



Financial assistance application guide

Ministère
de la Sécurité
publique

Program for delinquency prevention through sports, arts, and culture

The implementation of the Program for delinquency prevention through sports, arts, and culture (PDPSAC) is made possible thanks to funding received from Public Safety Canada.

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Program rationale and context

In Québec, in the mid-2000s, the media and police authorities reported a number of events involving street gangs: a shooting on a street corner, two innocent victims, a young man with no troubled past stabbed in a bar. As a result, the Québec government decided to address the issue of street gangs and the root causes of this violence.

To this end, the Ministère de la Sécurité publique (MSP), together with over twenty partners, developed the *Plan d'intervention québécois sur les gangs de rue 2007-2010* (2007-2010 Québec street gang response plan). The main objective of this response plan was to achieve an improved dialogue between stakeholders and better coordination of their initiatives aimed at preventing and fighting the street gang phenomenon in Québec. The positive spinoffs of this initial response plan led the MSP and its partners to launch a second plan, the *Plan d'intervention québécois sur les gangs de rue 2011-2014* (2011-2014 Québec street gang response plan). Following the consensus that emerged, this renewal became an opportunity to ensure the continuity of the action undertaken.

Although in recent years, the street gang phenomenon was contained, in part owing to the implementation of the two government response plans, it is still present and continues to be a cause for concern. It is important to keep up the pressure on major gangs and preventive intervention with the young people who are most at risk of becoming involved in delinquent behaviour and the world of street gangs.

Between 2015 and 2018, the reports received by the Youth Protection Branch increased by 9.4%.¹ At the same time, the *Institut universitaire en santé mentale de Montréal* (Montreal university institute for mental health)² reported that one in five people experiences a mental health problem in their lifetime and it has been recognized that “most mental illnesses first appear during adolescence or in early adulthood; they affect academic achievement, career opportunities and success, and personal relationships, and can have life-long impacts”³.

In 2017-2018, the number of young offenders receiving services under the Youth Criminal Justice Act slightly decreased by 2%. A number of factors can explain this drop, such as the decline in the adolescent population, the increased use of alternative remedial measures, as well as more effective prevention.

In addition, the delinquency problem affecting offenders who claim to be associated with street gangs is even more serious. They exhibit particular characteristics relating to personality traits, family relationships, the risks they take, and signs of mental health disorders. The young people involved in street gangs are likely to be the first victims of their own delinquency. In fact, their delinquent behaviour drags them into situations of grave danger that can cause mental health disorders and serious adaptation difficulties.⁴ Years of research and

¹ Directors of youth protection/provincial directors. “2018 Reports from the Director of youth protection.” Online: https://www.cisss-at.gouv.qc.ca/wp-content/uploads/2018/10/2018_Bilan_DPJ.pdf. Accessed May 24, 2019.

² Institut universitaire en santé mentale de Montréal. “Faits et statistiques sur la santé mentale.” Online: <http://www.iusmm.ca/hopital/folewood/faits-et-statistiques-sur-la-sante-mentale.html>. Accessed May 24, 2019.

³ Bouchard, L., Batista, R. & Colman, I. (2018). Santé mentale et maladies mentales des jeunes francophones de 15 à 24 ans: données de l'Enquête sur la santé dans les collectivités canadiennes – Santé mentale 2012. *Minorités linguistiques et société*, (9), page 297.

⁴ Laurier, C., Guay, J-P., Lafortune, D., Toupin, J., (2014). *Évaluer pour prévenir: les caractéristiques de la personnalité et les risques pris par les jeunes contrevenants associés aux gangs de rue*. Full report. On behalf of the Fonds de recherche Société et culture.

experience have shown that youth with a serious delinquency profile, including gang members, combine several risk factors while having had less exposure to protection factors.

These factors can be personal, family-related, social, and environmental. Influencing these factors requires integrated strategies,⁵ working in partnership, and implementing tried and tested measures.

In addition, peers are of crucial importance in adolescents' personal development. It is through peers that they build a sentiment of belonging, the relationship with another, and with society in general. The peer group is not in itself positive or negative; rather, the processes of socialization can differ from one group to another and can foster, or not, delinquent behaviour. In the case of disenfranchised youth, these modes of socialization often draw them to crime, joining street gangs, and violent behaviour.

It is therefore necessary to establish programs aimed at young people's self-realization by offering them activities that encourage them to make changes with a view to adopting pro-social behaviour while improving their knowledge in the areas of interest that they share with their peers. These steps ultimately serve as protective factors against crossing the threshold that will lead them to delinquency. This is why the MSP has developed the Program for delinquency prevention through sports, arts, and culture (PDPSAC).

The PDPSAC targets young people aged between 12 and 18 who are at risk of delinquency or joining street gangs. They are subject to multiple risk factors and have had poor exposure to protective factors.⁶ These factors can be personal (aggressiveness), family-related (disunification), social (interaction with delinquent peers), or environmental (access to firearms).

Research indicates that sports tend to put young people in contact with positive adult role models, provide opportunities for personal and social development (Mulholland, 2008), and promote acquiring life skills (Goudas and Giannoudis, 2008; Mulholland, 2008; Holt et al., 2009).

Moreover, it is crucial to place emphasis on artistic and cultural activities in order to encompass a full range of young people's interests. In fact, one arts-focused program assessment states:

*"Allowing kids not interested in sport an opportunity for learning and developing in an area that was not available before – arts, creativity – it is attractive to youth who do not like sports."*⁷

In addition, the most promising crime prevention programs focusing on sports, artistic, and cultural activities have the following characteristics:

- Placing emphasis on enjoyment, not performance
- Requiring commitment on behalf of young people
- Adapting to participants' particularities
- Taking into consideration young people's socio-economic context

⁵ Hamel, S., Alain, M., Messier-Newman, K., Domond, P., Pagé, J-P. (2013). *Le phénomène des gangs, ici et ailleurs, mise à jour des connaissances*. Full report. On behalf of the Fonds de recherche Société et culture.

⁶ For more information on risk and protective factors, see the appendix at the end of this document.

⁷ Forneris, Tanya, PhD. *Evaluation of Hip Hop Workshops in Arctic Bay, Pond Inlet and Leadership Youth Hip Hop Summit in Pangnirtung, Nunavut*. University of Ottawa. 18 p. <http://www.blueprintforlife.ca/wp-content/uploads/2013/04/Government-of-Nunavut-Evaluation-Final-Report.pdf>

The PDPSAC aims to offer vulnerable young people activities based on a social skills and competence development approach as an alternative to idleness and the lure of outsider and delinquent groups. These activities are a means to reach out to youth at a risk of delinquency in order to provide them an opportunity to benefit from mentorship, positive role models, and individualized intervention tailored to their needs, among other things.

In order to prevent youth from becoming involved with street gangs, preventive activities must combine recreation and education. The recreation aspect attracts young people while the educational component enables them to learn social skills.⁸

It is important to note that the PDPSAC is complementary to other prevention programs implemented by the MSP, including the Funding from the sharing of the proceeds of crime program, which funds street (and special environment) work strategy (intervention strategy with vulnerable individuals regardless of the nature of their personal problems), the Sexual exploitation of youth prevention and intervention program (reducing victimization), and the Youth crime prevention program, which encourages coordination of various expertise for the purpose of intervention with vulnerable youth. In fact, the PDPSAC is the only prevention program developed by the MSP to specifically focus on offering sport and entertainment activities for youth at a risk of delinquency and involvement with street gangs.

Program context

The PDPSAC falls within the objectives of Public Safety Canada's Guns and Gang Violence Action Fund. This fund, created in 2018, supports provinces and territories in implementing initiatives for the purpose of preventing and combating gun and gang violence and promotes raising awareness and understanding of the issues relating thereto.

The Fund is a response to the federal, provincial, and territorial government concerns about increased crime involving firearms and gang violence in communities. It has been shown that involvement with youth gangs is an important indicator of participation in criminal activity, and that young gang members commit more crimes than other young people who are at risk of adopting delinquent behaviour.⁹

An amount of approximately \$327.6M over a period of five (5) years starting in 2018-2019, and \$100M per year afterward has been committed in order to check the rise in firearm-related violence and gang activity in Canada. This initiative is intended to support prevention and law implementation measures in communities, improve the collection of information on illegal firearm trafficking, and to invest in border security to prevent import of illegal goods, including firearms and drugs. Funding will also be provided to Indigenous organizations in order to contribute to capacity reinforcement through education, raising awareness, and research, by addressing the needs specific to Indigenous communities and urban populations.

⁸ Prince, Joanie (2008), *Intervenir auprès des jeunes à risque d'adhérer à un gang de rue : un guide à l'intention des intervenants communautaires*, Société de criminologie du Québec on behalf of the Ministère de la Sécurité publique du Québec, 34 p.

⁹ Laurier, C., Guay, J-P., Lafortune, D., Toupin, J. (2014). Op.cit.

Program objectives and resources

The PDPSAC targets vulnerable youth with a view to countering the emergence or aggravation of street gang-related issues. As mentioned in the Québec street gang intervention plans, it is important to address the gang problem upstream by taking action with younger and more vulnerable individuals based on a social development approach.

More specifically, the PDPSAC aims to enable youth to develop the protective factors that prevent or mitigate delinquency-related issues, including street gangs, within a limited territory. Developing interests and passions through sports and creative projects, or any artistic activity, is an effective intervention measure toward keeping youth away from so-called marginal behaviour.¹⁰

In the long term, developing protective factors to counter delinquency should ensure better community integration for participants. Moreover, interventions can contribute to appropriating sports, arts, and culture, and a positive appropriation of the public space, thereby reducing public mischief such as vandalism.

Nature of the intervention

The financial assistance provided by the MSP supports organizations wishing to establish or improve their service offering in the areas of sports, artistic, and cultural activities for vulnerable youth within a limited territory as an alternative to delinquency and joining street gangs while developing their skills.

More specifically, young people will be encouraged to create positive social ties. In fact, the activities offered serve as tools for developing social engagement while improving skills and knowledge. The guidance, or mentorship, of intervention staff and the enhancement of the role and place of each participant within the group increase young people's sentiment of belonging and self-esteem. Finally, the facilitation techniques used promote the implementation of effective education focused on young people's development and translation of knowledge in everyday life.

Interventions contribute to participants' transition to adulthood to the extent that applying the skills acquired will help them to diversify their social network and inspire them to actively engage in school.

In addition, the PDPSAC can be adapted to geographic, cultural, and organizational particularities specific to Indigenous communities. It is widely recognized that programs and services that respect Indigenous traditions are more likely to be effective in violence prevention, in addition to reducing risk factors.¹¹

¹⁰ Nichols, G. (2007). *Sport and Crime Reduction: The Role of Sports in Tackling Youth Crime*. Routledge, Great Britain.

¹¹ <https://www.inspq.gc.ca/rapport-quebecois-sur-la-violence-et-la-sante>

Eligible organizations and projects

Eligible organizations

The following bodies are eligible for the program:¹²

- Municipalities, boroughs, regional county municipalities, agglomerations, municipality groupings, band councils, and northern villages
- Police forces, including Indigenous police forces, provided that they, or their competent authorities, have the legal capacity to conclude a funding agreement
- Non-profit organizations constituted as legal persons under a Québec statute. However, they are also required to
 - Have operated in Québec for more than two years.
 - Have produced an annual updating declaration with the *Registraire des entreprises*.
 - Be members of a cooperative mechanism.
 - Demonstrate solid financial health, with supporting financial statements.

All eligible organizations wishing to obtain funding under this program must commit to offering activities themselves or establish an agreement with a resource offering services to families or youth in their territory. In both cases, they must demonstrate their capacity to reach out to young people at risk and to bring the project to completion.

To this end, the organization in charge of the implementation of the project is required to

- Have at least two years of experience in the area of social intervention.
- Put in place a monitoring committee.
- Arrange for the services of staff in charge of activities who meets the following criteria:
 - Having worked with young people engaging in delinquent behaviour or in a situation of vulnerability.
 - Being able to support and direct young people to the appropriate resources.
 - Having relevant training for carrying out the targeted activities. If the person in charge of activities doesn't have recognized relevant qualification, he or she must be appropriately supervised by a resource person.

The organization responsible for the implementation of the project must commit to complying with the program requirements as laid out in this guide and the funding agreement to be concluded with the MSP.

¹² Organizations having failed to fulfil their obligations to the MSP in the two years prior to submitting a funding application, despite having been given notice, are not eligible.

In cases where the organization entrusts the funds to a third party, the third party has an obligation to ensure that the financial assistance will be used only for the purpose of implementing the activities planned under the PDPSAC.

Eligible projects

Only projects aimed at developing protective factors with a view to preventing or mitigating delinquency and street gang-related problems within a particular territory in the province of Québec are eligible.

The project must

- Establish selection criteria for youth at risk.¹³
- Identify the young people and the territory targeted by the project.
- Be supported by a cooperative mechanism.
- Ensure monitoring for young people with specific needs or direct them to the appropriate resources.

In addition, the project must provide for a monitoring committee composed of key community partners whose mandate includes

- Selecting the young people targeted by the project.
- Ensuring supervision of the worker in charge of activities, where needed.
- Facilitating referral for young people needing specialized resources.
- Monitoring the project's implementation and making corrective changes where necessary.

The proposed activities must be based on evidence concerning risk and protective factors. Activities must be carried out in the presence of at least one person holding a valid First Aid certificate, failing which an emergency response protocol must be provided for.

Finally, projects funded under the program must not duplicate or replace existing actions in the community, but they can improve the existing service offer.

Financial assistance

The assistance provided by the MSP is renewable annually. The maximum contribution is set at 90% of the eligible annual expenses of the project, up to a maximum of \$ 75,000 for the years 2020-2021, 2021-2022 and 2022-2023.

The organization is required to contribute a minimum of 10% of the eligible annual expenditures, for which participation of the organization's partners is permitted. In concrete terms, an organization requesting financial assistance in the amount of \$75,000 must reimburse no less than \$7,500 for a total project cost of \$82,500.

¹³ For more information, see Appendix 1.

Fiscal year	2020-2021 to 2022-2023
MSP maximum annual contribution	\$75,000
Minimum annual contribution of the recipient organization	\$7,500
Total	\$82,500

The minimum contribution of the recipient organization can take the form of financial, human, or material resources, on condition that the combined public financial assistance received for the implementation of the project does not exceed the actual value of eligible expenditures.

The combined figure includes direct or indirect contribution of government departments and agencies (federal and provincial), government corporations, and municipal bodies that are not direct beneficiaries of the project. For the purpose of calculation, “municipal bodies” refers to municipal organizations within the meaning of section 5 of the *Act respecting Access to documents held by public bodies and the Protection of personal information* (CQLR c A-2.1).

Eligible expenditures

For the implementation of the PDPSAC, eligible expenditures include the establishment of sports, artistic, and cultural activities in order to reach out to a clientele at risk.

More specifically:

- The salary of the worker in charge of activities
- Emergency expenditures,¹⁴ up to \$1,000
- Training or knowledge transfer-related expenditures, both for the worker in charge and the young people targeted by the project
- Travel costs for the worker in charge in accordance with the scales set out in the *Recueil des politiques de gestion du gouvernement du Québec* (Québec government compendium of management policies)¹⁵
- An annual amount of 10% or less intended to cover project running costs, including administrative and accounting services
- Activity implementation costs:
 - Room rental for the activities

¹⁴ Costs included to meet one-time needs of the clientele (hygiene products, food, bus fare, and so on).

¹⁵ https://www.tresor.gouv.qc.ca/fileadmin/PDF/secretariat/Directive_frais_remboursables.pdf

- Travel costs related to the activities for an amount not exceeding \$5,000 per year in accordance with the scales set out in the *Recueil des politiques de gestion du gouvernement du Québec*
- Equipment purchase or rental for an amount not exceeding \$10,000 per year

The following expenditures are not eligible:

- Lease costs
- Computer purchase costs and other costs that can be capitalized, as well as depreciation costs
- Bonuses
- Vehicle maintenance and repair costs
- Ongoing operating expenditures of the organization
- Expenditures incurred before the funding agreement comes into effect
- Expenditures incurred for purposes that are not directly related to the project

Process for obtaining and renewal of the financial assistance

Granting process

The process for obtaining financial assistance includes four steps:

1. Submitting the *Financial assistance application form* by the organization
2. Project analysis by an MSP selection committee
3. Project selection
4. Signing of a funding agreement with the organizations chosen for the implementation of the project

Call for projects and submission of a financial assistance application

Following a call for projects, the organization must submit the *Financial assistance application form* to the PDPSAC along with the following documents:

- Motion supporting the project and naming the person in charge of the project on behalf of the organization
- Twelve-month (12-month) work plan, including a timeline
- Budget
- Letters of support from each partner sitting on the monitoring committee, detailing their contribution
- The most recent activities report and financial statements for the organization mandated to implement the project

In addition, in order to be deemed eligible, organizations must provide the documents required within the deadline indicated on the financial assistance application form.

Project analysis

The submitted projects will be analyzed by professionals from the *Direction de la prévention et de la lutte contre la criminalité* (crime prevention and control division).

Their assessment will be based on the following elements:

- Relevance of activities in relation to program objectives
- Feasibility of the work plan submitted
- Ability to reach out to the target clientele
- Activity accessibility
- Providing a healthy and safe environment for the implementation of the activities
- Added value of the activities offered to the target youth population
- Capacity of the monitoring committee to direct youth to appropriate resources
- Partner contributions

Project selection

Following project analysis, recommendations for funding are submitted for approval to ministry authorities.

Signing of the funding agreement

A memorandum of understanding is signed with each beneficiary whose project was selected, laying out the obligations of the parties, the terms of payment of the financial assistance, and the terms of reporting. Following the signing of the agreement, 90% of the financial assistance granted will be paid to the organization.

Financial assistance renewal

In order to renew the funding, the organization must fill out the relevant form, which will be forwarded by the MSP. The organization must produce and submit at least

- A reporting form.
- A new action plan for the following year.
- A new detailed budget.

The renewal of funding is conditional on complying with reporting terms and conditions, and the MSP's positive assessment of actions implemented, and results obtained. An amount corresponding to 90% of the financial assistance granted for the following year is subsequently paid to the organization.

Reporting

The specific terms and conditions of reporting will be laid out in the memorandum of understanding. However, every year, organizations must produce and forward to the MSP at least

- A report detailing the activities carried out and the associated expenditures, as well as initial results.
- All supporting documentation, records, account books, or information justifying the use of the financial contribution.
- A revised action plan, in line with the changes made to the original plan.

- For the organization in charge of the project, the last activities report and financial statements.

At the time of submitting the reports to the MSP, the remaining 10% of the financial assistance granted for the current fiscal year will be paid to the organization.

Project submission

Projects must be forwarded to the MSP no later than September 4 2020 by email at the following address:

prevention.criminalite@msp.gouv.qc.ca

Entry into force and expiry dates

The PDPSAC enters into force on the date of its authorization by the Treasury Board and it will end on March 31, 2023.

Pursuant to section 40 of the *Financial Administration Act* (R.S.C., 1985, c. F-11), each financial contribution is granted on the condition that funds are allocated by the Canadian government for the fiscal year for which the payment under the program has to be made.

FOR INFORMATION

Please contact the Direction de la prévention et de la lutte contre la criminalité by email at prevention.criminalite@msp.gouv.qc.ca.

APPENDIX 1

Delinquency influencing risk and protective factors	
Personal characteristics	
Risk factors	Protective factors
✓ Delinquent past	✓ Good intellectual and interpersonal abilities
✓ Unlawful possession of firearms	✓ Good self-esteem
✓ Drug trafficking	✓ Sense of personal responsibility
✓ Anti-social or pro-gang attitudes	✓ Pro-social attitudes
✓ Aggressiveness	
✓ Alcohol and drug use	
✓ Early sexual activity	
✓ Violence victimization	
Peer group	
✓ Strong commitment to delinquent peers	✓ Group of positive peers
✓ Friends who are drug users or gang members	✓ Interaction with peers having pro-social behaviour
✓ Interaction with delinquent peers	
School	
✓ Poor academic performance	✓ Academic success
✓ Frustrations related to school	✓ Extra-curricular activities
✓ Weak sense of belonging in school	
Family	
✓ Family disunion, drug abuse, alcoholism	✓ Effective family management practices
✓ Domestic violence	✓ Strong family ties
✓ Gang-involved family members	✓ Family support
✓ Poverty	✓ Residential stability
✓ Inadequate parenting and adult role models	
✓ Parental criminality	
Community	
✓ High crime neighbourhood	✓ Presence of community organizations
✓ Gang presence in the neighbourhood	✓ Strong cultural identity
✓ Feeling of insecurity	✓ Social harmony
✓ Access to firearms	
✓ Availability or easy access to drugs in the neighbourhood	

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