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CANADA'S PAROLE SYSTEM

A presentation to the Senate - 1971



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CANADA'S PAROLE SYSTEM

A PRESENTATION TO THE SUB-COMMITTEE
OF THE STANDING SENATE COMMITTEE
ON LEGAL AND CONSTITUTIONAL AFFAIRS
DECEMBER 17, 1971

by

*T. G. Street, Q.C.,
Chairman,
National Parole Board*

*the Department
of the Solicitor General of Canada,
the Hon. Jean-Pierre Goyer, Minister*



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Honourable Senators:

I am very pleased to be here today to explain to you the duties and obligations of the National Parole Board and how these duties and obligations are carried out. I welcome this opportunity because despite our efforts to explain parole to everyone concerned, there is always a great deal of misunderstanding about it. During the course of your examination, senior members of the staff of the Board will be made available to you should you wish to explore, in depth or in any detail, the operations of the Board.

I LEGAL BASIS OF THE NATIONAL PAROLE SYSTEM

The cornerstone of our operations is the Parole Act which was proclaimed in force on February 15, 1959. The Act established a National Parole Board. The Board is now made up of nine permanent members including the Chairman. The Chairman is the Chief Executive Officer of the Board and has supervision over and direction of the work and the staff of the Board. The headquarters of the Board is in Ottawa. However, panels of the Board travel to the federal institutions and interview inmates who have applied for parole or who have had their parole revoked.

The Act provides that the Board must review and determine whether parole should be granted in the case of every inmate who is committed to a penitentiary, unless the inmate advises the Board in writing that he does not wish to be granted parole. Further, every application received requesting parole from inmates imprisoned in a provincial institution must be considered. There is also the duty of reviewing, once in every year, the case of every inmate who is serving a term of imprisonment of preventive detention. Under the Act the Board must review the case of every inmate whose parole has been suspended for over 14 days and either revoke the parole or continue it.

While the Board's prime function is determining whether or not parole should be granted, the Board is also called upon, under the Act, to make decisions relating to the revocation or suspension of any sentence of whipping or any Order made under the Criminal Code prohibiting any person from operating a motor vehicle. Finally, any inquiry desired by the Solicitor General of Canada, in connection with a request for clemency, is made by the Board. These requests relate to the grant of pardons based on innocence, the remission of fines, penalties, forfeitures or estreated bail.

Under the Criminal Records Act, a duty is placed on the Board to cause proper inquiries to be made in connection with any application for the grant of a pardon under that Act and to make recommendations whether a pardon should be granted.

The National Parole Board has, with two exceptions, exclusive jurisdiction and absolute discretion to grant, refuse to grant, or revoke parole in the case of any person who is under a sentence of imprisonment imposed pursuant to an Act of the Parliament of Canada. The exceptions are in the Provinces of British Columbia and Ontario where the courts may impose, in addition to a fixed term of imprisonment, an indeterminate period. The provincial parole board in those provinces may parole an inmate during the period he is serving his indeterminate sentence. The National Parole Board has jurisdiction over the definite part of such sentences.

While the Board has absolute discretion to grant parole, free from any outside influence, the Act sets out guidelines and limitations. The Board must be satisfied before granting parole that the inmate has derived the maximum benefit from prison, that reform and rehabilitation of the inmate will be aided by parole and that the release of the inmate on parole does not constitute an undue risk to society.

Under the Act the Governor in Council has made regulations prescribing the portion of the term of imprisonment that an inmate must serve before parole may be granted. Generally speaking, this period is one-third of the term of imprisonment imposed, or four years, whichever is the lesser. Where, however, a person has been convicted of murder, the minimum period, since 1967, that an inmate must serve in prison is 10 years and in addition the release on parole must be approved by the Governor in Council.

II

RELATION OF PAROLE TO SENTENCE PASSED BY THE COURT

The Board is not concerned with the propriety of the conviction or the length of the sentence.

From time to time, the opinion has been expressed that the operation of the parole system constitutes, in some manner, an abrogation or interference with the rights and duties of judges in imposing sentences. Fortunately, most judges recognize that the Parole Act is an integral part of our system for the administration of criminal justice and are pleased to co-operate with the Parole Board.

In passing sentence, judges are aware of the possibility of release on parole in accordance with provisions of the Parole Act. Many judges taking cognizance of this fact have adopted the practice of making known to the Parole Board their views on the desirability of parole as a tool in rehabilitation in particular cases. Such recommendations are most heartily welcomed by the Parole Board whether they support or oppose parole.

Recommendations from judges are given the most serious consideration when the Board reviews applications for parole. Any assistance that the judge can give to the Board which will help it in arriving at its decision is greatly appreciated. We would encourage judges to continue this practice whenever they feel that there are circumstances which should be brought to the attention of the Parole Board.

Parole is a means by which an inmate who gives definite indication of his intention to reform, can be released from prison so that he can serve the balance of his sentence at large in society, under supervision and surveillance, subject to restrictions and conditions designed for the protection of the public and his own welfare.

III

BOARD POLICY IN PAROLE ADMINISTRATION

The dual purpose of parole is the rehabilitation of the offender and the protection of society. It is

a means of assisting him to become a useful, law-abiding citizen, while at the same time ensuring that he does not misbehave or return to crime.

The possibility of parole provides a strong incentive to an inmate to gain maximum benefit from the prison facilities and to change his attitude towards crime. It also encourages him to maintain contact with the outside world and to plan realistically for his future. It tends to discourage association with the hard-core criminals and the anti-administration groups in prison, and gives him something to hope and strive for.

There are over 7,000 men in our federal prisons serving sentences of 2 years or more. Over 80% of these men have been in prison before, and a good many have been there many times.

There are, in addition, some 15,000 persons incarcerated in provincial jails and correctional institutions serving sentences of up to 2 years. In many cases, because of lack of facilities and trained staff or because of the short duration of the sentence, many of these institutions lack training programs or have developed very limited opportunities for useful activities. Inmates generally are obliged to waste their time in idleness. They gain no useful experience but are instead subjected to harmful effects from associating with other criminal offenders.

The purpose of a realistic correctional program is to return criminal offenders to society as law-abiding citizens who are willing to accept responsibilities as members of the community. This cannot be accomplished by locking them up away from society and keeping them in prison where they have no responsibilities.

The Parole Board recognizes that there are criminals who have selected crime as a way of life or who are dangerous and pose a serious threat to public safety if they are permitted to be at large. Such persons must be controlled and this can be done adequately only by a prison sentence. Some suffer from mental illness and should be sentenced for treatment in psychiatric institutions. Since two-thirds or more of the people in prison are not dangerous, vicious or violent, most of them could be controlled and treated in the community and parole is one of the means by which this can be accomplished.

Treatment and training within the institution is a vital part of the reformation and rehabilitation process. Parole is a continuation of this program on the outside. The function of the Parole Board is to select those inmates who give some indication that

they intend to reform and assist them in doing so, by the grant of a parole. We are looking for a distinct change in attitude and if we do not think that there is at least a reasonable chance they will reform, they are not considered.

Granting parole is not a question of being unduly sympathetic to criminals and their problems but simply a realistic understanding and appreciation of the problems and an attempt to effect a sensible solution in each case. Parole is not a matter of pampering a person who has been sentenced to prison but rather a means for helping anyone who wants to help himself. Parole gives him an opportunity to reform if, in the opinion of the Board, the attitude of the inmate and his response to training programs within the institution provide a reasonable expectation that he is sincere in his intention to reform and merits the opportunity to return to the community before the expiry of his sentence.

IV

PROCEDURES PRECEEDING BOARD DECISIONS

The decision of the Board to grant parole is not taken lightly. The Board recognizes the gravity of this decision and the serious consequences which may follow if a person released on parole turns once again to criminal activity. A great deal of careful preparation is made to obtain information and opinions which will assist the Board in arriving at its decision.

Case preparation encompasses all activity prior to the inmate's release on parole or mandatory supervision. It includes the gathering of reports from several sources, interviews, analysis of all pertinent data available and a summary and recommendation for consideration by the Board.

Case preparation procedures vary for cases of inmates serving penitentiary sentences and those serving sentences in other prisons. This presentation will therefore deal first with the procedures in penitentiary cases, following which the differences between the two will be stated.

Penitentiary Cases

A case file is opened in the district office and at headquarters upon receipt of the penitentiary

admission document. The identifying information on this form enables us to initiate our requests for reports that do not come to us automatically.

The R.C.M. Police Fingerprint Section record is forwarded to us automatically by that force in each case. This document gives a history of the individual's criminal record.

Certain police forces supply us automatically with reports outlining the circumstances of the offence and other details surrounding the commission of the offence. In all other cases, we request reports from the investigating force. The Board places great stress on having an official version of the offence. The necessity for police reports becomes clear when it is realized that the inmate (like all humans) generally wishes to place himself in the best possible light and is therefore likely to repress certain of the facts surrounding the commission of the offence.

It is a well known fact that police forces will, from time to time, express their displeasure with the activities of the Parole Board. It should be made clear, however, that this fact in no way detracts from the further fact that the reports of individual police officers written with respect to individual offenders are remarkable in their objectivity.

Certain types of cases involve additional inquiries. For example, in cases involving drugs, we request a report from the Division of Narcotic Control, Department of National Health and Welfare and inquiries are made of the Department of Manpower and Immigration about the citizenship status of individuals who may be deportable. Pre-sentence reports are available to us in those cases in which they have been conducted by the provincial probation services.

The inmate is advised in writing of his parole eligibility date and if interested in parole, he is invited to forward his application five months in advance of that date (nine months in advance in life sentences).

Receipt of the inmate's application initiates additional reports by the institutional staff. (At this point, however, we already have on file a social history report from the institution which was completed shortly after admission.) The report at the time of the inmate's application is, in large measure, drawn up by institutional classification officers, but it incorporates reports or comments from staff members who are in frequent contact with the inmate. Depending on the nature of the case, there may be reports from either a psychia-

trist, a psychologist, or both. Essentially, the institutional reports tell us of his attitudes, what the inmate has accomplished in the institution, what he has achieved during his sentence by way of training, treatment, and so on.

Following receipt of this report, the representative of the Parole Board interviews the inmate. During this interview, the inmate's release plans are discussed in depth, contacts will frequently be made with institutional personnel for additional information and clarification, and in certain cases, a case conference may be held with institutional personnel.

Once the assessment of the individual is completed, the district representative will direct a request for a community assessment. Each district representative is responsible for community assessments within his own district boundaries. Consequently, the file, with appropriate referral material (copies of the various interview reports indicated above), is directed to the office of destination, as required. This office will either complete the investigation or refer the case to the appropriate provincial or private after-care agency in their district.

The purpose of the community assessment is to make in-depth inquiries in the community to determine that aspect of the feasibility of releasing the inmate on parole. The investigation determines the attitude of the family and the community in general toward the applicant. It confirms the inmate's stated release plans in terms of offers of employment, where he intends to live and the willingness of the family and community to assist the applicant with his rehabilitation plans. While the emphasis is on the immediate family constellation, corollary interviews may be held with other relatives, potential employers, police, and so on.

Essentially, there are two assessments made. The first of these is the assessment of the man in the institution and the second is the assessment of the adequacy of the community resources to receive him. Changes in the community situation often necessitate a further interview by the parole officer and occasionally, this results in a completely new release plan being formulated. This information is normally available in Ottawa to the panel members of the Board who will eventually interview the inmate in the institution.

The panel hearings take place either one or two months in advance of the inmate's eligibility. At the time of the panel hearing, the institutional officer and the parole officer who interviewed the

inmate are present and are able, at that time, to present the Board with up-to-date information about the inmate's situation and plans.

Prior to cases being presented to the Board for review at headquarters, there is a review by the headquarters staff to ensure the presence and adequacy of all material required for the Board review. A Special Categories Section carries out an intensive review with respect to a selected category of cases. These cases include dangerous sexual offenders, habitual criminals, doukhobors, life cases and any other case designated as "special".

Because of the nature of the cases, the procedures in processing them in the district offices are more elaborate. Before recommending for parole, there are normally case conferences involving the institutional psychiatrist, psychologist, classification officer, a representative of the National Parole Service and other institution officials, i.e., the prison chaplain and training officers who are in daily contact with the inmate and who are aware of his daily progress in the institution.

Should the case conference decide that further psychiatric opinions are necessary, this is done by bringing together a panel of "outside" psychiatrists for a more comprehensive and independent evaluation. Should it be decided that further treatment is indicated or that a change to a different environment seems necessary, these arrangements are made. The change of environment may be to a hospital or clinic where specialized treatment programs are carried on or the inmate could be moved to different type of security institution where his rehabilitation would be enhanced.

If progress in the institution appears favourable, an intensive community inquiry is carried out to determine the readiness of the community to receive him.

Following upon positive reports from the institution and from the community investigation, a comprehensive report is prepared by a parole officer. He will summarize all reports on file, discussing the nature of the offence, the findings of the psychiatrists and penitentiary officials, the treatment carried out and the inmate's adjustment to the institution. He will discuss the inmate's present attitudes in terms of the offence and future plans in the event of parole. All of the strengths and weaknesses of the case are discussed and a recommendation is made to the Board. The Board may or may not reach an immediate decision. They may require further clarification of some issue or an elaboration of a particular report. When all

issues of the case are covered to the satisfaction of the Board, it is then in a position to make a definitive decision.

Prison Cases

The procedures that are carried out in penitentiary cases are carried out in prison cases with the following variations:

1. A file is opened upon receipt of an application from the inmate or by someone on his behalf. Together with the inmate's application, the institution forwards a document similar to the admission document which contains the information necessary for us to begin our basic inquiries.
2. No automatic features exist and, therefore, all our reports are requested.
3. The Board panels do not visit provincial institutions and, therefore, the Board decision is made at headquarters in Ottawa.

V

SUPERVISION OF PERSONS ON PAROLE

A major concern of the Board is the protection of society. We are confident that a system of parole, whereby persons are released under a degree of supervision and control with clearly stated conditions which they must recognize and observe, offers a better protection than unconditional release at the termination of sentence. In all the contacts which the officers of the Board have with the prisoners in the institutions, they encourage them to think in terms of reform and self-improvement and to plan realistic, attainable programs for their future, whenever they are released. If they are granted parole, the officers of the Board are available not only to enforce the observance of stipulated conditions and to maintain supervision but also to provide guidance and counsel to the parolee and to his family. Supervision of the parolee therefore becomes a further step in the process aimed at treatment and rehabilitation of the offender.

At November 30, 1971 there were 5,479 persons on parole in Canada. Officers of the National Parole Service supervised 3,162 and the balance, 2,317, were supervised by after-care

agencies, provincial welfare or correctional services and private citizens who volunteered their services.

When individuals are released on parole, it is our responsibility to help them in every way possible to become law-abiding and productive citizens. The majority of parolees are supervised on a one to one basis; this means that usually each person is seen individually by a supervisor who utilizes the case-work technique. In recent years, however, some other techniques of supervision have been developed, such as the ones utilizing group dynamics. Some specialized group-therapy programs have also been organized on an experimental basis in a few of our offices. Up to now, the results have been quite promising. Other special resources, e.g., Alcoholics Anonymous, are being utilized. In the course of supervision, we will frequently utilize the services of many professionals and community resources if there are special needs.

Experience shows that the first six months on parole is the most difficult and trying period. This is the time when a good number of parolees encounter their more serious problems and crises in re-adapting to a satisfactory way of life. Because of this, our supervision is more intensive and our contacts are much closer during the first months on parole. We do not want, however, to create dependence. Our ultimate aim is to see these persons accept their own responsibilities.

There are three main aspects in the supervision of parolees which, it is believed, will influence the successful outcome. They are:

1. Service and Assistance
2. Treatment and Support
3. Control and Surveillance

Service and Assistance

The aspect of service and assistance is the one where the material needs of the parolees are evaluated and adequate action taken. Very often they have problems and difficulty in finding employment because of their criminal record. They will be refused employment because they cannot obtain security bonding or employers do not want to hire persons with criminal records. They need assistance from different sources. The supervisor gives practical help in these instances and in so doing he will be able to establish a good relationship. Whenever this has been accomplished, the chances of a successful outcome of the case become greater.

Treatment and Support

This is the most important aspect of supervision whereby professional techniques are utilized, and an analysis of the personality problems is made. Assistance is given to overcome difficulties of adaptation, methods and means of solving crisis situations are shown. Support is given and ways suggested to assist parolees to accept frustration and cope with personal problems without resorting to anti-social action.

Control or Surveillance

The parolee knows that he has been released conditionally, that he has to follow rules and regulations. He is periodically reminded of what is expected of him and the consequences that will likely follow should he not live up to the conditions of his certificate of parole. In the majority of cases, the parolees are required to report regularly to the local police department. In some cases, where it is not deemed necessary or might even be detrimental, this condition is not imposed. When supervising parolees, it is, of course, not possible to follow them twenty-four hours a day. They must learn to be on their own eventually since, in the great majority of cases, parole lasts only a few months. Sooner or later, these persons will not be supervised and will have to make their own decisions and resist the temptations that they may have later on of committing other crimes.

If possible, parolees are visited at work, provided their employers are aware of the fact that they are on parole. Contacts are kept with the families or with other persons interested in them.

If, after trying everything possible to help a parolee, he does not respond, refuses to co-operate, or will not observe the conditions of parole, the district representative has the authority to suspend the certificate of parole and issue warrants of apprehension and committal to have the parolee returned to prison. District representatives have the authority to lift such suspensions of parole and order release of the suspended parolee within fourteen days. Otherwise, the same must be reviewed by the Board and either the suspension is lifted by the Board and the parolee is given another chance, after having been warned, or the parole is revoked. In 1970, 312 paroles were revoked because it was found those persons were not following the conditions of their paroles and it was feared that they would commit further crimes.

Finally, if a parolee is found guilty of an indictable offence while on parole, this results in an automatic forfeiture of the parole and this person is returned to custody to serve the remanet of his sentence, i.e., the portion of his sentence which remained at the time he was released on parole, plus any new sentence. In 1970 we had approximately 922 forfeitures.

When parolees are supervised by other agencies, the parole service retains the same important responsibilities and authority in these cases. Reports relating to the actions and progress of parolees are forwarded to our offices by their supervisors. These reports are evaluated and analyzed. If there are problems, these are discussed with the supervisors and appropriate decisions are taken. Corrective action may include official warnings or disciplinary interviews by the district representative or even suspension of the parole. The district representative also retains the authority to grant or withhold permission for the parolee to travel to other districts, enter into contracts, or make other important changes in his way of life.

VI

PAROLE EXPERIENCE IN CANADA

The Parole Board feels that it may take justifiable pride in its accomplishments to date. In the first 151 months of our operation, we granted parole to 37,710 inmates and during that time we have had to return to prison about 5,000, of which some 3,000 committed indictable offences and forfeited their parole, and 2,000 had parole revoked because they failed the conditions of their parole or committed some minor offence. This means that on the average, for the first 12 years and 9 months of our operation, 87% of persons on parole completed their parole satisfactorily without reverting to crime.

In 1963-64 the Board granted only about 1,800 paroles. At that time the average failure rate was about 10% and we were paroling only 29% of those who applied. Since that time we have been able to recruit more staff and, since the failure rate was so low, we deliberately increased the use of parole. In 1970 we paroled 5,800, or 67% of those who applied. Naturally since there was such a

substantial increase in parole, the failure rate also increased, so that at the present time it is running at about 25%.

This record compares very favourably with results in a number of jurisdictions in the United States. Research records of the National Council on Crime and Delinquency, published in December 1970, report on a review of 8 different parole boards. A study which included 1,766 parolees recorded no forfeitures or revocations in the case of 1,146, for an average failure rate of 35%. In a study which included 24 parole boards, it was established that failure rates were as high as 58%.

In 1970 the United States Federal Parole Board, which is responsible for adult parole in U.S. federal prisons, granted parole to 45% of those who applied. The recorded failure rate for persons on parole during 1970 was 28.5%. In the same year the National Parole Board in Canada granted parole to 67% of those who applied and recorded a failure rate of only 17%, including revocations and forfeitures.

We recognize that it is extremely difficult to make precise comparisons because all of the factors used as a basis for statistical studies are not always identical. From studies which have been conducted and discussions with representatives of parole boards in Britain and the United States, we are confident that the record of Canada's parole system compares favourably with that of systems in those countries.

Economic Considerations

We believe that parole is not only an effective means of helping and rehabilitating prisoners and making them useful productive citizens, but it also achieves a very considerable saving of expense to the taxpayer.

It costs anywhere from \$7,000 to \$10,000 to keep a man in prison for one year, and this does not take into account the cost of maintaining his family on welfare, which could be another \$2,000 or \$3,000 a year. If he is on parole, and employed, he can support his family, and is thus contributing to the economy of the country as a taxpayer rather than a tax burden.

In a study which we did last June of 2,663 persons on parole, we found that 2,078 or 78% were working. Their average income was \$412 for the month and their gross income was nearly \$857,000. The 2,621 men and 41 women in

this survey supported 2,279 dependents. Altogether, there were over 5,257 persons on parole on June 30. Assuming that an equal proportion of the other 2,500 or so were working, we can reasonably project total yearly earnings of persons on parole in Canada at approximately \$12,000,000.

This is money which otherwise would not be going into the economy, if these people were kept in prison. At the same time, we are saving the cost of their incarceration.

Publicity and Public Relations

In any parole system, there are bound to be failures. Unfortunately, parole failures receive much more publicity than do the 75% or so who succeed and are rehabilitated. If there were very few failures, it would probably mean that the Parole Board is too rigid in the application of criteria and overly selective. The result would be that many persons who have a reasonable expectation to reform would remain in prison. We would simply be missing the opportunity of helping those who need it and who are going to come out of prison sooner or later, whether we like it or not.

We realize that the public is properly concerned when someone on parole commits another crime. There have also been cases where this has had tragic results. It should be pointed out, however, that accounts of crimes committed by persons on parole have not infrequently been in error. In some cases, these reports refer to persons released from prison at the termination of a sentence or who are at large through legislation other than the Parole Act.

We are using all the means at our disposal to inform the public by use of the media, through meetings of our officers with the public, and by the publication of reports to give factual data on the results of the activities of the Parole Board. We do not, of course, jeopardize the possible rehabilitation of parolees through public disclosure either of their identify or of the circumstances related to a case. Parolees are at liberty to discuss these facts themselves and increasing numbers of them do come forward in response to general invitations to discuss the problems of rehabilitation and corrections at congresses and meetings of criminologists.

The Parole Board feels that it has nothing to conceal in its objectives or activities. Our officers are encouraged to seek opportunities to give

information to the public in order to convey a better understanding and enlist support of our efforts.

VII

RESOURCES AND MEANS AVAILABLE TO THE BOARD

The Board is supported by a parole staff composed of social workers, criminologists, psychologists and other professionally trained officers. They assist the Board in carrying out its responsibilities by maintaining liaison with other departments and agencies in the correctional field and in other areas of mutual interest and concern.

The headquarters of the Parole Board is at Ottawa. The staff of the Board, at the headquarters, plans and implements the program of the Board and provides managerial and support services to the organization enabling it to carry out its tasks and objectives.

The Board has established 34 offices which are located at centres calculated to provide the widest possible service to the total population. The following is a listing of the location of district offices by region:

Atlantic Provinces

St. John's, Nfld.
Halifax, N.S.
Truro, N.S.
Sydney, N.S.
Moncton, N.B.
Saint John, N.S.

Guelph
Hamilton
London
Windsor
Sudbury
Thunder Bay

Prairie Provinces & North West Territories

Winnipeg, Man.
Brandon, Man.
Regina, Sask.
Saskatoon, Sask.
Prince Albert, Sask.
Edmonton, Alta.
Calgary, Alta.

Quebec

Montreal
St. Jérôme
Laval
Quebec
Chicoutimi
Rimouski
Granby

Ontario

Ottawa
Kingston
Peterborough
Toronto

British Columbia & Yukon Territory

Vancouver, B.C.
Victoria, B.C.
Prince George, B.C.
Abbotsford, B.C.

Parole officers visit penal institutions, conduct interviews with inmates, arrange community investigations and inquiries to establish probable success of parole. They arrange for supervision of paroled inmates, interview employers and representatives of community organizations to promote acceptance of paroled inmates. They prepare reports and recommendations to the Board on applicants for parole and report on progress of paroled inmates.

The Parole Board obtains a great deal of assistance, as was indicated earlier, from provincial departments of corrections and welfare in several provinces, from private after-care agencies and from individual citizens who volunteer their services. The Board also obtains support and assistance from organizations operating half-way houses and other residential facilities.

The assistance provided by these organizations and the private after-care agencies was recognized by providing them with financial grants which partially covered their operating costs. The Department of the Solicitor General recognized, in 1970, that the system of grants was inadequate and that a more equitable method of providing financial assistance to the agencies was required. As a result, Memoranda of Agreement were designed whereby a mutually acceptable fee for service basis has been substituted for the former system of grants. These agreements are re-negotiated annually and appear to have provided us with a workable and acceptable system whereby we can utilize and extend services made available by private and provincial agencies. In the 1971-72 fiscal year, payments to agencies will total some \$800,000.

VIII

CO-ORDINATION OF PROGRAM WITH OTHER AGENCIES

The Parole Board not only works in close collaboration with provincial departments and agencies and with private after-care agencies but also with a wide variety of other federal and provincial departments and with agencies at the local level.

We maintain, at all times, a close liaison with

police forces. District representatives of the Parole Board have been requested to arrange meetings with chiefs of police in order to further develop and improve our communications and co-operation with the law-enforcement agencies.

It has been noted above that we are assisted by provincial and private agencies who conduct community investigations, prepare assessments of the situation and supervise parolees. There is a continuing exchange of information between officers of the Parole Service and these agencies. This interchange includes not only routine reports but direct consultation and case conferences.

The co-ordination of activities aimed at developing treatment and training programs to assist the rehabilitation of inmates is being rapidly intensified. The Penitentiary Service has undertaken to prepare parts of the reports which form the submission to the Parole Board. In 1970, we entered into an agreement with the Penitentiary Service whereby parole officers at the Edmonton and Calgary offices in Alberta interview all persons sentenced by the courts in that province to 2 years or more. Using a set of criteria developed jointly by our two Services, the parole officer determines whether the convicted person is to be directed to the maximum security penitentiary at Prince Albert or the medium security institution at Drumheller. This early involvement by the parole officer gives our Service and the Penitentiary Service accurate detailed information which is helpful in planning a suitable training program in the institution and in long-range planning for possible release on parole. This program has proved so satisfactory that we are now proposing to extend the procedure to the Atlantic Provinces and to Saskatchewan and Manitoba as soon as arrangements, which are currently under discussion, can be completed.

District representatives maintain continuing and close relationships with welfare departments, municipal welfare services, organizations which operate half-way houses, Manpower centres, service clubs and a host of other agencies and organizations.

We recognize that successful rehabilitation of criminal offenders is a highly complex problem which involves many facets of community life. We are, therefore, attempting to interest and involve all the community agencies which can play a significant part in assisting in the re-integration of the offender.

IX

NEW PROGRAMS

Today, we live in what has been called the post-industrial or technetronic society, a society in which rapid change is almost taken for granted. But whatever it may be called, the nomenclature clearly indicates a change from traditional patterns. Traditional ways of action are being questioned, altered, or discarded, and rightly or wrongly, traditional values are at stake. While this change has brought benefits, such as a much needed liberalization of certain social values, it has also laid a number of problems at our doorstep. Not the least of these is what appears to be a widespread disregard for traditional concepts of law and order and recourse to violence as a means of attaining both legitimate and unlawful ends.

Crime is not a phenomenon peculiar to our time. Nor is all crime directly related to the pressures caused by change; for assault, robbery, and murder have always been a part of man's history. An individual who has a record of drinking and committing offences is certainly not news. But the number of people who are locked into that pattern indicates to us the reaction both to the traditional and to the emerging problems facing our society.

The origins of many offences can be traced to an unfortunate early life, in an inadequate social and economic environment. They may also be traced to the tendency towards a breakdown in the roles once played by the family, the school, the church and the neighbourhood. But drug abuses, political kidnappings, aircraft hi-jackings, fraud, and misleading practices cannot be entirely accounted for through the explanation of broken homes, poverty, or mental illness. What are the problems, what are the solutions? We cannot fully answer either of these questions yet and I certainly do not intend to offer you a panacea for the cause and the increase in crime.

The Parole Board is conscious of the need to improve on present methods and techniques and to seek new ways of dealing more effectively with the interlocking problems of correction and rehabilitation of persons who commit criminal acts. A number of new projects have been implemented or are in the process of development. It is expected that these will contribute to the overall program and help us to make further progress and improve the results.

Mandatory Supervision

This is a new provision in the Parole Act which applied to persons who were sentenced to, or transferred to federal penitentiaries after August 1st, 1970. It provides that such persons on their release will be subject to supervision under authority of the Parole Board for the combined total of the statutory and earned remission standing to their credit where this is sixty days or more. The person subject to mandatory supervision will be in the same position as a paroled inmate in respect of the suspension, revocation and forfeiture of parole.

This new provision of the Act is based on the view that if a person selected for parole requires counselling and supervision, those persons who are not so selected need such counselling and supervision even more. It is the intention of the Parole Board to provide to persons released under mandatory supervision the same level of support, counselling and assistance as is available to persons on parole.

This expansion of our program has not had an appreciable impact on the workload of the staff to the present beyond activities which our officers have undertaken in the institutions to explain the conditions and prepare inmates who anticipate release under these provisions early in the new year. Commencing in January 1972, it is estimated that some 70 persons will be released from the federal penitentiaries under mandatory supervision each month. Since we now parole approximately 3,000 from the penitentiaries each year, representing about 50% of the total population, the cumulative effect of mandatory supervision will be to increase the total number of persons under the authority of the Parole Board by about 3,000. This will represent a very substantial increase to the total workload of the Parole Service.

Temporary or Day Parole

One of the most promising developments in the last few years is an expanded use of what is known as temporary or day parole. This is simply an arrangement whereby a prisoner can be released from the prison in the morning, returning at night or for several days returning to the prison on weekends or by other special arrangements.

This type of parole is employed for two main purposes:

1. It can serve to allow continuity of employ-

ment or education, where disproportionately serious consequences would result, such as loss of long-term employment, or loss of a year of studies through inability to complete a term or write examinations.

2. Temporary parole is also used as a pre-conditioning for full parole and is frequently employed to test an inmate's ability to function in society and assist his reintegration by employment, attendance at retraining courses, and so on.

Since persons on temporary or day parole are kept in very close control by the fact that they must report back to the prison at night or for weekends, parole failures in these circumstances are few and persons released in this way can easily be returned to prison if they are unwilling to abide by the conditions under which they are released. In 1970, the Board granted over 700 temporary and day paroles. This year, it is expected that the number will exceed 1,300.

Several provinces have established work release programs for employment and retraining of persons incarcerated in provincial institutions. They are able to do this under the provisions of the Prisons and Reformatory Act. These programs appear to be highly successful. There is a close collaboration between the provincial authorities and the Parole Board, since temporary release under a provincial program is frequently followed by parole.

Research and Pilot Projects

A research project has been jointly sponsored by the Penitentiary Service and the Parole Service to establish a diagnostic and treatment plan on an ability study basis which will closely integrate the activities of both our agencies in planning and carrying through the program aimed at effective planning, treatment and supervision of a selected group from the time of their sentencing to discharge from parole.

Officers of the Board are participating in a variety of community projects including development of residential facilities, training courses and programs in community colleges, retraining and employment projects, and participation in community councils of welfare and social service agencies.

In conclusion, I may say that all of our efforts and activities are based on the following premises:

1. Every person who is sentenced to prison

and who gives a definite indication of his intention to reform should be given the opportunity to return to society and accept his responsibilities as a law-abiding citizen. It is a matter of helping those who want to help themselves.

2. Unless an inmate is serving a sentence of life imprisonment, he will be released sooner or later whether we like it or not. It is surely much more desirable for all concerned, and the public is better protected if he comes out of prison on parole because he is under control and can be assisted with his problems, and he is also on parole for his remission time, which is one third of his sentence.
3. Society is better protected under a system of parole than otherwise. The prisoners are encouraged to think in terms of reform in order to obtain parole. They are then selected for parole because we think there is a reasonable chance that they will reform. Then, if they are released on parole they cannot easily return to crime whereas if they are released at the end of their sentence, there is nothing to stop them from returning to crime except the vigilance of the police.
4. The dual purpose of parole is the protection of the public and the rehabilitation of the

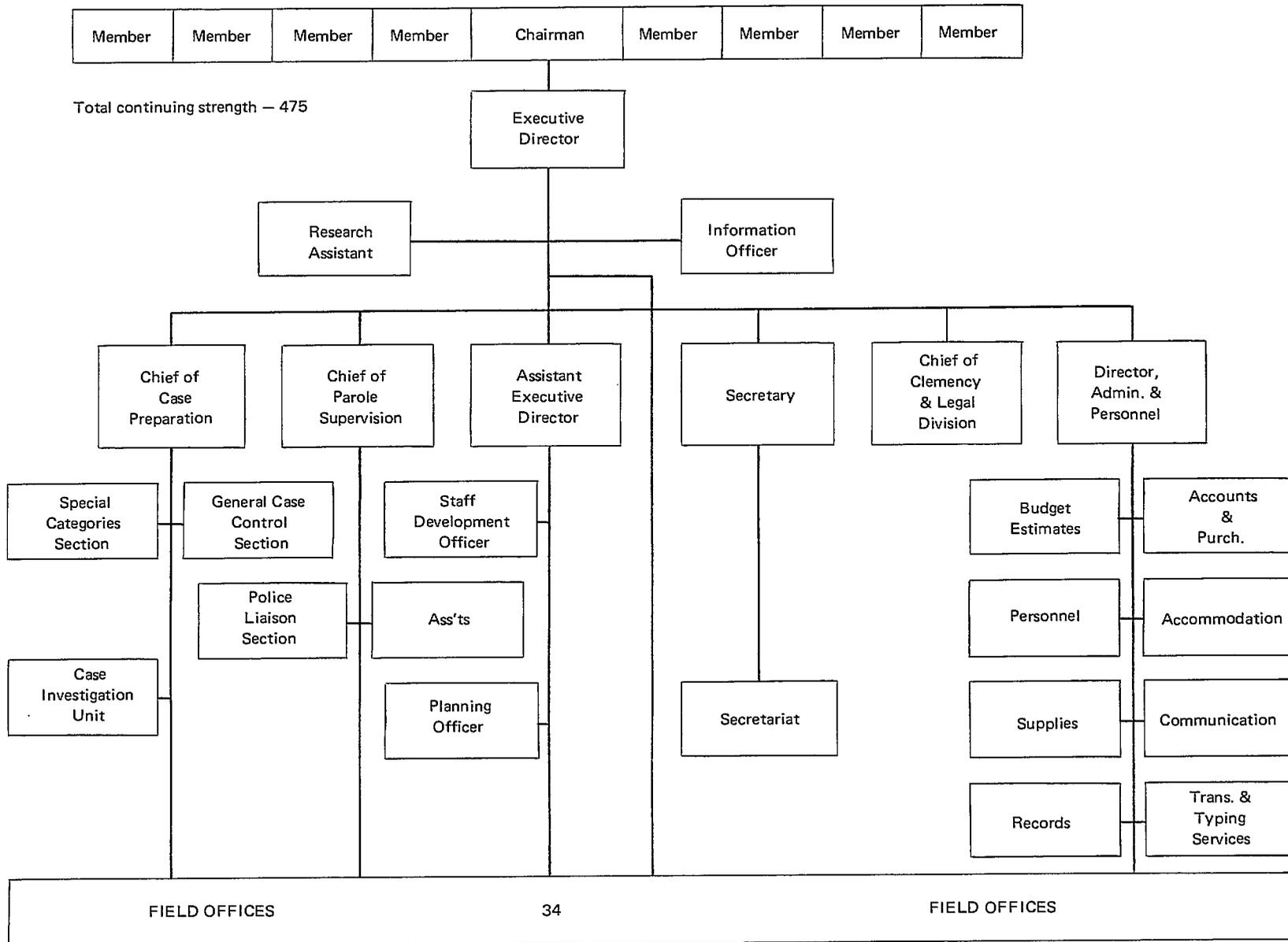
offenders. We should not release a person on parole unless we thought there was a reasonable chance that he would reform and if we considered him to be dangerous, he would not be released at all.

5. The key to success in the treatment of criminals would be adequate control as soon as a person commits an offence, for as long as necessary, but no longer than necessary. Wherever possible or feasible, he should be kept in society and required to work, support his dependents, and contribute to the economy of the country. If he cannot be properly controlled in society, then he must be placed in custody.
6. Since parole and probation are about 75% successful, there should be more treatment and control in the community than imprisonment, which is often harmful and should be used only as a last resort and only for those who cannot be treated or controlled in any other way.
7. Rehabilitation of offenders is the surest means of protecting the public against recidivism. It is to everyone's advantage to encourage and help with this process.

The Parole Board hopes that we shall continue to merit the support of the public in our efforts to achieve these results.

NATIONAL PAROLE BOARD – ORGANIZATION

December 10, 1971



NATIONAL PAROLE SERVICE – FIELD ORGANIZATION

December 10, 1971

