance with various policies. Review mechanisms are in place to examine each staffing process, and an examination of the diversity of the workplace is undertaken. The Canadian Human Rights Commission (CHRC) and the Public Service Commission investigate complaints brought forward regarding treatment of staff and, in the case of CHRC, of inmates as well. Furthermore, approximately six labour groups represent employees of the Service. In addition, the Correctional Investigator, who also reports to Parliament annually, reviews CSC's treatment of offenders. A host of voluntary sector organizations - ranging from victims groups to police associations, to community associations, to organizations with a mandate to assist offenders - monitor and are free to critique the actions of the department, either internally or publicly. As well, our department receives extensive media coverage, which

usually focuses on the negative aspects, while ignoring positive impacts of the work carried out.

In contrast to the voluntary sector, accountability and transparency in the public sector are a major factor. In the public sector, our work is really carried out in public view.

How can you compare the way decisions are made?

Voluntary Sector

Decisions in the Association are made much more quickly than in government. At the Association, decisions are often discussed and reached over the telephone or by e-mail. At other times, discussion occurs at Board of Directors meetings, and decisions are made on the spot. Once a decision is made, the task of following up and implementing the decision may be assigned to a staff member; frequently it is assigned to a Board member. This process results in an effective means of sharing responsibilities among Board members and getting the work done (e.g. by committees, a volunteer from the Board of Directors, etc.). Direct communication with the persons assigned to the task helps ensure its implementation. It is important to note that the Association has survived over many decades due to the contributions and leadership of many individuals rather than one or a few.

Government

Decision making in the voluntary sector contrasts significantly with government, where all decisions and most documentation undergo a much more protracted process, from the initiator, often to the Department Head. At each step of the way, changes can be proposed, and the timeframe allowed is not always sufficient to carry out the analysis or the process properly. In addition, consultation with stakeholders is often required to ensure appropriate input, and, in most cases, translation time must be factored in. Nonetheless, having come from the public sector, I recognize the necessity for this longer process, since government departments must always be conscious of the political agenda, the legislation that governs their *raison d'être* and their accountability to the Canadian taxpayer.

Are there other cultural differences (including languages, customs, and communications protocols) that you would like to note

In the Association, processes are faster, but they do not always allow for full consultation with the members. I have attempted to address this gap, by publishing, in the *Bulletin*, the draft briefs to the Standing Committee on Justice and Human Rights, so that all members have an opportunity for review and comment. There are plans underway to include these draft briefs on the Association's website, thereby providing an efficient and effective approach to soliciting input from members, and perhaps from members of the public as well. However, there does not appear to be much hue and cry from the membership to improve the consultation process; for example, the publication of the briefs in the *Bulletin* only elicited two responses, both of which disagreed with the content of the briefs. Because of this limited feedback, it took little time to answer these respondents.

In contrast, CSC's consultation network is wider, but government urgencies (priorities) and timelines do not always allow sufficient time for the full range of in-depth consultation that would be beneficial to all. With regard to language, both the Association

and my home organization are committed to communications in both official languages, and I was pleased to be able to continue to use my skills and abilities in my second language.

What are the underlying assumptions and biases of each?

The voluntary sector assumes that government has an abundance of resources, including funding and staffing. As well, the voluntary sector has the perception that, if government provided THEM with more of these resources, they would be more effective and more efficient; this is because the voluntary sector is accustomed to doing “more” with “less”. Significantly, the voluntary sector believes that, rather than being consulted by government, it is informed, after the decision has been made.

On the other hand, the public sector sometimes feels that it is resented, when sustaining funds or grants are not as generous as the voluntary sector requests. In addition, voluntary sector partners will, at times, publicly criticize government policy, while maintaining that they should be considered partners in the policy process. The public sector welcomes discussion and divergence of opinions, and recognizes the autonomy of the voluntary sector and its mandate to represent its constituencies. At the same time, it would be more productive if divergence of views and opinions were addressed between parties internally, before negative opinions are expressed publicly. Both sectors are, after all, primarily concerned with the safety of Canadian communities.

As well, the public sector feels that the voluntary sector does not recognize or appreciate the complexities of government policies, as well as the need for accountability and transparency. Public servants themselves are often criticized by the voluntary sector for not advancing or defending their agenda.

I also note with some surprise that the level of administrative support at the voluntary sector exceeds the level in my own work site.

7. Conclusion: The Voluntary and Public Sector as Partners in Public Policy

What have you learned about the voluntary sector’s role in public policy development?

The purpose of my involvement in this initiative has been to develop an understanding of the way in which the government and the voluntary sector work together in the development of policy, the design of programs and the delivery of services. The most impressive learning that I have acquired is the need for government to undertake true consultation with the voluntary sector. I attended a few meetings where it was obvious that what government saw as consultation was instead viewed as a briefing by the voluntary sector. It is most important to involve the voluntary sector at the beginning, when a policy is being considered, rather than later in the process, when the policy is ready for implementation. Moreover, since the working relationship between the government and the sector occurs mostly at the level of individual departments, there is a need to ensure that the government-wide guidelines noted in the Accord are implemented, so that departments change the way they deal with the voluntary sector. This would require the appropriate resources, in terms of skills and abilities of the public servants involved, as well as the funding needed to establish, maintain and manage voluntary sector relationships. These resources should become part of the department’s

overall budget and framework. As well, it will be important to develop measures and indicators to evaluate effective implementation of these measures.

How can voluntary organizations have greater input into public policy?

The voluntary sector must speak out earlier and more frequently to government. As harbinger of public opinion, by virtue of its closer proximity to the citizens of its communities, the voluntary sector can be in the vanguard of public policy by bringing forth concerns and issues to its public sector partners.

On the other hand, the voluntary sector must be more inclusive in its makeup and must reach out to the different cultural and religious members of Canadian society. The voluntary sector, particularly in the area of criminal justice, is uniquely positioned to attract members of various multicultural communities, who may feel a reluctance to become involved in criminal justice issues at the government level, because, having witnessed abuse by these organizations in their past, they may mistrust police, corrections or government structures. Inclusion by the voluntary sector will contribute to better services and programs at the government level, by giving a voice to those who have not had the opportunity to be heard. This may also help to recruit a more diverse workforce in corrections, which will ultimately help to achieve safer communities for all Canadians.

How can government more effectively engage the voluntary sector in public policy?

The government has received an important message from the voluntary sector as a result of the Voluntary Sector Initiative. The Accord and the *Code of Good Practices* have established the structure and the principles required for both of these sectors to move ahead on the implementation of these principles. As well, as noted earlier, it is important that government recognizes the importance of early involvement of the voluntary sector in the development of public policy. While recognizing the autonomy and independence of the voluntary sector and the voice that it can bring to government both as advocate and as critic, government needs to encourage voluntary groups to participate actively in public policy debate.

Adding a voluntary sector lens to policy development, and early consultation with voluntary organizations on policy or program changes that affect their constituency, are practices which need to be ingrained as part of government's policy development process.

The establishment of regular fora, congresses and conferences which include the voluntary sector and government and which deal with strategic and operational policy development and change must become part of government's ongoing approach. As well, senior officials must meet regularly with voluntary sector boards or other representatives, to help build and maintain relationships and to signal to other government officials and the public at large, the importance of the voluntary sector in the government's mission to address public interests/issues. At the same time, the voluntary sector and government should, together, categorically acknowledge that each has a unique, but inherently essential role in contributing to an improved, healthy and safe society.

As a final recommendation, I propose that initiatives such as PIAF should be ongoing, to allow for an interchange of members from both sectors; this would establish a core of persons who have had the opportunity to develop a knowledge of each sector, and who can nurture this knowledge upon their return to their home organization.

In conclusion, I am proud to be a public servant who has been part of this initiative, and I am prepared to return to my home organization with a better appreciation of both sectors.