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the police role in

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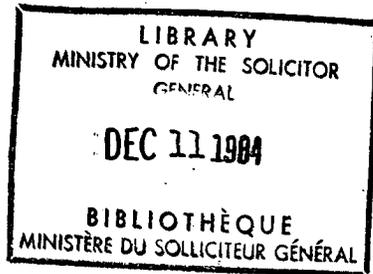
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Report presented by the National Joint Committee ^{of the}
of the Canadian Association of Chiefs of Police ^{CACP & FCS}
and the Federal Correctional Services



Solicitor General
Canada

Solliciteur général
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NOTICE

The purpose of this report is to take stock of the relationship between the police and the correctional services.

Six meetings between representatives of the police and the correctional services took place during 1974 in Toronto, Halifax, Montreal, Winnipeg, Edmonton and Vancouver.

The purpose of these meetings was twofold: 1) to reconcile the viewpoints of the representatives of the police and of the correctional services, 2) to lay the foundations for procedural uniformity in police participation in the correctional system.

The minutes of these meetings make it possible to study the opinion of each of the parties concerned.

It will come as no surprise that unanimity is still far from achieved. Nevertheless, these meetings were very informative and revealed a number of possible areas of cooperation.

Jean-Paul Gilbert
Committee Chairman

1975

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GENERAL INTRODUCTION

Mr. J.-P. Gilbert, Chairman of the Committee and Member of the National Parole Board

In January 1972, the Standing Committee on Legal and Constitutional Affairs, responsible for studying the parole system in Canada, who has since presented its report, invited all individuals or groups interested in the question of parole to submit written reports. Certain agencies were also invited to appear at public hearings.

The Royal Canadian Mounted Police, the Association of Chiefs of Police of Ontario, the Montreal Urban Community Police Service, the Association of Chiefs of Police of the Province of Quebec, the Montreal Policemen's Brotherhood and the Canadian Association of Chiefs of Police took advantage of the opportunity to present their points of view.

On reading the briefs that they presented and also the testimony of their representatives at the public hearings, it is obvious that police organizations are anything but unanimous on the question of the role that they can or should play in the enforcement of the Parole Act. Some policemen would like to see police forces used in a more definite way in the supervision of parolees, especially in cases of violent crime. Some of them would like the Parole Board to agree to the presence of a policeman on the committees in charge of reviewing files before a decision is made to grant parole. Other members of police forces feel, however, that if the police concerned themselves with individual parole cases, other responsibilities would be neglected. Some believe that the matter of parole does not fall within their powers or even that it is not up to them to get in touch with our officer when a parolee violates the conditions of his parole in any manner whatsoever.

However, it should not be thought that more active police participation would be immediately accepted by the entire staff of the National Parole Service, the Penitentiary Service and the social agencies responsible for parolees.

Indeed, the police occasionally tell us that it is sometimes impossible for them to get information from a parole officer concerning an investigation because the latter feels obliged to respect the confidentiality of his relationship with his parolee or because policemen are regarded as intruders in a field reserved to social workers or criminologists.

Some of the officers even believe that the police should play only a repressive role. They are suspicious of a policy of highly structured participation with the police designed to

facilitate the reintegration of parolees into society and are not convinced that good results could be achieved in this way. Finally, they fear that this participation might give rise to harassment of the parolees.

Faced with this all too familiar situation, the National Parole Board did not wait for the publication of the report of the Standing Committee on Legal and Constitutional Affairs before taking action.

Our Board, which seeks to be progressive, dynamic and practical, intends to increase its efforts to further develop its system of co-operation and exchanging information with police services.

For this reason, we thought it useful at 1973 Canadian Association of Chiefs of Police conference, to propose the creation of a joint committee of policemen and our representatives which would try to achieve the goals of a proposal which read as follows:

"WHEREAS parole should be interpreted as a conditional release of an offender from a penal institution to serve the remainder of an unexpired sentence in the community under supervision, and

WHEREAS the effectiveness of the parole system depends largely on the willingness of Police and parole authorities to assist each other in dealing swiftly and competently with violators,

BE IT RESOLVED that a Committee under the joint auspices of the Canadian Association of Chiefs of Police and the National Parole Board be established to develop a system of procedures in order that uniformity of practices in Police participation can be developed throughout the country".

During 1974 the Committee has held study sessions in Toronto, Halifax, Winnipeg, Montreal, Edmonton and Vancouver.

An impressive number of recommendations were formulated as a result of the workshop discussions in which representatives from the RCMP, National Parole and Penitentiary Services, provincial and municipal police forces participated.

A detailed account of these recommendations is included in the report of the Joint Committee. They refer to:

1. The different types of relations possible between the police and agencies;

2. the usefulness of monthly visits by the parolee to the police;
3. the confidentiality of information exchanged;
4. the content of police reports;
5. the information forwarded to the Canadian Police Information Centre.

The report also takes stock of the actual relationship between police and parole.

In addition to organizing these meetings, our Committee assumed responsibility for gathering a great deal of information concerning the present state of relations between the police and the Parole Board. Our annual report includes the opinion of many policemen and district representatives from across Canada on this matter.

In light of my twenty-nine years with the police and my three years on the Board, I am more convinced than ever that a better-structured system of co-operation must be established between the Correctional Agencies and the police. The effect of this co-operation, if it develops, would be to give access to more useful information when a case is reviewed to decide about temporary leave of absence, parole, supervision, or, when necessary, suspension or revocation of parole.

In addition, and this is even more noteworthy, whenever we have heard the Solicitor General speak, he has always emphasized the necessity of teamwork among everyone working in the field of justice.

Thus, at the 1973 CACP conference, the Honourable Warren Allmand said, and I quote, "I would hope to see the involvement of your Association and of policemen from across Canada, and not solely in relation to police matters. I believe that policemen have a contribution to make to the solution of problems in other spheres of criminal justice, just as I feel that penologists, judges and others can contribute to resolving police problems".

On another occasion, our Minister stressed that the "Ministry was created by the Government in recognition of the likelihood that problems of social justice and public order would be of increasing concern. It brought together, the RCMP, the Canadian Penitentiary Service and the National Parole Board, all of which are instruments in our legal system with a strong social orientation and which has previously been regarded as separate agencies within the Department of Justice."

The Minister added that "The purpose in bringing these agencies together was that they might reinforce one another and, in time, be augmented by the Headquarters of the Department of the Solicitor General in order to provide a full range of Governmental responses to problems of social justice and public order."

It must also be remembered that the Canadian Committee on Corrections is entirely of the same opinion; I shall support my point by quoting an extract from the report. (*)

The law enforcement, judicial and correctional processes should form in inter-related sequence.

"There must be consistency in philosophy from the moment the offender has his first contact with the police to the time of his final discharge. In the past, there has been some conflict in aims among the different processes. The aim of corrections has been rehabilitative while the aims claimed for the criminal law have included retribution, deterrence, segregation, denunciation of evil and declaration of moral principles. However, in recent years, it is being increasingly recognized that the law enforcement, judicial and correctional processes all share a common over-riding aim: the protection of society from criminal activity. Once this is fully recognized, the necessity for the three processes to work in harmony will be accepted".

I am personally convinced that the importance which must be attached to police participation can be justified in several other ways, one of which is through an examination of statistics, and they show that crime has been steadily increasing for several years.

This situation can be explained not only by the fact that more individuals are involved in criminal activities but also by the fact that the rate of recidivism, which has proven to be very high, is not decreasing appreciably.

All those who are directly involved in the internal administration of justice and in the fight against crime: policemen, judges, penitentiary and parole staff, and members of the Parole Board — are aware that such a situation exists.

We also realize the complexity of recidivism and that the methods of reducing it are difficult to specify.

However, it is becoming more and more evident, according to conclusions drawn from research on this

*Report of the Canadian Committee on Corrections, page 16

question, that the renunciation or continuation of illegal activities depends on a number of factors.

I will mention only a few:

(a) Information on file

The inmate's file is the one and only document that makes it possible to follow the development of his history of delinquency, and it is thus of the greatest importance that all information relating to his various offences be recorded in it. By providing details on all the offences committed by the delinquent or in which he has been involved – from the day when he first appeared in court as a juvenile or as an adult – the police would greatly help to improve the work of correctional agencies. With this information the penitentiary could more accurately evaluate the inmates admitted to regional reception centres, in terms of the risks that they represent – for these determine the type of institution to which the inmates will be sent – and in terms of selecting a resocialization program adapted to the individual inmate's profile. The National Parole Board, for its part, would have in its possession a more complete and therefore more realistic picture of the inmate, and it would thus be able to draw up a more judicious reintegration program for the parolee and at the same time provide better protection for society.

(b) Supervision

The police, in co-operation with the National Parole Service, should participate more directly and actively in the supervision of parolees whose past offences have been serious enough to warrant additional supervision.

I am convinced that if an inmate or parolee knows that the police are aware of his situation and the special conditions to which he is subject, he will think twice before committing an offence. The old saying that "fear . . . is the beginning of wisdom" applies well here, and it is only one of a number of positive factors that justify closer co-operation on the part of the police.

Nevertheless, I would like to point out that it is erroneous to imagine that persons employed by the National Parole Service or by social agencies should be solely responsible for supervision. They have not been trained in supervision techniques; unlike the police, they do not possess the means of carrying out regular and effective supervision, and finally, it is not part of their duties to undergo the risks that are inevitably entailed in any continuous surveillance in disreputable neighbourhoods.

It is my personal point of view that one of the most important reasons which would justify the participation of Police is in the Report of the Standing Senate Committee.

In the chapter on parole supervision of the Report of the Standing Senate Committee on legal and Constitutional Affairs (page 97), it is said:

"We consider supervision as the most important function of a parole system". It is also said: (page 97) "Supervision is also the process whereby the parolee continues the correctional plan which he undertook while in detention" and "The parole supervisor has twin roles in this process: he is the authority who controls and the therapist who treats and counsels".

Further, the Committee mentions the results of two surveys carried out by the Ministry of the Solicitor General on this particular point. The conclusion was: (page 98) "The finding was that National Parole Service officers, on the average, devoted three hours per month to each case. Parole Service officers must visit the parolees; see them in their office; meet employers, relatives, friends; prepare warrants and investigate breaches of parole conditions; and write progress reports. All these tasks were included in the monthly average of three hours devoted to the individual parolee. It follows that very little of the three hours is direct contact since only the first two tasks involved face-to-face meetings. A detailed analysis of supervision by these parole officers would probably reveal that direct contacts last only a few minutes.

Furthermore, the interest police show in the problems of juvenile delinquency and their activities in that area, in my opinion warrant the adoption of a similar attitude on their part towards the problem of adult crime.

Indeed they have realized for several years now that they could help to prevent a young person from leading a life of crime through their involvement in crime prevention programs. There should be a similar concern on their part for adult criminality and their participation in this area would greatly help to reduce recidivism.

Below are the advantages I see in structured teamwork of the type that is currently taking shape across Canada:

1. For the Police

- helps to ensure better protection for society as a whole because of the greater emphasis placed on crime prevention;

- very often prevents a dangerous offender from being paroled until he really shows a good likelihood of being rehabilitated;
- provides more adequate supervision of the parolee;
- ensures a more useful liaison with the Canadian Penitentiary Service (Temporary Absences);
- encourages and stimulates positive contacts with the various social agencies.

2. For the Board

- provides supplementary information essential for the selection of eligible inmates for all types of parole;
- helps to ensure better supervision;
- helps in the concerted attempt to rehabilitate the individual;
- encourages real coordination and regular communication with the police.

3. For the Parolee

In the field of the offender's reintegration into society and his personal rehabilitation, the police can contribute the following things:

- attempt to reconcile the offender with social norms and authority, which in his eyes are incarnated by the police;
- afford him, if need be, protection against the influence of his former circle;
- show him that the police are also there to try and understand, help and encourage him even in special

situations where recourse must be had to legal aid, social welfare agencies, the Department of Manpower, etc.;

- show him that the police are also there to try to understand him, and to help by directing him to the appropriate agencies;
- show discretion and tact when circumstances require it;
- show him sympathy and understanding. All this, you will agree, is consistent with your responsibilities.

We must of course realize that this idea of joint participation of the police and correctional services constitutes a new approach in the study of the policeman's role in contemporary society, particularly in view of the steadily increasing crime rate and the lack of success to date in reducing recidivism. However, in order to ensure the effectiveness of this new approach, the police, on the one hand, must acquire a better understanding of the psychological factors which govern human behaviour, by including instruction in the social sciences in its basic training programs for recruits and in refresher courses for staff. For its part, the staff of the National Correctional Services must try to learn more about policemen's work and the risks it involves. They must make every effort to understand the reactions of policemen to certain tremendous disappointments, very often in cases where it took them weeks or sometimes months of investigation to gather the necessary evidence to satisfy the requirements of the law and to make an arrest.

It is only by such attitudes of mutual understanding that true co-operation will come about and, as a consequence of this, better results in rehabilitation will be achieved without neglecting the fundamental protection of society.

**MEMBERS OF THE NATIONAL JOINT COMMITTEE
OF THE C.A.C.P. AND THE FEDERAL CORRECTIONAL SERVICES**

Chairman

J.-P. Gilbert, member
National Parole Board, Ottawa

Canadian Association of Chiefs of Police

Assistant Deputy Chief A.C. Biggs
Winnipeg Police Department

Superintendent F.F. Fry
Halifax Police Department

Inspector D. Crépeau
Montreal Urban Community Police

Superintendent M. Coulis
Metropolitan Toronto Police

Inspector J.M.P. Molyneux
Vancouver Police Department

R.C.M.P.

W.G. Pritchett
A/Commissioner, Ottawa

National Parole Board and Service

W.F. Carabine
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G. Genest
Director of Case Management, Ottawa

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Co-ordinator, Community Resources, Ottawa

Canadian Penitentiary Service

R. Diguier
D/Commissioner (Security), Ottawa

D. Dawe
Director, Preventive Security, Ottawa

J.-P. Lupien
A/Director, Occupational and Social Development, Ottawa

**AGENCIES REPRESENTED
AT THE MEETINGS**

National Parole Board

National Parole Service

Canadian Penitentiary Service

Royal Canadian Mounted Police

Municipal Police Services

Quebec Provincial Police

Ontario Ministry of Correctional Services

**ATLANTIC REGION
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**HALIFAX MEETING
JUNE 1974**

Remarks by Superintendent F.F. Fry, Halifax Police

Superintendent Fry outlined the municipal police point of view. Superintendent Fry stated that in an effort to accumulate the information necessary for this report, he had dispatched letters and questionnaires to forty police chiefs throughout the Atlantic Region. The questions were as follows:

- (a) What relationship exists between your department and the Parole Service?
- (b) Have there been any discussions or meetings between the National Parole Service and your department?
- (c) Were there any special difficulties encountered in the following areas:
 - 1. Reports from the police for parole consideration of an inmate.
 - 2. Monthly police reporting of parolees and persons on mandatory supervision.
 - 3. Confidentiality of information given.
- (d) Any other areas of interest or concern.

The opinions he received were:

- (a) In areas where the district supervisor displays interest and communicates personally with the police department, there is a good relationship.

On the other side of the ledger, but only in a few areas, there is discontent and criticism towards the parole supervisors because they do not communicate. In one letter, a serious problem existed.

- (b) Again the police acknowledged the interested parole supervisor. There are many who do meet informally and talk over existing problems between the two services and usually develop an understanding. There are a few areas that fail to see the parole supervisor or district supervisor. It is evident by the letters, that the police would like to see a supervisor at least once a month, especially when a parolee is reporting to that department or when a T.A. (Temporary Absence) inmate is permitted to visit within the jurisdiction of the police department.

(c) 1. In general, all replies indicated that the police are complying and submitting reports as requested. One area felt the recommendation against the release of an inmate is disregarded, irrespective of the facts submitted. Another felt that form PS 4 demands too much from a police officer. Superintendent Fry agreed that form PS 4 does present a problem and he indicated that he would like to see a study of this form by a committee comprised of the National Parole Board and the police, with recommendations to retain the present form, add to, or delete sections from it.

- 2. Very few complaints were received regarding this area. However, one department reported a parolee was instructed to report and they have yet to see him. This was over a year ago. The monthly form was sent in indicating this failure and there is still no word from the National Parole Board or the supervisor.

Superintendent Fry supported this criticism, in part. He stated that he believed that if the form is sent out indicating the parolee's failure to report that there should be a reply from the District Representative or whoever received the form explaining just what action was taken by the Supervisor. However, when reports are submitted indicating a parolee's failure to report, repeatedly, and still no explanation, the police wonder what is going on and what is the purpose in advising the Parole Service of this delinquency.

- 3. There were very few problems here. One reply indicated that a parolee had approached a police officer, stated he would still be in the "Pen" because of the report submitted by that policeman. This is a matter of great concern. Confidential information must be respected by parole and penitentiary services or by anyone who receives such confidential information.

- (d) No replies.

The following extract is taken directly from Superintendent Fry's notes:

I don't know if the replies received were a true evaluation of the Maritime Region. There may be problems in areas that have not replied and of course there will be problems in areas where we feel there is the best rapport.

I have problems with our local Parole Board here in Halifax. They are not serious and usually because we understand each other, the problems are resolved. I agree with the release of certain individuals and likewise disagree on others. What I don't like is for a parole officer to argue

with me or a member of our staff on why I oppose the release. Thankfully this does not happen too often. My opinion to oppose the release of an inmate is based on the type of crime, length of sentence imposed by the court, the individual as I know him, or is known by a senior member of the force and his record in the world of crime. The parole supervisor is wasting his time and mine when he attempts to influence me into changing.

In all probability you may feel the same towards me, or any police officer who recommends the suspension or revocation of a parolee. You may want to give him another chance and we want him off the street. This is when the district supervisor and the police representative should sit in conference and diplomatically settle the situation.

The police are cognizant of your problems in the parole function. We know you are criticized from time to time by the news media, police, and even judges. There is no doubt that you do have a difficult function. You are a crossfire between the police and society. You must realize that we, the police, also have a difficult task to perform. There is also a crossfire. In an effort to protect society, their property and personal well being, we must strive to apprehend and prosecute the offender. There are times when it takes us longer to catch an offender, convict him, and have him sentenced, than it takes to get him back in society. You must understand the frustration that mounts in citizens and police when offenders are quickly released after receiving a lengthy sentence. Efforts are being made for the parole of a man who was convicted of manslaughter. He strangled his wife less than four years ago and he has been out for several months in the Carleton Centre. I objected to this request for parole, but despite this, he was still released. I think it is ridiculous for an inmate to be released so soon after committing such a serious offence. A year ago a man was convicted of rape and sentenced to ten years. The sentence is indicative of the offence. The Parole Service is permitting him a three day T.A. release.

I sincerely suggest that you consider the formation of a committee comprised of members from the Canadian Association of Chiefs of Police and the National Parole Board with the objective of reviewing the Parole Act. Since the police are part of the enforcement of the Parole Act, we should have a voice in the merits of the Act with an opportunity to recommend amendments or changes in the Act.

As long as crime continues to escalate, your work load, and our increases as well, 90% of the time you and I are on different avenues, our objectives differ. We join together only in our obligation for the protection of society.

In conclusion, Superintendent Fry expressed the need for better communication through personal contact rather than correspondence by telephone. He would like to see group discussions with both police and Parole Service about problems.

Remarks by Mr. G. Genest, Director, Case Management, National Parole Board

What is parole supervision? It consists of the care, the attention, the follow-up, the control given to a parolee by a supervisor.

The supervisor is there to help, to understand, to guide, to provide counselling and direction and support, and also to advise, to request, to direct, to warn, to take action such as the issuance of a warrant of suspension.

Supervision is not however, a 24 hour a day control nor a continuous presence, supervisors do not live and sleep with parolees, they see them as often as possible, especially at the beginning of the period of parole, they see them daily if necessary and they are as available as their time allows. Once again, supervision is not a constant tailing or the continuous checking of all the gestures of the parolees. No... when these persons are released on parole or mandatory supervision from institutions, the supervisors cannot exercise the same continuous control as if they are still in custody, and if they could, what would be the difference of being out of prison?

Supervisors are specially trained specialists, their responsibility is to help and save as many of their parolees as they can. They want to protect them, but not to hide them, they want to support them, but mostly teach them how to keep out of trouble and to support themselves.

There are tools to help the supervisors in their work, and those are the conditions and regulations of parole. The supervisor must see that they are followed and enforced but this does not mean that everytime that a condition is not followed that parole will come to an end; a warning may be sufficient. This is a question of judgment and measure. Just like a policeman sometimes gives a warning when this appears sufficient a lesson after a minor occurrence.

There are also very strict parole officers just as there are some who are willing to give more opportunities, in the

hope that parolees will finally learn their lesson. I know that the same thing exists in police officers — some are over-zealous — some are ready to give a fair chance. Newly graduated parole officers often come to their work with the belief that with their science and their techniques they can save all their cases. I imagine that this also happens with new police officers who may think that they will arrest all the criminals and put a complete end to the commission of crime within their beat.

One other tool that supervisors have is the power to issue warrants of suspension and to cancel them within 14 days; after 14 days the decision returns to the Board.

This power to suspend is a very important responsibility — it has to be used with judgment and cannot be utilized without very serious reasons. It is mentioned in our Manual of Procedures that the fact that a parolee is charged with a new offence is not in itself a reason that can justify the issuance of a warrant of suspension. A person is not considered guilty before being found guilty or having pleaded guilty in court.

The circumstances of the arrest may however indicate that there are other reasons to justify the issuance of a warrant and each case will be considered individually and seriously, if we obtain valuable information from the police.

Criminals do not die in prisons — they come out of them in 99% of the cases — and parole supervision is a method of helping them become useful citizens and persons who can live with others without danger to them or their possessions.

Let me repeat what is said so often but is always true: One of the roles of the policeman just like the supervisors is the prevention of crime and the best prevention is to change the criminals into non criminals. Some persons cannot be released in the free society and will never be, but the majority can.

It is believed that parole supervisors and police officers can coexist without one trying to tell the other what to do. The supervisors in general want to co-operate with the police and I am sure that the reverse is true, but they also want to retain their freedom of movement just like policemen do. Both want to perform their task and discharge their responsibilities to the public. The functions of both parole supervisors and police will always need a lot of understanding from the other body — but by discussion between ourselves we will understand and respect each other.

Remarks by Mr. W.F. Carabine, Chief, Case Preparation, National Parole Board

As I reviewed the reports of our district representatives in relation to this meeting, it became evident to me that there was really not that much to complain about in the carrying out of the day-to-day activities and relationships between the police and the parole staffs, i.e., the reports which we receive from the police in this area generally on time, are generally good in content, etc.

It also became evident to me, however, that there was an underlying feeling among our D.R.'s that both sides needed to know one heck of a lot more about each other's problems, feelings and philosophy.

With this in mind, I began to examine some of the thoughts that I had had and things that I had heard over the years, from both police and our staff. As I thought about police criticism of us, I originally accepted the fact that this criticism surely helps keep us on our toes and that surely the police had a right to be critical of our failures.

However, as I pursued this line of thinking, I began to wonder whether we in turn had the same privilege of being critical of the police. I thought of the fact of the remarkably long memory of policemen as they continue to throw up our failures that date as far back as ten or fifteen years and wondered what we in turn might say in criticism of the police. I decided that we, in defence of ourselves, should in turn throw up to the police who criticize us the various cases we read in the media of one of their members going wrong or of reported cases of police brutality. We would not, of course, ask for any explanation or any extenuating circumstances—we would simply believe what we read in the press.

My next point requires a little preamble. We are all familiar with the often-quoted statement that the true effect of deterrence occurs when immediate apprehension and conviction follows upon an infraction of the law. With this in mind we could, when next under attack for our failure rate, suggest that if the police would only triple or quadruple the 10% to 15% conviction rate in theft charges, that we would then be dealing with a higher percentage of those who recognize the futility of crime and therefore decrease our failure rate.

Now we all know that I am talking very much tongue in cheek and that we are most unlikely to do any such thing but it is at least worth thinking about.

Now—what about the question of whether the general police criticism of us is justified or is it simply that our

failures are so damned visible that we are an easy target for criticism? When the then Commissioner Higgit of the R.C.M. Police, testifying before the Senate investigating committee, was asked to what extent parole failures contributed to the increasing crime rate, he stated: "We have, I think, about 7,000 inmates and if each were released it would not (add) significantly to the hundreds of thousands of crimes". (Senate Proceedings, March 9, 1972, page 3.13)

One further criticism that I have frequently heard is that we do not have enough staff to do our job properly—and that's the sort of criticism that's difficult to disagree with. And when you consider that there are many thousands of "private" police officers in the community as well as the 50,000 official police officers and compare this to our 250 officers, you do have to say that we are a little shy on staff.

Of course, I exaggerate to make a point, there are really 500 of us all told, plus the many people who carry out some of our activities under contract, namely the provincial probation services, the private after-care agencies and, of course, the penitentiary staffs across the country who carry out much of the essential preliminary work prior to parole and of course, our growing number of volunteers.

While this may still not, in your view, add up to our staff being numerically adequate to their task, I think if we look at the actual functions of the police that they in turn will be seen not to have such a great preponderance in numbers. I refer here to a study conducted by the Toronto Metropolitan Police in which it was observed that 70% of police activity consisted of social rather than oppressive actions or arrests.

In the final analysis, perhaps all I am saying is something that has been better said by others—and that is that we are all faced with the massive problem of crime and its social consequences, that there are, all told, relatively few of us to tackle the job and that instead of calling each other names across a distance, we should meet (as today) face to face, idea to idea, to find out what makes the other guy tick. And perhaps eventually we will all agree, as some of us already do, that joining forces on a basis of mutual respect is the only approach that makes good common sense.

Remarks by Acting Commissioner W.G. Pritchett, R.C.M.P.

Acting Commissioner Pritchett reported that since May of 74, Maritime crime Index Section in Halifax have correlated all parolees in the Atlantic Provinces and entered

them on the C.P.I.C. (Canadian Police Information Centre) system. Approximately 1,800 parolees have been entered to date with approximately 600 presently on the system. 51 parole warrants were entered, 43 were executed — 8 are unexecuted and presently on the system.

Mr. Pritchett stated that the questionnaire, outlined in Superintendent Fry's resumé, was circulated with each province reporting quite favorably.

In New Brunswick, a situation exists with respect to the Federal Parole Officers. The R.C.M. Police reported that these people are very seldom seen. Possibly this is neglect not only on the part of the parole people, but also on the part of the police. We felt that the police must show interest and willingness to set up a good relationship and work toward achieving this goal.

In Newfoundland there is a lack of a Provincial Probation Service. Parole staff apparently work as Welfare Officers and being assigned to that role, much of their time is taken up on Welfare work therefore, probation and parole responsibilities suffer.

In Nova Scotia the replies were favorable in all respects.

In Prince Edward Island there is a problem area where there is a reluctance on the part of one Provincial Magistrate to sign warrants of revocation.

The co-operation received by M.C.I.S. (Maritime Crime Index Section) from the Penitentiary Service is very good. M.C.I.S. receive photographs when an inmate is committed to Springhill or Dorchester and also receive photographs of releases on parole or mandatory supervision. This information is published in their Criminal Information Bulletin, to make Police Departments aware of the subject's release. M.C.I.S. is advised in advance of an inmate's release on a T.A. and they in turn phone the police department or detachment where subject is to be released.

On the issue of confidentiality, Mr. Pritchett related that at present, administrative discretion granted to the Board under the Parole Act now precludes the inmate a right to know all of the factors which govern a decision. The R.C.M.P. endorse this philosophy, however, their information is very often obtained through delicate sources which could preclude the granting of parole or can establish the conditions of parole. At the present time there is a move being made that may amend the Act so that the inmate will be granted the right to have all the information pertaining to

his release or nonrelease, from police reports. A/Commissioner Pritchett felt that police officers would be reluctant to provide information if it was not guarded closely and protected by confidentiality.

It was brought to our attention that at the Toronto meeting, it was stressed that there is a need for commencement of an educational policy whereby every policeman will learn and understand the process of parole and I would suggest this could possibly be done through publication in a special section in the R.C.M.P. Gazette.

RECOMMENDATIONS FROM THE SYNDICATES

Type of liaison

- That parole officers take every opportunity to meet and discuss with police personnel in the area that the parole officer works to get to know as many police personnel as they can — to talk about parole and police work, to talk about their reports, their opinions and it has also been suggested that the police get feedback on the results of some of their reports, such as, if, in doing a community investigation, the police officer is asked for his opinion, he would like to know if the person does get parole. It was suggested by one person that this liaison between parole officers and police is so important that it should be considered by the parole officer to be part of the job description.
- Perhaps the police departments or detachments could establish something along the lines of a special Liaison Section or whatever name you would want to call it, so that one or a few police officers could do some related studies on their office time — a day or two a week, or whatever time can be allocated to investigate parole, the conditions of a parole agreement and other facets of the correctional system, such as those regarding human behaviour theories and so on.
- That the R.C.M.P. in the Atlantic Provinces have their P.C.R., which is Policy Community Relations, responsible for liaison between the police in the province, the Parole Service, Penitentiary Service, and goal personnel, Probation Service and maybe Aftercare Agencies to arrange formal meetings to further the cause of discussing mutual problems and concerns. This was suggested, perhaps on a quarterly or semi-annual basis and it would be the P.C.R. man's responsibility

to develop the interest among the police and try to arrange for this and subsequent meetings. It was also suggested that the Maritime Chiefs of Police Association would be a good vehicle in which to introduce parole to the police.

- That the police attend regular meetings of the C.P.S. (Canadian Penitentiary Service) & N.P.S. (National Parole Service) staff. It was also recommended that the police be notified of all T.A.'s and weekend passes from the C.C.C.'s (Community Correctional Center).
- Personal contact was seen as more important than telephone contacts and that a relationship between the parole officer and policeman can develop, whereas, on the telephone much cannot be said and is not said between the two. It was suggested the police in the immediate area should be notified of any parolee in the general area. For example, regarding the Halifax — Dartmouth area, the parolee, if released to Halifax, the Dartmouth Police are not aware of this parolee being in the area. The parolee, in turn, often travels between the cities. This is also important in other areas, such as the municipalities where there are a number of police forces involved and the area is such that parolees will travel between the towns.

Police reporting by parolees

- It was taken as given that police reporting is important. A concern, as expressed by the police was that they would like to be able to identify the parolee when he comes in to report. There was a suggestion that a photograph be sent out and this wouldn't be the photograph that the Penitentiary Service takes when the inmate is admitted because there is such a difference between the picture at that time and the actual face you see when he comes out. That wouldn't be good enough. It was also suggested and this is the sort of subtle thing that has to be, it involves the whole spirit of police reporting and the parole system, but it is suggested that when a parolee comes to report to the police, it should not be simply a case of the parole officer signing the certificate or checking off on a form to indicate that the parolee has reported, that it should be considered, for instance, that the policeman would talk to the parolee, he might even suggest possible job possibilities, that he join the Y or that he take a course or something like that. It was pointed out that you never know what kind of seeds you're planting with some of the words you use, but the idea was that there could be something positive come out of that meeting with only a minimal amount of dialogue.
- It is our responsibility, to try and educate the police and the idea of the parole authorities becoming involved in

basic training courses, perhaps at the Police Academy in Prince Edward Island and various courses put on by the R.C.M.P. and refresher courses where we could present the parole philosophy and attempt to familiarize the police with parole.

Confidentiality

- It was suggested that if the rapport and liaison that it is hoped to develop between parole people and police officers – that through this they would get to know each other to the extent that they would have the confidence in the parole officer that he wouldn't let this information out that the police feel is confidential.

The point was made that psychiatrist's reports are confidential and the police officers felt that their reports should be equally as confidential, in the sense that you don't mention specific items, things that the wife says, like she doesn't want the parolee home and you don't necessarily mention the name of the police officer. It was suggested that these types of things could be handled in such a way as saying that the report is negative.

It was also felt that an official communication from the Headquarters of the Parole Service and Penitentiary Service be made indicating the policy of the respective service with regard to confidentiality. There is a suggestion or a hint that police officers would be hesitant to give all the information out that they could, if they weren't sure that they could trust that information in the hands of CPS – NPS people.

- One recommendation is that in the training of staff, not only parole staff and institutional staff, but in police work also, new staff should be constantly reminded of the importance of confidentiality. The trend seems to be developing so that the files will be open to the inmate. We felt that this should be strongly opposed, so that by doing this, we felt that if the inmate is given his file, the reports will be generally useless because much of the information won't be included in them.

Format of police report

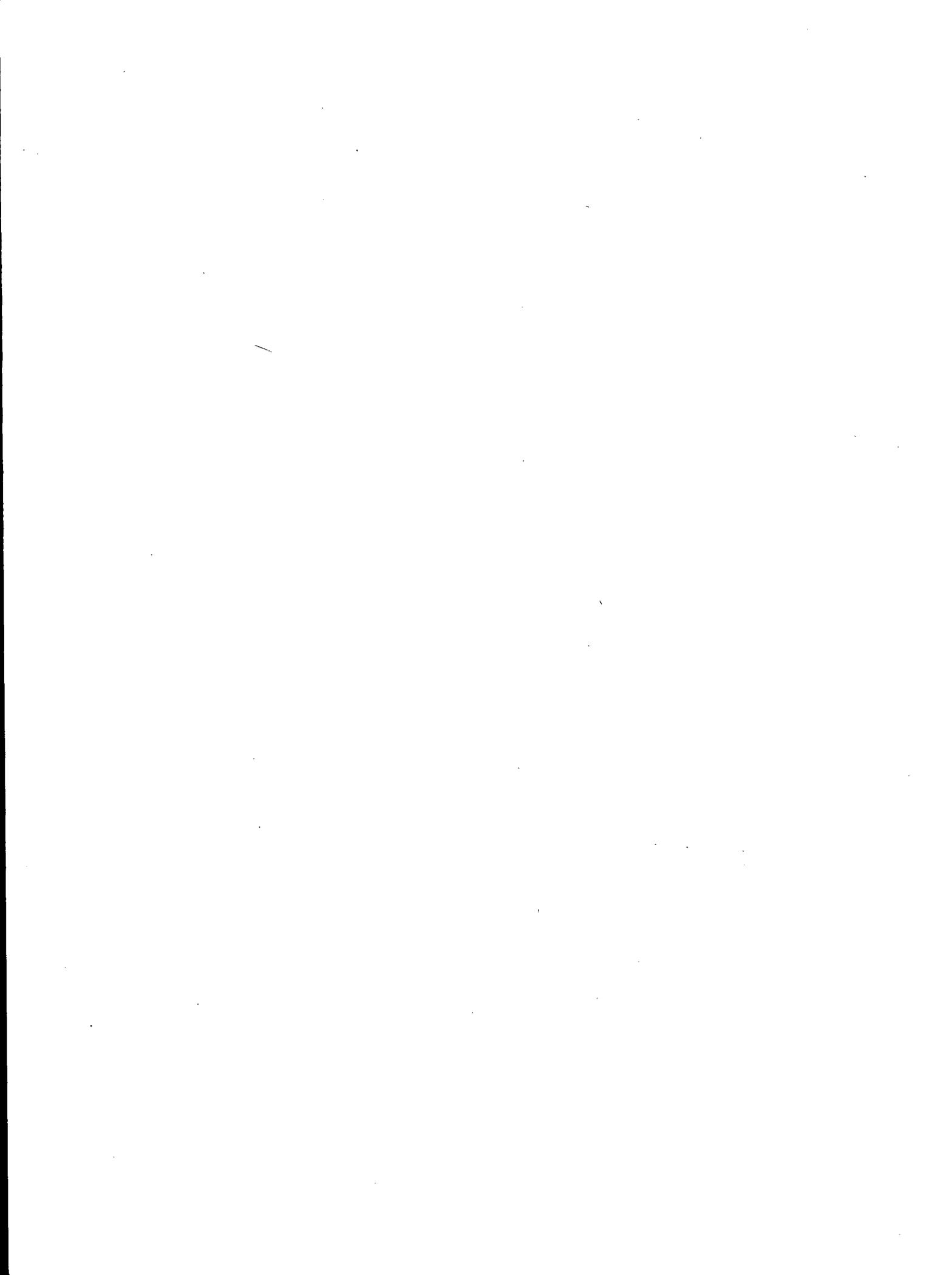
- Form P.S. 4 which is the account of the crime as recorded by the police at the time of conviction of the offence and which is considered by the Parole Service and Parole Board to be vitally important. It came out that the police didn't think that the Service and Board looked upon these reports as being important, they thought they were just chucked away. It was made quite clear that the Parole Board appreciates these reports and in fact will not make a decision without having one on file and the Parole Service equally appreciates them.

There was the point made that these reports when done in the narrative form do give a good picture and usually those done by the larger police departments and the R.C.M.P. are quite accurate and very helpful, but the problem area was in the very small police forces where sometimes the reports were not up to par in terms of what the Parole Service and Board were looking for. I think this suggests or is indicative of the weight placed by the Service and Board on these reports. It was pointed out that the police in Ontario have the general feeling that several parts of that form are not pertinent. They don't feel that police officers are qualified to answer some of the questions about family background and so on and they can't get into that kind of interrogation with the parolee, or the offender. The R.C.M.P. in the Maritimes have indicated, however, that this is not a problem for them. They can get the kind of information that they require on that form and they usually get it.

- Everyone felt that C.P.I.C. was a good thing. Both the parole system and police benefited from this system. From the parole point of view, the warrants are executed much faster now and there seems to be a lot more communication between parole and police because of this. It was suggested that if possible, the people coming out of the penitentiary on T.L.A. should be included in C.P.I.C. as well as parolees, and mandatory supervision cases.
- That there be a subcommittee set up in this region or in each region to include the N.P.S. and C.P.S. and representatives of the municipal police and the R.C.M.P. to promote further liaison and communication in areas of parole, T.L.A.'s and matters of mutual concern.

QUEBEC REGION
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MONTREAL MEETING (SUB-COMMITTEE)

APRIL 1974

Introductory remarks by Inspector D. Crépeau, Montreal Urban Community Police

The Chairman, Inspector Crépeau, welcomes all participants and states the objective of the seminar: development and maintenance of communication between law administration agencies.

Remarks by Mr. G. Giroux, Director, Chicoutimi Municipal Police

I am very pleased but very apprehensive about handling a subject as difficult as the one I have been given at a meeting like this.

"Developing and maintaining mechanisms for communication between the police on one hand and the Parole Board and Penitentiary Service on the other" is certainly not easy, because in my opinion, said mechanisms do not yet exist, precisely due to the difficulty of creating, developing and maintaining them.

In my view, the difficulties lie in the very different vocations of each law administrative sector. Although they have a shared objective, dealing with criminals, they are opposed in that they contradict each other.

The police objective of seeking out criminals and evidence to condemn them might logically be followed through by penitentiaries housing condemned criminals, but meets opposition in the Parole Board, which attempts to free those who have been condemned.

I said a moment ago that the police did understand the penitentiaries' viewpoint, but at present the former have the same reaction to the latter as they have to the Parole Board, because now the penitentiaries can release inmates for varying periods.

Referring to specific paroles that proved catastrophic and which, according to the police, should never have been approved, since they had found and collated enough evidence

to convince judges to pass life sentences, police forces have long, systematically and categorically opposed parole, associating specific examples with the entire process, and consequently refusing to co-operate fully.

I find this reaction normal, since the police were unaware of all the elements of the problem and were only concerned with parole through these negative experiences.

However, these unfortunate episodes also caused the police to question the validity of the system, and to ascertain the Board's position, and to my knowledge, the two agencies first met a few years ago when the Quebec Police and Fire Chiefs Association (A.C.P.P.Q.) held a seminar on the subject and invited the Parole Board to participate.

Starting with this first contact, which proved profitable, police forces continued attempts to better understand and accept the Board and its objective, out of general interest and particularly because of our Association and its then Secretary-General, Jean-Paul Gilbert, at that time Montreal Police Director. To my knowledge, the Parole Board has never arranged any similar meetings or attempted to "sell" itself to police agencies, other than using statistics to assert that paroles were a complete success. These assertions negated police attitudes.

The Board would have gained enormously by attempting to obtain police acceptance from discussion of goals and objectives. In my opinion, Board reliance on police for pre- and post-release program implementation should have necessitated this approach. Instead, the police were frustratingly involved in a system about which they knew little or nothing and in which they had to participate willingly. So they performed their duties without conviction and sometimes with repugnance.

Under these conditions, and with such attitudes on both sides, the police co-operated in pursuance of Board objectives only when their participation was absolutely necessary for optimum results.

Despite everything, the police were first to understand the problem and objectives more clearly, and thenceforth accepted Board objectives and co-operated more willingly. I am sure the situation will improve if the Board does its part.

However, while relations were improving in two areas, things were different elsewhere.

Penitentiary and prison directors were legally empowered to grant temporary releases.

Once again, the police were totally ignored in working out so-called rehabilitation programs, and again, referring to specific failures, the police opposed this new type of parole, and they still do.

However, once again the failures led police forces to question the objectives and goals of this new legislation.

In this regard, in 1972 our Association prepared a memorandum on the parole system in Canada, addressed to the Solicitor General, the Senate Committee and the Parole Board. It agrees with the parole principle, which seeks to rehabilitate the delinquent by helping him become a useful and law-abiding citizen, while still protecting society.

However, it criticizes Parole Board methods, particularly parolee selection, parole supervision, and mechanisms for police-Board information exchange, co-ordination and co-operation. It therefore recommends:

- 1) That parole officers meet police officers who conducted specific investigations;
- 2) That a complete and uniform report be studied and implemented nationally;
- 3) That police report confidentiality be respected;
- 4) That a copy of parole certificate be expedited to the police force concerned as soon as issued, and that said certificate give name of parolee, *date of birth, address, employment and all conditions of parole;*
- 5) That a relationship be fostered between police investigator and parolee to improve mutual perception;
- 6) That there be more frequent meetings between policemen and parole supervisors;
- 7) That parolees be supervised directly by Parole Service officers, not by social agencies;
- 8) That communication occur on police pre-release investigations to avoid duplication;
- 9) A police-Board information exchange system;
- 10) Parole Review Committee regionalization and decentralization.

Conclusion

The memorandum concludes that the problem will surely be solved by adequate police-court-penitentiary-parole system co-ordination. At present, each operates without considering the others. It is time for our various penal sectors to co-operate and realize difficulties experienced in related fields. Scattered effort is wasteful and unproductive.

However, to succeed, steady direction from above is needed, to lubricate the system and produce what the public is entitled to expect.

So it is hoped this memorandum will receive the necessary attention and that the competent officials will act so that within a short time the parole system will operate toward its set goal: "Fight crime and make society a place to live in peace."

Also in this regard, I met in November 1972 with a special committee formed to report to the Solicitor General on parole problems. At this meeting, I reiterated the principles contained in the above memorandum, stated our opposition to temporary releases authorized by penitentiary directors, and recommended that the Parole Board control all releases.

I also said we felt the Parole Board should decentralize and there should be resident or itinerant Board members in each region. Board decisions would be more adequate if members understood regional problems and resources, and I also suggested regional Boards to be comprised of two permanent members and one ad hoc member with the same powers as permanent members for individual cases. I suggested the ad hoc member be a Police Chief, to maintain police-local crime contact. He should be an active policeman, sitting in only on decisions.

In addition, I suggest each case be studied by a pre-release committee comprised of a permanent Chairman, the Director of the inmate's penitentiary, a prisoner representative, the Police Chief and investigator from the place where the prisoner committed his crimes, a representative from the police force in the parolee's planned destination, and the District Parole Supervisor. Said committee could study in depth the chances of each parole for success or failure and make extremely informed recommendations to Board members who must decide on the case. It would be a link between police, Parole Board and Penitentiary Service, and could study the case of a parolee experiencing difficulty meeting his conditions of release, considering changes before revocation, or the case of a parolee about to backslide because of poor adaptation, bad company or other reasons. A parole supervisor or policeman foreseeing or observing minor parole violations would refer parolees to this committee rather than requesting revocation, knowing revocation can mean ruin.

This mechanism would maintain inter-sector communication and increase solidarity in recommendations to the Board and in "Fighting crime and making society a happy

place to live." I am aware of its weight, but it can be achieved, and if it improves prospects for success, it is worthwhile.

RECOMMENDATIONS FROM THE SYNDICATES

Police-Rehabilitation Agency (N.P.B., C.P.S.) Liaison

- A new Montreal Police communication system. At present, liaison is effective between high echelons and Correctional Service representatives, but intermediate-level mechanics could be improved.
- A joint training program for police and Correctional Service representatives.
- Information received by police should be passed on immediately to penitentiary authorities (Regional Receiving Centre), to improve applicant selection. This information is also useful for temporary releases.
- Institutions should telex appropriate police forces and District Representatives as soon as possible when temporary releases are granted. The District Office in the area where the temporary release will be spent should keep police advised.
- Increased participation by various agencies in decision recommendations.
- Parole Board officers should explain more clearly to policemen what happens when individuals enter the correctional system.
- The Police Commission should instruct that post-arrest reports be prepared as soon as possible for transmittal on request to the Regional Receiving Centre or the St. Jerome District Parole Office.
- Policemen should contact the Receiving Centre Registry at (514) 622-8210 for information on a prisoner in the correctional system.
- In serious cases, in addition to the written police report, information should be exchanged verbally between correctional agencies and police forces.
- The N.P.B. should forward eligible applicant lists to police forces as soon as possible.
- Parolees should be supervised exclusively by the N.P.B., not social agencies.
- The N.P.B. should forward interested policemen any reasons for parole refusal.

- Regional subcommittees for the Canadian Association of chiefs of Police and National Parole Board Regional Joint Committee should be organized and the Quebec Police Force should participate.
- As a result of a brief analysis of work and results obtained by the Montreal Urban Community Parole Section, in co-operation with the N.P.B. and C.P.S., it is recommended the project be maintained, to correct gaps and improve results.

Parolee's monthly visit to police

- The N.P.B. should forward to police forces the parolee's photograph, F.P.S. number, brief character description and details on conditions of parole.
- The C.P.S. should disseminate information on temporary release conditions.
- The C.P.S. should also send police forces a copy of the Penitentiaries Commissioner's directive on temporary releases.
- The N.P.B. and police forces should agree on frequency of N.P.B. visits to police stations.
- N.P.B. officers should visit police stations regularly to discuss parole problems.
- Municipal police departments should advise appropriate penitentiaries about parole violations.
- Improved philosophy, policy and program exchange between concerned parties; monthly regional crime prevention committee meetings;
- Vis-à-vis monthly visits, the following mechanisms should be observed:
 - a) Prior establishment of visit location;
 - b) All meetings with the same responsible person, for real and human contact;
 - c) Parole certificate should include more detail to help police co-operate in supervision.

Confidentiality of Police-Agency exchanges

- A report should be written after each violation of confidentiality and violators should be disciplined.
- Social service agencies should observe confidentiality as strictly as government agencies. Violators should be identified and formally warned.

Others

Workshop participants felt N.P.B. staff should be enlarged to reduce individual caseloads.

**ASSOCIATION OF POLICE CHIEFS AND
FIREFIGHTERS OF QUEBEC**

ANNUAL CONVENTION – QUEBEC CITY

June – July 1974

RECOMMENDATIONS FROM THE SYNDICATES

- We propose that, in order to complete the cycle of the inmate's reintegration into society, the public be made aware of what is being done in the field of rehabilitation to enable the inmate to be better accepted by society.
- We propose that the parole Service take care to ensure that the inmate is directed, in so far as possible, to employers who will be predisposed to accept him, since the chances that the parolee will relapse into criminal ways are greatly reduced if he rejoins the employment market as soon as possible after his release.
- We propose that the storing of information with the Canadian Police Information Centre and the Quebec police information centre be systematized in such a way that all police forces can have access to it. This step would improve co-operation between police forces and parole services.
- We propose that serious consideration be given to the possibility of making maximum use of computers for storing information on parolees and of systematizing the input so that police officers might then follow more closely the comings and goings of inmates after their release.
- We propose that the offence analysis forms that are now being used on a trial basis be incorporated into the various police reports used by all forces at the conclusion of a case, considering that the two forms constitute a whole and that the form now being used as a pilot experiment is a logical extension of the reports drafted by all police forces. This form could contain additional information and could be forwarded immediately to the Penitentiary Service in order to help them classify an inmate with respect to security standards.
- We propose that the police forces be advised in a systematic manner, according to an established procedure familiar to all and by the quickest means of communication possible, whenever an inmate is released under mandatory supervision or on temporary absence. This is particularly important on long weekends. The following information could be included – where the individual is supposed to go, the time of his release, why he was sentenced, where he was imprisoned, where the crime for which he was sentenced was committed.
- We propose that whenever a preliminary investigation for parole is being made it is essential to meet with the

investigator who handled the case in order to learn every aspect of the individual's behaviour at the time the crime was committed and the circumstances surrounding the crime. All this information should be clearly set down in the report.

- We propose that the parole service set up consultation periods before introducing any new program at the provincial level, since such a step involves time, personnel and financial resources. Furthermore, since this is a question of implementing federal policies, it should be done with the help of grants from the federal government.
- The National Parole Board should enter the names of all persons released on any type of parole with the Canadian Police Information Centre. To facilitate this operation, the CPIC should provide the Parole Board with a terminal whereby they could enter the names and changes in status of these persons.
- Information forwarded by police forces through the investigator should not be controlled exclusively by the investigator, but should be sent with the consent of superiors. All police force members should be informed of the presence of parolees living or residing temporarily in the locality so that they can obtain the information they need to maintain effective control.
- The Committee realizes that the present system is still in the early stages and that in spite of everything, the efforts that have been approved up to now have not been completely successful in accomplishing our objectives. We hope that closer relations between the Parole Board and the police forces will result in an improvement in our operations and will eventually make a success of the principles inherent in the parole system.
- The names of persons released on parole should be entered in the terminal at the Quebec police information centre so that all police forces can be informed of the situation immediately.
- Meetings between the members of the Parole Board and the various police forces should be increased.
- Police services unwilling or unable to receive a person released on parole should be able to inform the National Parole Board of this fact without delay.

**CRIME PREVENTION ADVISERS BRANCH
OF THE QUEBEC POLICE COMMISSION**

The Quebec Official Gazette of October 30, 1971, carried the official text of by-law number 8 of the Quebec

Police Commission relating to the establishment of committees in various regions of Quebec in order to promote crime prevention and detection and the efficiency of police services in the province.

Since August 1970, the Quebec Police Commission had already instituted twelve regional crime prevention committees consisting of representatives from all the municipal police forces of Quebec, the Quebec Police Force, the Royal Canadian Mounted Police and various parapolice organizations concerned with crime prevention — including the Parole Board.

Each regional crime prevention committee must hold at least ten meetings a year and all matters discussed at meetings must be kept confidential, and be for the exclusive use of the police forces and parapolice organizations accredited by the Commission.

"The aim of the police is to prevent crime and violations of our laws . . ." reads the white paper.¹ For this reason, it continues, "it is incumbent on the police to reassess its actions, above all in the light of the following objectives: 1) active promotion of crime prevention, that is, prevention of criminal activity; and 2) co-operation with the agencies specializing in reintegrating delinquents into society." (Transl)

However, if it is to be effective, a crime prevention committee cannot be composed solely of police personnel. In fact, crime prevention will not be truly effective until every citizen realizes that he, too, has a contribution to make. Until then, the crime prevention advisers employed by the Commission are conscious of the need to foster, at the very least, a climate of understanding and co-operation between the police and parapolice groups.

The latter groups also need to be made aware of crime prevention. We must enlist their help in drawing up crime prevention programs, get to know their needs and advise them accordingly. Thus, agencies such as the National Parole Board have been led to play an active part in committee meetings and to hold frank exchanges of views with representatives of the various police forces.

Of course, at the beginning the parties failed to see how they could work together closely. However, each group's aims were gradually defined and understood. The situation could be summarized thus: the task of the police is

to isolate those who cannot function normally in society, while the Parole Board's task is to try to reintegrate such persons into society.

Nevertheless, a great deal of progress has been made and both parties have come to realize that they can complement each other. As a result, at every meeting of a crime prevention committee a Parole Board representative submits a list of the month's parolees, explaining the conditions with which each is required to comply. For their part, the police force members present, armed with these details, reiterate their willingness to get in touch with the Parole Board whenever they think they have some information concerning a parolee.

It can be stated that, even though there is still room for improvement, both parties have made genuine efforts to understand and co-operate. The National Parole Board in Quebec has noted an improvement in the quality of its work with clients, thanks to the awakening of the police to the reality of crime prevention and social rehabilitation. Our aim, as crime prevention advisers, is to work constantly towards improving and consolidating the relationship between the police and the Parole Board.

MINI RESEARCH CONCERNING THE PRELIBERATION POLICE REPORTS

**By Mr. Y. Léveillé, National Parole Board, Regional Secretary,
Quebec Region**

1. Introduction

Because we wished to have a more extensive knowledge with regard to the merit of police reports, we have carried out a qualitative and quantitative mini research starting from the closed files concerning the region's parole cases.

The sampling was effected with all of the penitentiary or prison parole cases that have actually finished their parole successively.

We shall first observe certain trends which were disclosed from that research; we shall then elaborate certain conclusions.

That research was carried out by two summer students of this year, Miss Danielle Desrochers et Mr. Serge Desrosiers.

¹ *The police and public safety*,
Jérôme Choquette, QC,
Quebec Justice Minister (1971)

2. Trends noticed starting from Preliberation Police Reports

- a) On condition that the opinions be well reported, it seems that the preliberation police reports tend to be more favourable to parole, when there is direct contact between probation officer and the investigating policeman; a written police report tends to be more favourable than an oral report.
- b) When the policeman expresses his personal view with respect to a candidate for probation, he tends to be more favourable to parole than when he is expressing it in the name of the community.
- c) 70% of the written reports in prison cases are exempt from recommendation. This can be seen as (being) positive. When there is a recommendation, the report is more favourable to parole than in the penitentiary cases. It must be said here that there is often a telephone contact (made) prior to the drawing up of this report, between the investigating policeman and our office.
- d) In penitentiary cases, the reports concerning parole are unfavourable in 92% of the cases of release, and favourable in only 8% of the cases for which parole was actually granted.

3. Conclusion

It is obvious that the hereinabove-mentioned hypothesis only constitute tendencies observed and brought from a scientifically insignificant sampling.

Nevertheless, this mini research makes it possible to ask certain questions:

1. There might be grounds for giving another thought to our formula for the police report, which does not seem to attain the same objectives in the cases of penitentiary and of prison.
2. It can be thought that policemen are most favourable to the discharge of certain cases, where there is direct contact, because they know about our role. Would there not be reason to investigate the possibilities on that side, more especially as the policeman seems to consider himself as being responsible, in relation to us, for the protection of the public, by often giving expression to his negative view in the name of the public. Part of the community enquiry, (which will be completed as thoroughly as the admission to the penitentiary) should perhaps, to this end, lay stress on the direct contact with the investigating policeman.
3. To elude oneself with the thought that the police forces could be just as favourable to freedom as we can be would indeed be dreaming aloud, but is it normal for close to 92% of the recommendations made to be unfavourable to parole for the penitentiary cases, while the people discharged have actually made a success of their parole without major complications?
4. In short, this research has some value as being unexploratory research. Nevertheless, there might be reason for effecting one of a provincial or national scale, before working out a clearly defined policy in this respect.

ENQUIRY CONCERNING THE REPORT TO THE POLICE

Presented by Miss G. Boucher, Psychology student at the University
of Montreal, September 1972

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I. SAMPLING

The Lachine, Verdun, Lasalle, Brossard, Longueuil, Anjou, Outremont St-Laurent, Joliette, Montreal and Valleyfield policemen took part in the inquiry as well as the Provincial Policemen in Montreal, Huntington and Rawdon. We take this opportunity to thank them.

In each locality, with certain exceptions, a board member and non-commissioned officer in direct contact with the prisoner discharged, answered the questionnaire. The localities were selected in terms of the number of prisoners at large which come therefrom. In short, the sample can be thus broken up; four policemen for the City of Montreal, two for the Provincial Police in Montreal, twenty for the municipalities, three for the Provincial Police outside the City of

Montreal; one individual (coming) from a municipality directly related with the persons on conditional release has been added on so as to make up a sample of thirty individuals. Because faith can be put in the rank in order to know whether the person answering is or is not in direct contact with the person on conditional release, this has been specified on the formulary in the case of a non-commissioned officer.

All of the probation officers from the Montreal Office as well as thirty parolees of which half report to the officer once a month and less, and the other half, twice a month and more, answered the questionnaire.

II QUESTIONNAIRE

GENERAL QUESTIONNAIRE

To be administered to Parole Officers, Police Officers and Parolees.

1. This question to be filled out by the research assistant *ONLY*.

What is the method of police reporting experienced by this respondent?

INSTRUCTIONS TO THE RESPONDENT

NOTE: Your name and address will *not* appear on this form, therefore, your anonymity is completely protected.

Please answer *each* question as fully and frankly as you can, using the space provided under each question to elaborate if you so wish. If you are unsure of the meaning or the intention of any of the questions, please ask the research assistant for clarification.

Please answer the questions in this study from the viewpoint of the method of police reporting which you have just described above.

2. What, according to you, are the objectives of parole?
3. In what order would you classify the following objectives of the co-operation between the police and parole service? Rate in order of importance, with number 1 being the most important.

Number

Aid the parole service in the choice of candidates for a parole by submitting a copy of the police report of the offence(s).

Supervise the parolee.

Give the parolee a chance to meet the police in circumstances other than arrest.

Aid the parolee in rehabilitation.

Prevent recidivism.

Protect the parolee from the influences of his old way of life.

Other (please specify).

4. Which of the following do you see as *being* among the objectives of police reporting? To answer this question, rate the following suggestions in order of importance, with number 1 being what you think to be the most important and number 5 being the least important or not important at all.

Number

Knowing where the parolee is.

To remind the individual that his status as a parolee imposes certain restrictions upon him.

To keep the parolee under control.

To give the parolee an opportunity to express his problems and to help him resolve them.

It is a simple formality.

5. Among the objectives of police reporting, listed above in question 3, which do you feel ought to be important? Rate them below again with number 1 being what you feel ought to be the most important and number 5 being what you feel ought to be the least important or of no importance at all:

Number

Knowing where the parolee is.

To remind the individual that his status as parolee imposes certain restrictions upon him.

To keep the parolee under control.

To give the parolee an opportunity to express his problems and to help him resolve them.

It should be a simple formality.

6. The condition that each parolee must report monthly to the police helps the police: (Check one).
1. in all cases
 2. in most cases
 3. in few cases
 4. in no cases
7. The condition that each parolee report monthly to the police helps the parole Service: (Check one).
1. in all cases
 2. in most cases
 3. in few cases
 4. in no cases
8. The condition imposed on a parolee to report monthly to the police is helpful in his rehabilitation. (Check one).
1. in all cases
 2. in most cases
 3. in few cases
 4. in no cases

9. The rule that the police report to the parole Service a parolee's failure to report is (check one):
1. necessary
 2. useful
 3. useless
 4. a nuisance
10. Co-operation between the police and the parole Service is, according to you (check one):
1. necessary
 2. useful
 3. useless
 4. a nuisance
11. Do you think that a better method of police reporting could be found? Check one:
- yes
- no
- no opinion
12. If you answered "Yes" to the above question (number 11), please give some examples or suggestions for improvement.
13. Do you think that reporting to the police gives a parolee such confidence in the police that he will ask them to help him from returning to his old way of life? (Check one):
1. always
 2. often
 3. rarely
 4. never
14. Do you think that police reporting helps a parolee gain respect for the law? (Check one):
1. always
 2. often
 3. rarely
 4. never
15. Does police reporting help the parolee to appreciate the value of the law in protecting society? (Check one):
1. always
 2. often
 3. rarely
 4. never

16. In spite of police reporting, it is possible for a parolee to break his conditions of parole without being caught? (Check one):
1. always
 2. often
 3. rarely
 4. never
17. If the police find a parolee breaking one or more of the conditions imposed upon him and inform the Parole Service, will the Parole Service take any action towards the parolee? (Check one):
1. always
 2. often
 3. rarely
 4. never
18. Do you think police reporting should be continued?
- Yes
- No
- (Please explain your answers).

PAROLEES INTERVIEW

1. Are you currently
 - under mandatory supervision
 - on parole

2. Had you already been convicted of an offence prior to the one for which you are now serving a sentence?
 - yes no

3. If question 2 was answered in the affirmative, ask him:
 - a) how many times he has been imprisoned;
 - b) the offence in each case;
 - c) whether or not he was granted parole in each case;
 - d) the result of each of his paroles. By "result" we mean whether the parole period was successfully completed, or whether it was revoked or forfeited.

	offence	release?	result
1.			
2.			
3.			
4.			
5.			
6.			

	offence	release?	result
7.			
8.			
9.			
10.			

If the parolee was found guilty of more than one offence and received concurrent sentences, mention only the most serious offence, that is the one for which the longest term of imprisonment was imposed.

4. How old were you when you were convicted of your first offence?
 ... years old
5. How old were you when you received your first parole?
 ... years old
6. What is your date of birth?
7. How long have you been on your present parole?
 ... years ... months
8. How many times a month are you required to meet with your parole supervisor?
 ... times a month.

POLICE OFFICERS

1. With which of the following forces are you presently working? Check one:
 1. Provincial force
 2. Municipal force
 3. R.C.M.P. force
2. Are you (check one):
 1. in an administrative position
 2. making investigations, walking a beat, patrolling in a cruiser.
 3. other (specify, please)

PAROLE OFFICERS

1. Is your position with the National Parole Service (Check one):
 1. a parole Service officer
 2. a district representative
 3. other (please specify)
2. How long have you worked for the National Parole Service?
 ... years, ... months.

III. IMPRESSIONS CONCERNING THE QUESTIONNAIRE

With regard to the guidelines from the management of the questionnaire, the one instructing the person answering to answer alone could not be followed with the parolees as well as with many police officers. The vocabulary used in the questions is too elaborate to the degree of education of some of those who (are called upon to) answer. Then again, the decreasing numerical progression method of answering requires explanations and often the investigator's very presence. Let us finally point out that the French translation is not quite up to the mark in many questions and does not make it easier to understand the text.

The selection of answers little expresses faint differences; the words "unusually" and "often" lose their meaning in the absence of the work "sometimes". It had been difficult to insert answers into such absolute and explicit divisions.

The chief criticism concerns the make-up of the questionnaire: the questions themselves. Indeed, I feel I have to emphasize (the fact) that this questionnaire should have been subjected to a preliminary test with policemen. As a matter of fact, it allows the latter but little way to express (himself). Of course, the question is to improve this reporting to the police and therefore to "establish" that it is sufficient. A questionnaire must above all the objectives be complete, and must promote free expression amongst the people who answer as well as the elaboration of new ideas.

- a) The report to the police is part of the parole system. If it is sought to know the individual's attitude with respect to the report, it would have been good to know his thoughts concerning parole. Question two does not give any information concerning the individual's attitude and does not shed any light on the remainder of the questionnaire.
- b) Many refused to answer question three simply because they did not know what the relations between the police and the probation officer consisted of.
- c) Question thirteen, fourteen and fifteen concerned the police's influence on the persons on conditional release. As a matter of fact, the first breaks up into two parts: it concerns the policeman-person on conditional release relation on the human level and the policeman's role. And since it becomes part of the present setting of the report to the police which neither allows nor required any exchange between the policeman and the person on conditional release, why was this questionnaire drawn up? The second question was not understood, as worded. Indeed, the positive aspect of this point of view is the preventive aspect. The person on conditional release

respects the law more when he feels he is slightly observed. This point of view is forgotten in the answer because of the wording. As for the third question, we have not yet understood what relation it has with the subject at hand.

- d) Question sixteen concerns police supervision. Objectively it should have been worded as follows: Does this report to the police help the policeman in his supervision of the person on conditional release and, to this effect how is it beneficial for society, and for the person on conditional release? One policeman's argument must be quoted at this time: "Why was the same question not asked concerning the probation officer's supervision". Why would it be possible for a policeman to keep an eye on a person on conditional release 24 hours out of 24 while it is impossible for probation officers to prevent a delinquent from relapsing into crime and to gain his trust in spite of him? This question only seems to be intended to establish the inefficiency of the police control in the report to the police without giving the opportunity to argue.
- e) Finally, let us note that the creation of this report comes from the wish to change the impression the person on conditional release has of the policeman thus promoting his social reinstatement and his rehabilitation. Now no question refers to the impression the person on conditional release has of the policeman nor to the impression the policeman has of the person on conditional release. The latter cannot so much as express the wish to participate, to help the person on conditional release. Yet a relation with the police is in question.
- f) This is why the questionnaire was answered as part of an interview which allows a freer and more complete show of the opinion and the attitude in question. The positions of both sides were clarified as well as their mutual expectations. Some notes on the interview were entered on the reverse of the questionnaire and we shall try to relate the gist of these remarks as objectively as possible.

IV. THE REPORT TO THE POLICE AS HUMAN CONTACT

A. The Context of the Report to the Police

Often, the return to the police station means a humiliating circumstance for the prisoner at large. No premises are set apart for this purpose and the control is effected before those present. Besides, the (simple) fact of coming into and being seen in the station brings about a feeling of revolt among prisoners at large. He is reminded of

what he has done, and still more, (of) what he is; but to remind him is not enough, the police also reminds itself of it and the whole population knows all about it. This situation is distressing, especially in the small municipalities where the officer who meets with the prisoner at large is often the one who arrested him.

B. The Impression of the Policeman among Persons on conditional release

This impression is, for the most part, quite poor. It grew during youth out of fear of the man in uniform. But it often found its reason for being through the actual experience of the person on conditional release. There is no use in relating the unforgettable moments in the arrest of many persons on conditional release: insults, blows, threats, promises which were not held. . . Of course, people will say that it is necessary for the inmate to confess, and most of all, "sign". . . even though there is not evidence against him. Also, no mention will be made of his stay in the penitentiary, nor of the wardens, nor of the diet, nor of the treatment. But it is obvious that a person on conditional release cannot like a policeman, nor the society that treats him in this way, with no respect.

Once he is released, the individual is asked for his papers more often than not, brought to the station and questioned concerning all of the offences committed in the neighbourhood. Seldom is the policeman's impression favourable to him therefore, how can anyone be surprised if following such an apprenticeship most of the persons on conditional release hate the police. They consider a policeman to be likeable up to the time when one has business with him. The exceptions bear out the rule. Some say "The police does its work and we do ours". But most agree that the police desires but one thing: their going back to the penitentiary.

C. The Impression of the Person on conditional release among Policemen

First of all, it is necessary to specify that we speak on the level of the policeman who has to do with the prisoner at large at the police station, of the officer who but seldom has to do with it and not of the policeman in the street, who asks him for his papers. This remark is not appropriate where the municipalities surrounding Montreal are concerned.

There are two tendencies that quite clearly appear in certain stations. The person on conditional release can be held to be a public risk. Therefore, it is necessary to keep a close eye on him. In such a case, the police report is a question of control and information. For the latter, parole means trouble and work. Fortunately, most of the policemen

in question see parole with a favourable eye except in cases of repetition of an offence for offences (coupled) with violence. The problem is on the level of the choice of individuals. Violent habitual criminals should not obtain a release after one-third of their sentence (has elapsed). Yet, the preventive side is well supported comparative to the rehabilitation side. But most of these policemen express a wish to help and to have the means to do so (at their disposal). Thus, at one time, the Montreal Police took it upon itself to find work for the person on conditional release. This tool was surely the best instrument for the purpose of building up a valid connection with the person on conditional release. But this was not within their field and therefore generated some conflicts with the social workers. The report to the police, at the present time, does not make it possible for the policeman to help the person on conditional release who wishes to rehabilitate.

D. Conclusion

From the impressions and from the present context of the report to the police, it is difficult to believe that a friendly human contact can be set up between a prisoner released from penitentiary and a policeman. According to the interview, this report did not change the attitude of any person on conditional release towards the police.

If one of the goals to be reached in the report to the police is to change the impression of the policeman among persons on conditional release, it might be just as well to educate the policeman and to change his impression of the person on conditional release. Thus, on the coming out of the penitentiary, the contact would be more favourable to the rehabilitation of the released prisoner. It might even be that we will come to think that a person on conditional release has something to bring to our society, and to the policeman.

According to the officers in the Montreal Office, all of the persons on conditional release could benefit from a true policeman-person on conditional release contact. But other policemen and probation officers believe that certain offences such as manslaughter, rape, certain frauds and drug traffic in no way involve a bad impression of the policeman. It is the social offender who could best profit to that effect by the improved report to the police.

V. THE REPORT TO THE POLICE AS BEING A MEASURE OF CONTROL

In the region of Montreal and of other municipalities, the information supplied by the person on conditional

release is not scrutinized because of the lack of time and of personnel. But then, the police's power consists of the released prisoner's ignorance. Indeed, the persons on conditional release believe themselves to be observed and, for the most part, give a real address. The police knows where the subject can be found and what he does. But most of all, the report is useful as being a reminder of an individual in the policeman's memory. Should an offence be committed, the first one to be interrogated is the person on conditional release. The reminder makes a daily supervision possible. He recognizes the person on conditional release (he has) seen at the station, although he did not arrest him himself, asks for his papers or follows him. . . The police hope that, feeling himself observed, the subject will not relapse into crime and will not transgress the conditions of his discharge. It is understood that it can seldom prevent his relapse into crime, but it can restrain it by increasing the risks taken by the person on conditional release and thus better protect society.

As seen by the person on conditional release, this control is useless. Some probation officers believe that this contact which creates fear can, at first, restrain the true delinquent's impulses while not being the basis for a genuine rehabilitation. The latter requires mutual trust, and a firm friendly hand.

Besides the officer is entitled to suspend the parole and this weapon is used as a control by fear if it must be brought into play. An officer has pointed out that the report to the police is prejudicial to an individual who wishes not to relapse into crime, by identifying him to a delinquent population of which he is no longer a part. In short, rule of fear would be most profitable in preventing repetition of an offence amongst true delinquents.

On this subject, an important aspect which must be emphasized is the preventive role of police supervision which is based on knowledge of the individuals. Indeed, especially around Montreal, the policeman knows "his man", his weaknesses, and steadily sees him. This knowledge of the circle and of the individual can help the probation officer in promoting the rehabilitation of the person on conditional release. To that effect, the police and the parole department must be in close collaboration.

VI. SOLUTIONS PUT FORWARD BY THE POLICEMEN

A. The Test-Plan in Montreal

It would be opportune to mention the work now done at the Montreal Centre Head Office. Most of the policemen we have met wish for the establishment of a specialized

branch, attending parolees, such as at the Montreal Head Office. The three specialized officers receive the parolees in plain clothes and take this report which they consider (as being) essential to the individual's rehabilitation to heart. Alas! because of Bills 218 and 663, the probation and surety cases have been added on to the persons on conditional release. This raises the number of visitors to approximately 1,300 cases per month. Hence, they wish to be able to exclusively attend the parolees and the probation cases so as to have (enough) time to establish exchanges of views with the subjects and to change their impression of the policeman.

By way of control, these officers cannot verify the information given by the person on conditional release, nor offer a shadowing service in cases involving habitual criminals from whom unlawful misbehaviours are feared or suspected. According to them, this service should be defrayed by the Solicitor General.

B. The Liaison Officer

A second solution would be in favour of the suppression of the report to the police as such. A police officer specialized in rehabilitation would be appointed on a district level and would act as liaison officer between the police and the Parole Service. This officer would have three essential duties: one on the level of the police report prior to release, the other during the parole period and finally a role of informant.

1. The role of informant

In most police stations, a total ignorance of the present course of rehabilitation, of notions in criminology and psychology is noticed. This occurrence is understandable in view of the lack of communication between policemen and probation officers. This specialized officer would therefore act as an instructor. He would bring in each station contacted a probation officer's ideas told in the policeman's language in order to make himself better understood. Then again the probation officer could also profit from an exchange with a specialized policeman.

2. Prior to parole

The specialized officer could, at the enquiry level, contact local policeman and obtain knowledge on the subject. He would, as it were, represent the police with the Board and would submit a report of his enquiry. Let us point out that the police does not feel the selection of the persons on conditional release is its concern, in spite of a practical knowledge of the subjects and is, in most cases, unhappy with the selection of candidates.

3. During the parole period

As soon as an individual is referred by the local police or by the probation officer, the specialized officer would take it upon himself to meet with the person on conditional release, to discuss with him, to enquire about his coming and going, where necessary, and to contact the probation officer.

That officer would be available for all of the cases (that are) difficult, uncertain or that could profit from a contact with a policeman in plain clothes.

N.B. On the verification of addresses' point of view, the probation officer was to take it upon himself to supply the police with the names of all the parolees, their addresses and the information wished for.

C. Solution for effectiveness

So as to increase the present supervision of the coming and going of the persons on conditional release and to prevent trips planned with a view to a relapse, the solution would be to increase the number of reports to the police in serious cases of delinquents.

VII. SOLUTION PUT FORWARD BY THE PAROLE SERVICE

It seems, according to a police head, that the police and Parole Service collaboration is concerned with the report to the police and presently serves as the sole possible contact-point between the two sectors. In point of fact, in most of the stations visited, the policemen know nothing whatever about the duties of the probation officer and even often about his existence. The police has the impression of doing a service, of giving something without ever receiving anything from the Parole Service.

This impression comes from the fact that when the police points out that an individual has not reported, they do not receive notice of receipt of the note, nor they know if the probation officer has read that note and taken some arrangements with respect to the parolee. They would often like to be in possession of other information concerning the individual. But the exchange of information is effected in one sole direction.

With respect to this lack of communication, the Parole Service suggests the creation of a post as liaison officer between the Court, the Justice and the Parole Service so as to

improve the actual state of things and to promote improved relations between the different sectors.

VIII. PREVENTION

The policeman's role as well as the function of the report to the police are intended to prevent crime. Many comments on that subject have been made by the parolees as well as by the police officers and the probation officers.

A. The Employment Issue

At the present time, more than 60% of the parolees find employment. Of course, among the 40% there are those who are not interested. But there remains a good number who see themselves under the incapability of finding employment making it possible for them to live decently. Now employment is surely the best way for the individual's reinstatement into society. There has been a proposal to create a special Manpower Centre Branch exclusively dealing with the parolees and giving them priority.

B. Assistance to Youth

The policeman's work in schools is acknowledged everywhere as (being) essential to crime prevention. It is at this level that the policeman's image takes form and that the latter takes it on himself to humanize his image with the youths. Everyone is hoping for the intensification of the steps the police are taking to that effect. Then again, if there is a place where a policeman must really act it is with the delinquent youths detained in reception centres such as Berthelet.

It has been suggested to create groups for discussion, for true exchange, made up of delinquents and of policemen specialized in rehabilitation. Each could freely express how they see the other, talk of their experience and their difficulties. The policeman would seem more human to them if he was better known as being a man (and) talking to them on an equal footing. This exchange would also be very useful in the high schools where the adolescent opens his eyes to the reality of the world and forms an opinion.

It can be noticed that the officer who is involved with youths is often ridiculed and envied. He is exposed to criticisms from his colleagues and no one takes this important work of prevention seriously.

It is to be hoped that a change will take place to that effect for the promotion of help for the youths and the prevention of delinquency.

FIVE YEARS OF CO-OPERATION WITH THE M.U.C. POLICE: THE POINT OF VIEW OF A PAROLE ADMINISTRATOR

**By Mr. L. Genest, Regional Director, National Parole Service,
Quebec Region**

Background

When I came to Montreal as Regional Representative of the National Parole Service, in April 1969, the Parole Liaison Section of the Montreal Police was already operating for two years and a half, as a result of the joint efforts and sponsorship of my predecessor, André Therrien and Jean-Paul Gilbert, then Director of the Municipal Police Force.

My main task in this field of police liaison was then to maintain what has been developed by these pioneers and I must confess that due to the extremely positive co-operation of Sergeant Detective Gérard Trudeau, Head of the Police Liaison Section, such a task has been made very easy for me right from the beginning and now on.

After five years of close association as Parole Administrator with my colleagues on the police side, I have no hesitation at all to present you, gentlemen, with an assessment of the benefits and problems resulting from the coming of age of what has been Mr. Gilbert's and Mr. Therrien's objective: the Parole Liaison Section at the Montreal Police.

Benefits flowing from the development of such a structure

Obviously, there are for both partners many advantages resulting from that kind of co-operation and those I will mention shall not be interpreted as the only ones.

1. The availability of a formal channel of communication

Communication from the outside with such a huge organization as M.U.C. Police would be very difficult, if not impossible, without an established, recognized channel. I would say that providing such a channel has been one of the main advantages of the Parole Liaison Section at the M.U.C. Whenever, we, on the Parole side, face a problem at any level in our relationship with the Montreal Police we know for sure that with the help and close co-operation of Sergeant Detective Trudeau, we will be able to knock at the right door and that he will even help us, if necessary, to open that door. I suppose that this is also true for people trying to communicate with the Parole Service from the Police side. In other words, the Parole Section has proved to be a very useful tool facilitating encounters between Police and Parole Officials in Montreal.

2. The creation of an efficient information transmittal and sharing system between Parole and Police

Once the communication is established between Parole and Police, a most important objective to attain is certainly the creation of a good information sharing system. The Parole Board and Services need accurate and valuable data about the criminal history and involvement of inmates applying for parole in order to arrive at a good decision, either to grant or to deny parole, and to ensure adequate treatment and control procedures for those who will effectively be paroled. On the other side, Police also need information about people on regular parole, day parole, temporary absences in order to provide the community with a good basic protection against potential offenders. Everybody will agree that the correctional agencies, like the Penitentiary and Parole Services, are important sources of information in relation with already labelled offenders. A highly sophisticated system of information has effectively been developed in Montreal between the Parole Liaison Section and our District Offices of the greater Montreal. As you already have on hand a good documentation on the topic, I will not try to explain the system. Let us say simply that over the years this sharing of information has been found so useful from both sides that it would be now unbelievable to live without it. To give you an example, the M.U.C. Police Force is now provided with accurate data on every inmate on temporary absence, day parole, week parole, regular parole, within the whole Province of Quebec. They also receive a copy of every document modifying the status of a person on parole in the province, like certificates, amendments, suspension, revocation and forfeiture warrants.

In co-operation with that section and the Quebec Police Commission, a new format of police report (about a parole applicant) has been devised and will soon be implemented not only in the territory of the M.U.C., but in the whole Province of Quebec. Finally, you heard a few minutes ago from Inspector Crepeau what is being done by his team in order to develop a complete file on criminal history of parole applicants for use by the Parole Board and Penitentiary Service.

3. The providing of a better control on parolees and people on temporary absence

This is, of course, a direct result of the fulfilment of objective number two. Developing a good system of information automatically puts us in a better position to provide adequate control over our clientele. It is evident that the Parole Service cannot by all means deliver a twenty-four hour control over parolees and not even a twelve hour control. We must remember that our staff is on duty on normal day

hours and also that we are not equipped with all the means usually available to the Police. Finally, it is not the duty of the Parole Service to provide its clientele with a police type control, but more with what we might call a "therapeutic control", that is the development of a good self-control from within the parolee. Of course, for many ex-offenders some degree of external control will remain necessary and this is why we must expect help from the Police in delivering that specific aspect of our duties which concerns protection of the society and of the parolee himself.

The M.U.C. Police, by giving us access to their center of information through the Parole Liaison Section provide us with a tremendous help in controlling not only those parolees living in the M.U.C. territory, but also potentially parolees from all over the province, who might eventually come to Montreal without authorization and have some trouble, even slight or minor, with law enforcement agencies.

4. Attitudinal change within the clientele in relation to their perception of the police image

The Parole Liaison Section has been staffed, since its inception, with highly qualified and well-trained personnel and there has also been very little staff mobility in the section until recently. These two factors certainly contributed in bringing slowly, but surely, a change in the perception of the police image by many parolees. Of course, there will always be hard core criminals upon whom police as well as Parole or Probation Officer will never exert a deep influence. But, there are also many who are likely to be touched by a stable, even if occasional, contact with a highly mature Police Officer. This might be the opportunity for an offender to reconcile himself with the "square" society through his relationship with an acceptable figure of authority. If our aim is not only to control the parolee, but also to resocialize him (which is the best guaranty of control) there is no doubt that the system adopted by the Parole Liaison Section at the M.U.C. provides a better opportunity to reach such an ideal.

Some people will object that there is a danger for the Parole Officer working in the section to become a social worker. Personally, after being in contact for all these years with Sergeant Detective Trudeau and his associates, I have observed no such transformation in their personality and role perception. They remained what they were at the beginning: open-minded Police Officers with strong determination to play their own useful role in the field of corrections.

Problems that we must still cope with

After telling you about the main advantages which, in my opinion, resulted from the establishment of a formal

liaison structure between the Montreal Police and the Parole Service, I will not otherwise try to convince you that we never experienced any problem in developing and maintaining this kind of co-operation.

Among the problems that we must still cope with, here are the main ones:

1. The difficulty of developing a common philosophy and thus a common strategy of intervention towards the offender and in the same way, the necessity that still remains of clarifying our respective roles in relation to our common goal: the protection of society.

To often, because of lack of understanding of these essential factors, Police Officers and Parole Workers do not succeed in coordinating their intervention upon the offender, thus obtaining very poor results and sometimes confusing the offender and allowing him, when he is a manipulative individual to play on potentially conflictual situations between Police and Parole.

In my opinion, Police and Parole Administrators should consider the solving of this problem as a high priority and should try by all means to develop that better understanding of their respective roles and that shared philosophy of action oriented towards the protection of society through prevention, detection and resocialization of offenders.

2. The difficulty is to overcome some prejudices which still sometimes taint our respective attitudes towards one another and which may be a source of insecurity and incomprehension in our minds when working together.

The only means I know to overcome that problem is to gain a better knowledge of one another and in turn this is to be obtained through frequent informal meetings. We must come to a point where we are able to accept the other even if we still have intellectual disagreement with him. I am glad to say that in Montreal, after many years of formal co-operation we are now very close to the realization of this objective.

3. The necessity to train our respective staff in this new spirit of mutual acceptance and knowledge in order to allow them to really co-operate.

Of course, a strong degree of understanding and co-operation between high ranking Police and Parole Officials would bring very little positive results if at the same time this new spirit would not reach the file and rank Police Officer as well as our Parole Agent, who are both really dealing with

the offender on a daily basis and thus are the closest to the men we try to bring back to an acceptable behaviour in society.

We still have this problem in Montreal. Of course, we tried the traditional training approach, that is a Parole Official briefing a large group of young police recruits or a Police Official addressing himself to a group of Parole Officers at a conference or a meeting. This is not bad, but we think we should come to a much more informal approach, which would allow small groups of Police and Parole Officers to come into frequent contacts in workshops, seminars, case conferences.

Conclusion

There are signs that we are now coming into a new era in the field of corrections. The recent Federal-Provincial Conference on Corrections clearly underlined the trends for the future: a better co-ordination of all the components of the criminal justice system in order to come to a greater unity of intervention and, of course, to more efficient results.

Our experience in Montreal in the field of inter-agency co-operation has proved that, notwithstanding the problems and difficulties, which are still to be faced, it is possible to develop a team-work spirit and a participative approach between Police, Penitentiary and Parole Officials.

Today's workshop is one more proof to that effect and it is my most sincere wish that it will produce concrete and positive results for the benefit of all its participants and ultimately for the users of our Services.

POLICE LIAISON—TEMPORARY ABSENCES

PILOT PROJECT, FEDERAL TRAINING CENTRE

**By Mr. L. H. St. Pierre, Canadian Penitentiary Service,
Regional Co-ordinator, Special Projects**

Background

Since its inception the Temporary Absence programme in the Quebec Region involved the police bodies only as recipients of information on inmates' outings. In most areas for a variety of reasons, geographical for one, this advanced information is either being omitted or received late. The police feelings on this matter were the subject of the

Commissioner's correspondence dated March 21, 1973 (file 61231 (1)). So far the police role in the T.A. programme has been a passive one and possibly contributed to their airing strong criticism shared by the public. In short they were kept out of the picture.

Another area of investigation which was generally overlooked is stipulated in para. 7 (b) of the Directive 330.01 namely "those identified by the police as having been affiliated with organized crime". This is due mostly to the fact that very little if any specific dynamic information was on file as to the inmate's former involvement in criminal activities. In our area, a few cases viewed otherwise as angelically intentionned were reported revelling in their former mafiosic activities while on T.A. thus setting good grounds for public outcry. The better motivated fellow-inmates who know them more thoroughly than we do criticized, rightly so, our unfair method of selection allegedly based on individual merits and trust.

The most meaningful factor contributive to safeguarding the intended purpose of this programme is the positive feedback expected. The inmate's own flourished version evidently needs to be confirmed lest we remain blind to the true social impact expected of our most outstanding inmate programme. In many cases we found out that relatives were either compelled to report favourably or to cover up accomplicetely. It was felt that this particular programme, unlike some others unfortunately, must not slide into insignificance through the lack of our consistent control shared with outside sources.

Police Participation

Until 1966 the paroled inmates in Montreal reported to the Police Station of their own district. The City Police, to facilitate matters, set up one central bureau called "Parole Section" staffed originally by two highly socially minded officers who eventually ascribed themselves the role of probation officers. When our T.A. programme came into force, the police department was submerged with notices of inmates proceeding on T.A.'s. Many police officers on the beat reacted unfavorably to particular well-known former customers walking the streets and congregating in underworld dens. These reports and the ensuing ill-feelings finally triggered a get-together which in our estimation should have been slated at the programme's outset. We must note that in this matter, the Police took the initiative.

This confrontation "rehabilitation-police" led to the realization that strongly opposite outlooks sandwiching the rehabilitative process only beclouds the objectivity of our respective role all the while working at cross purpose and

shortcircuiting the intent of the programme itself. At the outset, the police intrusion into our affairs was expected (and it did) to ruffle the treatment staff and the inmates more so. After all, it threatened our avowed knowledgeability of the cases and our hard set prognoses. However a positive rapport was established and a mutual understanding of each other's role was reached. It was clearly understood that the police role was to be strictly advisory and not decisional in the discussion of the inmate's request for T.A. The inmates' reaction was understandably strong, mostly from those who had much to keep silent about. On the other hand the deserving inmates, unexpectedly, came to realize that a non-objectionable report by the police was considered an asset by the administration and they felt that it was an insurance against the spoiling of the privilege by a few. In short, the objective is to separate the tares from the wheat.

Modus Operandi of the Police Liaison Project

The pilot project at F.T.C. was initiated in March 1973 by the Police Parole Bureau with the assignment of two Liaison Officers who attend the weekly T.A. Inmate Training Board in an advisory capacity. A week prior to the meeting, the list of inmate requesters is forwarded to the Bureau for data collecting. During the meeting the information so collected is tabled for discussion and evaluation in the light of the risks involved.

Unknown significant facts come to light in some cases whereas the police officers come to recognize the positive evolution of some others once viewed as dead-ends. In a very short time the veiled across-the-table opposition faded away to give rise to the mutual acceptance of the respective role bent on a common goal: a fair, honest and objective assessment of the inmate's profile at a given time. In order to benefit from the Police contribution, the local Parole Service Office delegates a representative to each meeting and this additional information is incorporated to the case-history for future reference.

The second important task the Police agreed to undertake is the surveillance of the temporary released inmates. The information is relayed to the district where the inmate is said to be dwelling with relatives. A spot check by way of a social call is made at the inmate's residence. In most cases these cursory visits are well accepted and a report is forwarded accordingly to the Liaison Officers who in turn inform the institution at their next visit. The favorable police feedback is viewed by the inmates concerned as an administrative promisory note for further outings. As a preventive measure for the "accident prone" individuals specific restrictions are set and a reported derogation of same brings about

the circumcision of the privilege. Very surprisingly some cases were not objected to by the police officers in instances where the Board felt strongly otherwise. Evidently not all inmates on leave can come under surveillance but knowing that they are all liable to, the psychological effect is quite beneficial. As to those proceeding outside the Metropolitan area the information is relayed to the appropriate police bodies, municipal or provincial, by the Liaison Officers and the feedback follows. Worthy of note, the law enforcement bodies reacted quite favourably to our keeping them in the picture and indicated their full co-operation.

In our estimation a substantial side effect of this whole operation is an increased awareness on the part of many police officers that their role vis à vis the inmate is not restricted to a "cop and robber" life style but may when given the opportunity generate a positive impact on the social recuperation of the offender. As one inmate put it bluntly on his return from leave: "I've had it! One cop spoke to me like I was a human being. . . I still don't know if he's square. . ." This temporary absence programme is a critical one to administer and to ensure it's long term viability the results cannot be checked only against the number of safe returns to the fold but above all in the light of the rehabilitative impact such as adventure carries. To do this effectively the Penitentiary Service cannot go at it alone. This worthwhile experiment is now being carried over at Leclerc Institution to be implemented eventually in other institution of the Region. As of late, the Regional Parole Service, under the sponsorship of Parole Board Member J.P. Gilbert is engaged in the same liaison process with the police body. In total, the all time divorce "rehabilitation — police" is gradually fading out.

GENERAL DIRECTIVE MONTREAL URBAN COMMUNITY POLICE

SUBJECT: PAROLE

I. OBJECT

The object of this directive is to describe:

- A. Parole, its aims and the restrictions it involves, etc. . .
- B. The way in which our force and the Parole Board work together.

II. PAROLE

A. Definition and aims

Parole allows anyone detained in a penal institution in Canada who has shown unequivocally that he intends to reform to be freed before his sentence expires and serves the rest of his punishment at liberty. During his parole, the person concerned is under surveillance and subject to certain restrictions and conditions for his welfare and the protection of society. He must conform to the requirements of his parole certificate and follow the directives of his supervisor. Parole has two aims: the reform and re-education of the detainee and the protection of society.

B. Restrictions and conditions

In consideration of the parole granted to them, all detainees give their written word to respect certain general conditions and, where this applies, certain special ones. For example:

1. *General conditions*

- a. Until their sentence expires, to remain under the authority of the regional representative of the Parole Board.
- b. To obtain the written authorization of their supervisor before:
 - (1) buying a car or using a motor vehicle;
 - (2) contracting debts by borrowing money or buying on credit;
 - (3) assuming additional responsibilities such as marriage;
 - (4) possessing or having in their possession a fire arm or any other type of weapon;
 - (5) moving out of the district.

2. *Special conditions*

In accordance with the case, special conditions may be imposed like, for instance, a total ban on alcohol.

C. Failure to comply and revocation

1. A detainee on parole automatically loses this privilege if he is found guilty of a crime entailing a sentence of two or more years while he is on parole.
2. Parole may also be suspended as the result of a decision of a duly authorized representative of

the National Parole Board for the following reasons:

- a. leaving the district without permission and not informing the authorities of one's comings and goings;
 - b. lack of co-operation with the supervisor;
 - c. bad conduct;
 - d. excessive drinking;
 - e. refusal to work or leaving a job without permission;
 - f. neglecting to provide for dependents;
 - g. failure to report to the police;
 - h. breaking of any other general or special condition.
3. In all cases where there is suspension, forfeiture or revocation of parole, a warrant to that effect is issued by the Board or its Regional Representative. These warrants are entrusted to the Royal Canadian Mounted Police, Criminal Investigations Branch.

III. POLICE CO-OPERATION

To achieve this double aim of reforming the individual and protecting society, the Parole Board needs the co-operation of the police and, to this end, a policy of co-operation has been drawn up to help the board in the selection of candidates likely to benefit from parole, in their supervision once paroled and, where necessary, after parole has been revoked.

A. Selection of candidates

The Board counts on the police to provide it with a detailed report on the circumstances of the crime, the delinquent himself, the effects of the crime on the victim, public reaction, etc. . .

In order to give the Board this help, report form (F.336) has been prepared. Instructions for its completion and distribution are as follows:

1. When one or more persons are brought before a court of justice at the end of an enquiry, for any crime other than infractions punishable upon summary conviction, every person who conducts an enquiry must draw up for each individual not only the usual report of the enquiry but also a report of what he knows of the matter; this is done by filling in the empty spaces in F. 336.

2. The information required by the Board and which should be shown on F. 336 is self-explanatory. However, the following items should be dealt with as precisely as possible because of their influence on the decision to grant or refuse parole:

- a. the detainee's usual type of occupation and how thoroughly he does it;
- b. the type of places he frequents;
- c. his habits and reputation;
- d. his attitude after arrest — how co-operative during interrogation — how ready to help police;
- e. the circumstances of the crime and the detainee's behaviour when it was committed;
- f. the type of associates;
- g. the effects of his action on the victim (especially in cases of rape, robbery with violence, etc. . .)

3. F.336 may be filled in by hand by the person conducting the enquiry provided that his hand-writing is legible; a copy should be prepared. The original is sent to the Criminal Records Office together with the report of the arrest (memo-randum); the copy is transferred to the station

or section files after being seen by the divisional inspector.

4. When the case has been heard, the Criminal Records Office, which filed F.336 in the accused's record, fills in the shaded parts of this form which is replaced in the files so that a copy of the said report may be furnished on demand to the National Parole Board. The original is kept in this section to be used for the establishing of criminal biographies and for any other purpose judged necessary.

B. Supervision of parolees

So as to assist the Board in the matter of supervision, the Police Force wished to go beyond the simply monthly visit to the police but without unduly interfering in the affairs of the detainee on parole. Provision has therefore been made for co-operation in the following way:

1. As soon as a detainee is released, the regional representative of the Board has undertaken to send to the Police Force two cards of the type reproduced below for each of the detainees under his jurisdiction and for any others who are coming to Montreal from another district.

NOM			PRÉNOM			DATE DE NAISSANCE		
ADRESSE			ALIAS, SOBRIQUET			NO: S.P.M.		
SEXE	TAILLE	POIDS	CHEVEUX	YEUX	TEINT	NO: F.P.S.		
NATIONALITÉ		OCCUPATION, CLASSE, ÉCOLE				NO MATRICULE		
ACCUSATION			JUGE		COUR	NO CAUSE		
JUGEMENT	D A T E	DU JUGEMENT		DÉBUT DE MISE À L'ÉPREUVE		D'EXPIRATION		
REMARQUES (TERRITOIRE, COMPLICES, CONDITIONS SPÉCIALES, AUTRES RENSEIGNEMENTS UTILES...)								
(AU BESOIN UTILISER LE VERSO)								
NOM DE L'AGENCE					NOM DU RESPONSABLE			

2. As well as details allowing establishment of identity, these forms also contain some information on the nature of the crime, the length of parole and any special conditions which the person on parole must observe.
3. On arrival at the Central Information Office, the two copies of each form are filed in the "general card index" and the "emergency card index" respectively so that any policeman apprehending or challenging someone will be able to find out by making a telephone or radio call to the office if that person is on parole and, if so, what are the conditions of his parole.
4. As soon as he is informed that the subject of his enquiry is on parole, the policeman must immediately fill in an F.338 indicating, where applicable, every breach of the general and special conditions he observed.

Example: While on patrol, a motorcycle policeman observes suspicious behaviour on the part of the driver of a vehicle. He decides to challenge the driver; having established the latter's identity, he learns by contacting the emergency card index that the latter is on parole and what the conditions of his parole are. The driver produces registration in his name but cannot produce the written authorization from his supervisor to 1- possess and 2- drive a motor vehicle. The policeman then notes the above-mentioned details on F.338 and lets the driver go since, from a legal point of view, he has broken no law.
5. In addition to this, policemen must fill in an F.338 each time someone they know to be on parole is seen in a club, tavern or poolroom or with accomplices or notorious criminals or in any circumstances which might interest his regional supervisor.
6. F.338 cards on parolees stopped or detained during the last 24 hours should arrive at the Central Information Office before 9:30 each morning; this is so that the Office can, in the latter case, telephone the regional representative without delay and tell him that one of his people is under arrest. Also, in every case, a copy of the F.338 will be sent to the Information Centre of the Regional Parole Board for its information.
7. So as to help us keep the cards up to date, the Board undertakes to advise the Central Information Office as soon as someone's parole is finished.

C. When parole is revoked

1. As soon as there is an automatic breach (because the person on parole has committed a crime which makes him liable to a sentence of two years or longer) or the Board considers that, from the supervisor's report and the F.338's, the parolee has not sufficiently respected the conditions of his release, a warrant is prepared for execution by the Royal Canadian Mounted Police and two copies of form F.339 are made out for that force and sent to the Central Information Office.
2. When our force arrests anyone who is wanted by virtue of warrant from the National Parole Board, the Central Information Office must immediately notify the Criminal Investigation Office of the Royal Canadian Mounted Police which will take charge of the detainee.
3. Finally, the regional office of the Board undertakes to inform the Central Information Office as soon as someone for who it has issued a warrant has been arrested.

POLICE REPORTING MONTREAL URBAN COMMUNITY POLICE

I. Object

These instructions propose to define:

- a) aspect, reception of delinquents on parole who have to report to the police.
- b) staff assigned to that task, and duties related thereto.
- c) co-ordination and co-operation with the para-judiciary system.

II. Visits paid to police by paroled inmates

Purpose

The purpose of those calls are the following:

- to allow paroled inmates to prove his presence in the district where he was released,
- to remind him of his status and of the conditions it imposes on him,
- but to compel him to submit to some form of control which would likely help to prevent a relapse,

— to give him the opportunity of meeting with police officers under more favourable circumstances than on the day he was arrested thereby establishing a positive relationship with those responsible for enforcing the law.

— to help police to keep in touch with paroled inmates.

Consequently, these calls form an integral part of the treatment and control of the delinquents and, to some extent, influence their good or bad behaviour in the future.

VISITING HOURS: Monday to Friday inclusive

Day: 10:00 a.m. to 12:00 noon – 2:00 p.m.
to 5:00 p.m.

Evening: Monday and Wednesday – 7:00 p.m. to
10:00 p.m.

III. Staff qualifications

Maturity, formal specialized training or equivalent experience. Lack of prejudices against delinquents. Pleasant yet firm attitudes. Humane, understanding, ready to help. Will be subjected to special training.

IV. Duties

In addition to the above mentioned interviews, members of the staff will be called to perform the following duties:

- a) reading of pre-sentence reports (F. 336); responsibility for their adequate presentation,
- b) preparation and spreading of courses intended for police officers; responsibility for their drafting,
- c) public relations and co-operation with the para-judiciary system,
- d) watching over paroled inmates subjected to a special condition of abstaining from intoxicants, in clubs, beer parlours, etc.
- e) distribution of the F.336 form to authorized persons within the para-judiciary system.
- f) registration in the Criminology course at Montreal University, and qualification by final examination.

V. Definition of para-judiciary system

Any person or society establishing a relationship with delinquents, judges, rehabilitation agencies, S.O.R.S., John Howard Society, penitentiaries, jails, etc.

THE ROLE OF THE MONTREAL POLICE IN THE PAROLE SYSTEM

Presented by Samir Rizkalla, résumé of the research conducted in 1969 in collaboration with the Montreal Police Department for the Department of the Solicitor General of Canada, University of Montreal, 1972

Introduction

Within the framework of the Parole Act which came into force in Canada in 1958, conditions imposed on parolees and printed on their parole certificates require that those who are on parole must report to their local police as soon as they are released, and at least once a month thereafter.

In 1966, wishing to make this formality more effective, the Montreal Police decided to create a special unit, the Police Parole Unit, whose job would consist of centralizing and coordinating the various police activities relating to parole and of assuring efficient liaison between the police and the National Parole Board and its officers.

Members of this unit must fulfill some prerequisites in order to be able to carry out adequately any task to which they are assigned.

In fact, the directives creating the Police Parole Unit require the following qualifications:

- A. Experience in investigation
- B. Absence of prejudice toward offenders
- C. An agreeable and at the same time a strong personality
- D. A background in criminology
- E. Special training.

In 1969, after this unit had been in operation for three years, it was considered that an evaluation of its practical performance in relation to its objectives was needed. Although the directives which created this unit did set some targets, an in-depth study would help in defining others and in examining their relative importance.

Thus, the following schema was adopted for this research:

- Section one:
 - A. A study of the directives establishing the unit and the various documents relating to the collaboration of the police in matters concerning parole
 - B. An opinion survey of policemen and parole officers.

This first part aimed at determining the objectives of police collaboration in parole matters and at classifying them in order of importance.

- Section two would then establish the way in which these objectives are attained.

SECTION ONE

PROCEDURE, OPERATION AND OBJECTIVES

Introduction

In order to be able to base our evaluation on the present procedure, particularly for activities involving police collaboration, as well as the objectives of this collaboration as conceived by the individuals directly involved in its operation, we found it necessary to undertake an analysis of the procedure (Chapter I) and a preliminary opinion poll defining the role of the police (Chapter II).

CHAPTER I

PROCEDURE AND DOCUMENTS

The police intervene in the parole process *before* the decision of the National Parole Board is made and, subsequently, *during* the whole of the period the offender is on parole; that is, from the time he is released until the original sentence is served.

Case Study

Before granting parole, the National Board asks for reports from the police, the judge who pronounced sentence, the probation or parole officer who was in contact with the candidate, and the institution where he is detained.

The report¹ of the Montreal Police, contains information on the following points:

1. *The Offence*

Type of offence, circumstances of the offence, modus operandi, violence involved, value of articles stolen, found or returned, instigators or accomplices.

¹This report was called "pre-sentence report" while in fact it has nothing to do with the *sentence* since it precedes and is one of the factors in the National Parole Board's decision.

2. *The Offender*

Identification: name, file number, alias, F.P.S. number, address.

Personal data: date of birth, civil status, occupation and work attendance; habits: drugs, alcohol, places frequented, company kept, reputation, attitude after arrest.

Judicial antecedents: cases pending, bail at time of arrest, juvenile file, sentences not appearing in R.C.M.P. file.

3. *The Victim*

Effect of the offence on the victim: age, character and reputation of the latter.

Some of this information is likely to bring interesting elements for evaluation before the National Parole Board.

During the Parole period

In order to facilitate the planning of their work with parolees, the police would like to be informed of the approaching release on parole of an individual. This preliminary notice was received only in 48 out of 100 cases.

The moment an individual is released on parole, the National Parole Board sends the Police Department a card containing a résumé of the offences and the sentence, the starting and expiry date of the parole, the restricted area in which the parolee must reside and finally the special conditions by which he must abide.

The Police Parole Unit then receives the parolee who has to report as soon as he is released, and once a month afterwards. The interview lasts from five to ten minutes. It enables the officer to verify the address and the activities of the parolee, and to discuss with him the problems which he might possibly have to face. It also gives the parolee an opportunity to inquire about matters in which he might need assistance.

During these interviews, the officers of the Unit found that the majority of parolees have good attitudes. We picked at random 828 annotations in 100 files and found 95% of the reports "favourable", and the other 5% "neutral". When needed, the interview could be supplemented with "a discreet supervision of parolees and/or the haunts likely to foster the breaking of their parole conditions".

Finally, it should be noted that the unit prepares a control card for the person released, opens a dossier on him

and provides the central record file with a résumé of the information which could be of use to all patrol units. It also prepares various reports and compiles various statistics, as may be required from time to time.

CHAPTER II

THE OBJECTIVES OF POLICE COLLABORATION

Methodology

In order to evaluate police work in matters dealing with parole, it is first necessary to determine the criteria to be used. These can be defined in two ways: by a study of official documents to find out the objectives set by the authorities; by a survey which makes it possible to know how the people involved, that is policemen and supervisory personnel, perceive these objectives.

We thus submitted a questionnaire in three sections to 28 policemen and the same number of parole officers:

- 1) The first calling for *subjective* answers, concentrated on "the aims of parole".
- 2) The second calling for *subjective* answers, concentrated on "the aims of police collaboration in parole matters".
- 3) The third calling for *objective* answers, aimed at showing us the way those replying saw each of the objectives of police collaboration in relation to the system, notably in the field of supervision and the offender's resocialization.

Study of Documents

Through the study of parole regulations and police directives, this first approach enabled us to establish three series of objectives for police collaboration:

A – For the Police:

1. Facilitate their own task in protecting society.
2. Prevent recidivism on the part of released offenders.

B – For the National Parole Board:

1. Obtain the necessary information to help it with the selection of offenders suited for parole.

2. Obtain the assistance necessary for an adequate supervision of parolees.
3. Obtain a certain police collaboration in its work for resocializing and rehabilitating offenders.

C — *For the Parolee:*

1. Reconcile him with society and authority, embodied for him by the police.
2. Offer him, if necessary, the protection he might need to guard himself against his former milieu.

First Questionnaire

Three series of questions:

- 1) As was mentioned earlier in the paragraph on methodology, the first was aimed at finding out what objectives our sample attributes to parole.

The answers were unanimous about "resocialization of delinquents" (55 out of 56).

In addition:

- 44.6% emphasized "treatment" (the majority of parole officers form part of this percentage)
- 26.8% spoke of "supervision and control"
- 26.8% ascribed to the parole system an objective of "orientation, guidance and assistance to the parolee".
- 25% justified the system economically.
- Finally, answers such as "preventing recidivism", "protecting society" and "humanising punishment" made up some 10% to 15% of the replies.

- 2) The second set of questions dealt directly with the goals of police collaboration with the National Parole Board.
- 3) The third asked those interviewed to classify these goals in order of importance.

The primary aim of this collaboration turned out to be the supervision of released offenders. This answer was given subjectively by about 60% of the sample.

The second aim seemed to be the contribution to the resocialization and guidance of the persons released notably by "favouring positive communication between police and offenders"; 33% of the answers subjectively mentioned this objective; and 68.9% put it among the first three.

The third aim is that of "assisting in the selection of candidates suited for parole". We note here a significant difference between policemen and parole officers: while 57.1% of the former mentioned this objective, only 7.1% of the latter did so.

The replies gathered showed that our sample was not totally opposed to the idea that the Parole Unit of the Montreal Police take a certain social role in dealing with parolees, since this was accepted in the proportion of:

25% to assist parolees to find employment

78% to intercede with the relevant organization in order to obtain material assistance for the parolee

70% to give the parolee the opportunity to air his problems and help him in solving them.

Conclusion

A résumé of the goals of police contribution to the parole system, as indicated by the reading of documents and analysis of the questionnaire is given below:

1. To contribute to the selection of candidates suited for parole
2. To contribute to the supervision of parolees; priority is given to this objective by policemen as well as parole officers
3. To contribute to the resocialization of the parolee by:
 - a) reconciling him with the concept of authority
 - b) assisting him, on occasion, to solve his problems.

The objectives of police collaboration, thus defined, give us the criteria which enable us to proceed with the evaluation of this activity in section two of this report.

SECTION TWO

**EVALUATION OF POLICE COLLABORATION
IN PAROLE MATTERS**

Introduction

Once the goals were defined, it became a question of finding out, in this second phase, how police collaboration could help in attaining them.

Methodology

Two methods were possible: Case studies of the files, and opinion polls. We opted for the latter even though it may be necessary to complete them with case studies in a later research project.

The sample consists of:

- 25 policemen
- 25 parole officers
- 108 parolees.

The second questionnaire, of an objective, multiple choice type, was made up of the following:

1. *Questions of a general nature*

These questions tried to establish the way in which those interviewed perceive the objectives of parole, the effectiveness of the conditions imposed on the parolee and the usefulness of police collaboration.

2. *Choice of inmates suited for parole*

This second series of questions enabled us to find out if those interviewed thought that the contribution of the Police to the process of parole selection, is made impartially, and whether police reports can have a positive or negative influence on the Board's decision.

3. *Supervision*

Many questions were included in this section. They tried to measure the satisfaction of those polled with police supervision and also the usefulness and effectiveness of each measure of supervision, such as the monthly interview with the police and the drafting of reports to the Parole Board by the police about any chance encounter that they might have with the parolees.

Those interviewed were also asked to make suggestions for modifying the supervision system.

4. *Resocialization and rehabilitation*

Finally, with the last series of questions, we tried to measure the way those polled evaluated the contribution made by the Police Parole Unit to the process of resocialization. The questions were based on two criteria:

- Re-establishment of trust in authority
- Respect for the law.

Analysis of answers

1) *Useful goal of parole*

The majority (64%) was convinced that parole is granted to an offender to help him become resocialized, while 36% of policemen considered that it is merely a measure of clemency, shortening the punishment.

On the other hand, parole officers and 100% of the parolees with three or more imprisonments found that the importance of parole was its usefulness rather than its humanitarian aspect.

2) *Effectiveness of conditions imposed on the parolee*

Policemen (52%) were sceptical and replied in the negative when it came to the effectiveness of the resocializing conditions imposed on the parolee. However, the parolees (91%) were convinced that these conditions could help in their resocialization and replied in the affirmative.

Finally, only policemen presented a high proportion though still a minority (48%), who considered that these conditions are powerless to protect society. Parole officers and parolees (about 85%), took the opposite view.

3) *Usefulness of police collaboration*

Those interviewed, policemen, parole officers and parolees, were of the opinion that police involvement with the parole system is useful for each of the three groups. However, 35% of parolees, an important minority, stated that this collaboration is useless and even awkward for the parolees.

4) *Usefulness and impartiality of the report for selection of offenders suitable for parole*

Of those interviewed, 92% said that the report drafted by the police for this purpose, is useful.

However, 52% considered that it is more likely to delay or deny parole permission rather than accelerate it or have it approved. This negative aspect was advanced principally by parole officers (61%).

This report is also almost always impartial, in the sense that the policeman restricts himself to expressing an objective opinion on the offence and the offender. This was the claim of 100% of the policeman, 68% of the parole officers and 63% of the parolees. Among the latter, those who served from 12 to 35 months less in prison because they were paroled (81%) were the most convinced of policemen's impartiality.

5) *Usefulness of the monthly interview*

Sixty-nine percent of the replies affirmed that the parolee's monthly interview with the police was necessary or at least useful. Policemen were 85% in favour and even 61% of the parolees were convinced of this.

However, policemen considered that this interview best serves the purposes of the National Parole Board, while the latter's representatives attributed the primary benefits to the police.

As for the parolees themselves, 48% thought that these interviews were beneficial to them, 52% thought that they served the police primarily, and 44% considered that they were of benefit to the Board.

6) *Cooperation with the Police Parole Unit*

The existence of a special Unit makes the parolee more cooperative than if he were to have the interview with a policeman not specialized in this matter.

In fact, 59% of the sample gave the above answer, 18% declared it made him more trusting and 22% were neutral.

Those who are paroled after three or more incarcerations were 70% for the option "more cooperative".

Furthermore, although parolees over 40 years old have less tendency than those 25 to 39 years old to become "more cooperative" (54% against 66%), they are, nonetheless, more so, than those under 25 (only 46%). In any case, they are almost three times less inclined to become "more distrustful" (9% against 28%) than the latter.

Finally, those who received their first conviction after the age of 25, are more inclined to be indifferent than each of the other categories (40.74% against 19% for those under 18 and 13% for those 18 to 24 years old).

In addition, within the framework of their participation in supervision, policemen have to send a report to the National Parole Board on any chance meeting which they might have with a parolee. This report was considered useful by 87.5% and effective by 74% of our sample.

7) *Dissatisfaction with police supervision*

The survey as a whole, showed little or no satisfaction with the present form of police contribution to supervision.

This dissatisfaction is attributed to three factors, varying according to the category of those interviewed:

- Policemen would like to exercise closer supervision. They would like the Board to delegate more authority to them in this field.

- Parole officers would like to have policemen more disposed towards making requested investigation of specific parolees. In their role of social workers, parole officers found a certain interference by officials of the Police Unit.

- Parolees would like to have a more relaxed supervision, to make less frequent visits to the police and when necessary, to be assisted by police officers of the Parole Unit in finding a job.

However, notwithstanding this dissatisfaction, our sample as a whole found the police contribution effective in supervising. It offers surer guarantees in having the offender respect the conditions imposed by parole.

While 51% of the sample thought that, despite police supervision of the parolee, the latter has "often or always" the opportunity of escaping detection when breaking his parole, 73.43% of the sample gave him the same chance in the absence of police supervision, that is 22% more. For policemen, this difference is 20%; for parole officers 17%; and for parolees 27%. Of parolees, those who give themselves a better chance of escaping detection for breaking their parole in the absence of police supervision, are the ones incarcerated for a second time (43%).

Finally, those at their third incarceration seem to think that, with or without police supervision, they will be caught anyway, since only 30% of them believe that they will escape detection if the police are not part of the picture and only 20% if they are part of it, a small margin of 10%.

8) *Police contribute effectively to the resocialization of delinquents*

By making the parolee more cooperative towards authority, the Police Parole Unit helps in the process of resocialization.

The research has also shown that the work conducted at present by the police helps the delinquents to regain a certain trust in authority and to elect for respect of the law. 61% of those interviewed were in favour of this activity and particularly the parolees themselves, with a percentage of 70%.

Conclusion

According to the survey, the creation by the Montreal Police in 1966 of a special unit designed to take an active part within the parole system, has proved useful and effective.

In addition to helping the National Parole Board in the selection of prisoners suitable for parole, which was recognized by 92% of policemen, parole officers and offenders interviewed, the police have an active part in their supervision. Of the sample, 73% believe that the parolee has less opportunity for breaking his parole without being caught, that is 22% more than those thinking he runs the risk of being caught in the absence of police collaboration.

However, those interviewed showed, on the whole, little satisfaction with the present form of police supervision:

- Parolees would like to have this supervision relaxed (81%) and have policemen give them greater assistance (73%).
- Parole officers would like to have the activity of the police curtailed, while at the same time they want them to be ready to act, should they need their services.
- Policemen would like the Board to assign them more power in the field of supervision, specially where it concerns the measures to be taken when an offender is caught red-handed (55%).

Finally this unit adds an active element to the process of the delinquent's resocialization:

- He becomes more cooperative, according to 59% of those interviewed.
- He regains a certain confidence in authority, and is better disposed to obey the law, according to 61% of the sample as a whole, and 70% of the parolees interviewed.

However, the system calls for some reforms, among which we cite the following:

- 1) Cases should be individually processed, specially in considering the frequency of the parolee's interviews with the police.
- 2) Policemen should make themselves more easily accessible when parole officers find it necessary to have their clients supervised more closely.

3) Police reports for the selection of candidates suited for parole seem adequate, in their present format, for the great majority of cases. However, for certain other cases, they should be completed by a more detailed document or by personal contacts between investigators and parole officers.

4) It has been shown that it is imperative to maintain the Montreal Police Parole Unit.

Its role should be extended to include acquainting offenders with community resources capable of helping them to solve their problems, and assisting them in finding a job.

5) To counterbalance this additional work load for the Parole Unit, parole officers could make some efforts to change the image of the police as perceived by offenders.

6) The relationship between the police and parole officers should be strengthened by means of periodic meetings. Both sides would then be in a better position to understand their respective roles and could propose positive measures for the better protection of society and more effective action in the resocialization of offenders.

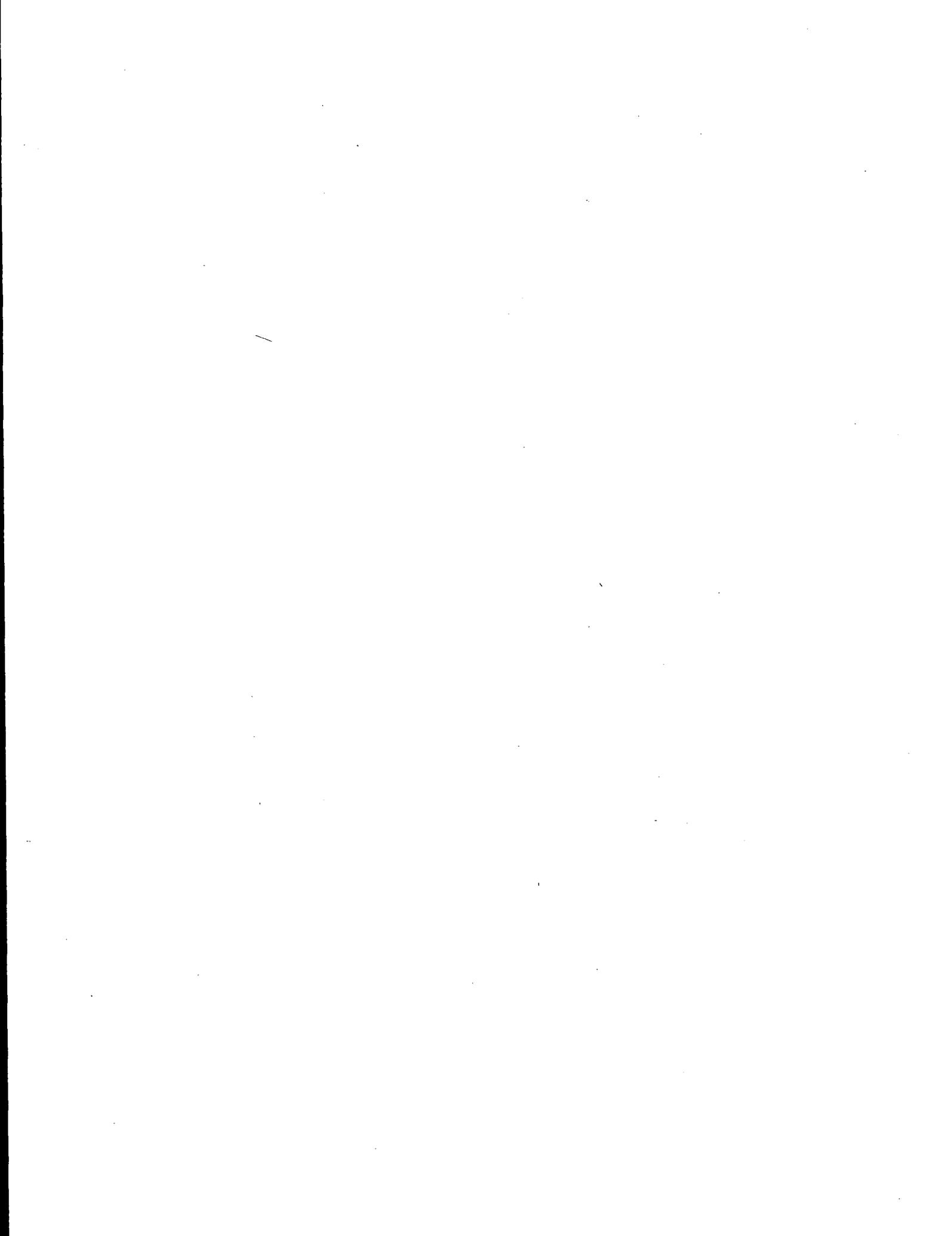
We can conclude therefore that this research, based on opinion polls, has given us very valid *indications* of the importance of having a special structure within the framework of a police Department, designed to deal with parole.

These indications then need more explicit scientific proof which cannot be obtained except by follow-up of case studies.

There is some likelihood that the system applied by the Montreal Police could be extended to several large Canadian cities. It is justifiable therefore, that the efficiency of this system should be studied more thoroughly before or during its experimental expansion period.

**ONTARIO REGION
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**TORONTO MEETING
FEBRUARY 1974**

Remarks by Mr. L. Zeitoun, Co-ordinator Community Resources, National Parole Service

Mr. Zeitoun explains before the process of consultation leading up to the development of the 1st workshop in Toronto.

On November 29, 1973, a group from the Parole Board and Parole Service met with Metro Toronto Police to discuss areas of mutual concern. They found the police attitude cynical and the police were unclear about the role that they should play. The police in Metro Toronto were not satisfied with the present arrangement for police reporting and were also unsure about the type of information the police should give the parole people about a parole applicant.

They felt the National Parole Board was more concerned with the individual than with the protection of Society. Metro Toronto Police have not set top priority for parole.

It was decided that a workshop would be the best vehicle to discuss these concerns and the date was set for February 7, 1974. In the meantime the police committee on parole received approval from the Chief to establish a parole unit to handle all parole cases and act as liaison with the NPS.

The decision of the workshop was as follows:

1. The first step was to define the objective of the workshop and arrive at a definition which was "to develop and maintain a more effective mechanism of communication and consultation between Metro and the National Parole Board".
2. It was then decided to have a presentation from each of the Parole Service and Metro Toronto Police outlining their views about police-parole relations.
3. The Montreal Urban Community Police were invited to participate and report on the operations of their Police Liaison Unit which was set up in 1966.
4. After these presentations it was decided to meet in three syndicates to discuss one theme: "A Model

for Police-Parole Liaison Unit". This was particularly relevant because of the decision of Metro Toronto Police to set up such a unit.

Remarks by Inspector J. Crilly, Metro Toronto Police

Inspector Crilly of the Toronto Metropolitan Police expressed some of the problems and concerns of the Police Department.

"Until recently, the thought that a police officer being actively and genuinely interested in the parole function was considered by many to be impossible. The thought uppermost in the minds of most police officers was that they were only being used as bogeymen and a sword held over the head of parolees."

This, he declared, is only a myth. He pointed out that years ago when parole was called Ticket of Leave, there was more action taken by the police on persons reporting on parole but, today, with the increase in crime in the past number of years, the yearly increase in population, the advent of Legal Aid, Bail Reform system, and the ever increasing demands on the police in the form of investigation of crime, crime prevention, safety patrol and so on, parole and probation have been placed far down the list of priorities.

The priorities set by the police may be in reverse to the Board's; concern for the police officer; concern for the community; concern for the parolee.

"The concern for the parolee is centered around his rehabilitation — by his actions — and his acceptance to and by the community. The concern of the police officer is, of course, the police's prime concern. How does he accept the parolee — a man he has just seen convicted and sentenced to jail after many remands and frustrating hours in court, now out walking the street after only serving a very minimum of his sentence."

He pointed out that a police officer may find a parolee breaking many conditions of his parole and be helpless to do anything at that moment to impress upon the parolee the conditions of release. Time after time the police find themselves in embarrassing situations when they have to accept abuse and harrassment from a parolee who, of course, is well versed in his civil rights, and report him to his parole officer who will not do anything about it. On many occasions the parole officer has been notified of an incident

and the police officer has been advised to send a letter. When a parolee has been arrested, the quote would be — "advise me when he is convicted." Incidents have been reported to parole officers and the parole officers have done nothing about it, Inspector Crilly said, but he added that Mr. Beames and Mr. Hermiston have been most co-operative.

Referring to mandatory supervision Inspector Crilly gave an example of a man who gives the police problems. It was reported several times to the National Parole Board and a letter was sent indicating that because of his deviant behaviour, a parolee would have to stay out of certain areas of the city. The police were asked to retain him as long as reasonably possible to allow suspension warrants to be issued. "How can we hold them waiting for the parole officer to come down and take our warrants?" he asked.

Police want to help in the rehabilitation of parolees. Most parolees report to the police but nowhere in the books are there rules and regulations that a man must report — the parolee's supervisor makes this a condition of parole — it's not in the Act.

In this area, he suggested that the police have been at fault by not following up on the parolee arrested or submitting the reports to the parole officer. To this end, Metro Police are now establishing a police reporting parole section similar to the one set up in Montreal.

"Contrary to general belief, the police do want to help in the rehabilitation process," he said. "One of the main conditions of parole is police reporting but, due to the nature and structure of our function, we have directed our energy and resources in removing offenders from society and the matter of rehabilitation has been someone else's responsibility.

As a result of the functions played by the police, a committee was formed — first, to review the present involvement of our force in the parole scene: second, meet with members of the National Parole and Ontario Correctional Services to gain an understanding of their role and obtain their advice on police involvement in rehabilitation and, third, decide if the present police participation is satisfactory and, if not, recommend changes. A hard-nosed attitude was taken towards parole and the committee decided to seek answers to a number of questions that were uppermost in the members minds. Many of the answers received were most startling. The committee then concluded that the police should get out of parole reporting or get into it up to their ears.

"Our investigations showed us that we, too, were negligent in our attitude towards the parole field and more so towards the parolee himself. Therefore, we are not passing the buck for the lack of communication between the parole office and the police department, but are taking full responsibility for our failures".

Inspector Crilly then referred to a study of the number of persons arrested who had potential to be placed on parole and the number of people reporting on parole.

In 1973, 23,888 persons were fingerprinted and photographed. Of these, 11,883 were repeaters, placing a considerable workload on the police department. A monthly average of 507 persons are reporting on parole; — National 385 and Ontario 122. We see 600 new parolees each year.

Attention was centered on the number of requests for information received from the National Parole Service, Ontario Correctional Service, and Penitentiary Service.

NPS requiring answer	939	No answer required	1229
Ontario "	"	"	"
Institutions	184		293

Many other requests for information were made in person at the office and are not included in these figures.

Concerning post-sentence reports, Metro Police receive a request for a report of the circumstances surrounding the offence two or three months after a person has been committed to a penal institution.

"How nice it would be if we could answer all the questions listed on the reverse side. Certain statistical questions can be completed without difficulty but when items of a personal nature are requested, we run into a cement wall as the usually well-schooled arrested person has been advised by his lawyer to keep his mouth shut."

Police officers going to areas of employment, checking into family and marital background are looked upon by many members of our society as breaching civil rights and having no right in this area.

Inspector Crilly believed that much valuable information could come from pre-sentence reports, ordered by the judge, as it is more likely that the person being sentenced will co-operate because this will present a good picture to the judge and draw a lighter sentence. Co-operation between police, courts, Ontario Correctional Services and National Parole Board would be most beneficial in this field.

Many requests are received for visiting rights of friends and so on. Letters requesting assistance to determine if any rehabilitative benefit might be derived by granting such visits. "How can you possibly assist when all that is received is the name C. Jones, Toronto or Mr. and Mrs. D. Brown, State Street. This information is of no value to our police department. There is no information supplied as to the prisoner's full identity, charges convicted of or sentence. He could possibly never have been in the Metro area."

Requests are also made for information relative to temporary absence. Many times these requests are received after the person has been given his pass.

"Temporary absence and day releases have been a bit of a sore spot with members of our department. Many prisoners are seen walking about the streets and when checked through police department files, no record can be found of their release. In some instances, persons on temporary absence have committed crimes and when the police investigated these offences and photographs were seen, complainants identified a person who our records showed as being in prison. It is only after contacting the various agencies do we find that the person was out on release. You can imagine the frustration when the police have to go back to the victim and apologize for something over which he has no control."

Inspector Crilly suggested that granting a temporary absence might not always be a good idea. He cited a case of a man who had trafficked in drugs, had a year for possession, plus other charges for receiving (8 months) and two other charges, six months each concurrent, and the police were asked for information. He referred to Neuro-Psychiatric reports — and suggested that this is a field where the courts could give a much fuller report. It seems that the Parole Board and Ontario Correctional Services are hoping the police officer will be able to psychoanalyze the individual and establish whether he would function better within or outside an institution. "This calls for a conclusion that police officers, in our opinion, are not capable of making at the time of investigation or arrest."

At the moment, letters are received by our department advising the date of a parolee's release, the supervising parole officer, and the conditions of parole. When the parolee reports at the Identification Bureau, he is interviewed by a police officer and assigned to one of our 18 reporting divisions to report between the 15th and 20th of each month. We feel that this type of reporting has not been satisfactory and we have recommended change.

At the end of each month, a list of the delinquent parolees who failed to report is forwarded to the National Parole Board with a copy to the parole office in Toronto, and to the Ontario Correctional Services. But, no feedback, or very little, is received from the National Parole Board on action taken. Replies from the Ontario Correctional Services were that very little or no effective action was taken, that is the parolee is warned.

To test the value of these reports, during June, July, August, and September last year, no reports were sent to the parole board or to the Ontario Correctional Services and, up to the present time, no requests have been made for these reports.

Delinquents run about 60 national and 150 provincial a month. "I am sure that you are not so naive as to think that we have reached the millenium of reporting in that 100 per cent of the parolees report in the month indicated."

An area of conflict arises when the parolee first reports after release. Inspector Crilly wondered if the person reporting is actually the person released from prison as there is no positive identification with him. The idea of photographing and fingerprinting each parolee was discussed at a meeting with the parole service but turned down because of civil rights of prisoners. It would appear that should the parolee object to this type of procedure, we may stand to face a civil suit.

After a parolee reports, a search is made of metro police files and many times outstanding warrants are found, many of these came to our files after the person was incarcerated.

Warrants of Committal on driving offences, which run to several dollars or days in jail are found to be most prevalent and to execute these warrants in default of payment places the police in an embarrassing position of jailing a man who has just been released from prison. These matters could be cleared up if the police department in the area where the parolee is to be paroled was notified several months in advance. Possibly at the time of his application for parole — so that the warrants of committal could be executed while he was serving time, rather than causing him financial embarrassment and jail on his release.

A man remains on metro police records as a parolee until we are notified by letter from the Board or the Ontario Correctional Services that he can be removed. We have been reporting on delinquents for more than a year when we know that they are in jail but no letter removing them has been received.

After looking at our own department and the areas of concern I have mentioned, a meeting was held with the members of the National Parole and Ontario Correctional Services, and an exchange of critical information was made.

"It was the consensus of the parole officers that police reporting is a means of restraint and has the effect of keeping parolees informed that the police still hold a big club over their heads. It is this thing that we would like removed from the minds of the parolee and the public."

The problem of confidentiality of police reports about the force's information and about the advisability of inmates being granted parole was discussed. Feelings on this ranged from greater confidentiality to the idea that statements given to the police may be recorded for verbatim and would reflect in more uncertain terms the views of the police, and the parolee would be aware of the police opinion.

Warrants of Suspension issued in the metro area by the Board are forwarded to the RCMP for execution. These warrants are not placed on C.P.I.C. for at least 10 to 12 days after issue. We feel that any warrants issued should be placed on C.P.I.C. immediately so that they could be executed by other departments and the RCMP. Inspector Crilly concluded by stating that not all the blame should be placed on the National Parole Service or the Ontario Correctional Services. He declared that the police department bears a share of responsibility in the area of failure. As police forces, the Board, the Ontario Correctional Services, and the Penitentiary Service, the courts and justice departments are all now involved with the rehabilitation of human life, "we must take our heads out of the sand and bury our differences and become partners in the rehabilitative processes, which are being eroded because of indifference."

The police officers, the parole officer and the probation officer have in the past displayed a lack of trust for each other, which has caused a great deal of frustration and cynicism in the minds of field officers. "Let us now open up all areas surrounding parole and probation. Let us put forth our hands in trust. Let us put forth our faith in one another with confidentiality which we can trust without exception. These interchanges of information can only come about by the proper liaison between police, parole, probation, courts, and the rest."

Remarks by Mr. R. Beames, Toronto District Representative, National Parole Service

Mr. Beames stated that this was a most important meeting and the first of its kind to be held in Toronto. He discussed the growth of the Toronto office and indicated that when the office was first opened there were limited contacts with the police. These have increased as the number of parolees increased and the number of violations grew. He said that this connection with the police has grown especially with the identification bureau and with Inspector Coulis and his predecessor. Additionally there have been endless minimal contacts with various police officers on particular cases. "In this sort of contact the parole officer can never really share information, exchange ideas, clarify anything other than the particular situation regarding Joe Blank. They rarely have the opportunity to sit down with the police and sort things out that they should know about".

In 1973, the Toronto office increased its liaison with the police after the Board headquarters decentralized the police reporting process. The office set up its own B.F. system to deal with all complaints of those who do not report. "We have worked hard to make the system work and we can pretty well guarantee that if you say a name is delinquent in reporting, we will follow it up, find out why, and give you feedback.

The liaison officer visits the Metro College every two or three weeks and speaks to police officers on up-grading courses. Mr. Beames said he had participated in these sessions and "there are times when one feels he is standing in a wind tunnel — being blasted". He indicated that there is much strong feeling between the parole service and the police and thought this was completely understandable.

He indicated that the Toronto Office is searching for ways to raise and discuss a number of things about the relationship between the police and the Parole Service at all levels. The police were urged to share information such as occurrence reports, which Mr. Beames stated were very important because it could result in suspension of parole. He realized, however, that there is a real barrier about sharing this information, which is also important for police investigations. He said that parole officers go out on a limb to share information but there have been no regrets about this and the Toronto office has never found any breaches of confidence by the police.

Mr. Beames stated, however, there have been charges of harrassment by the Metro police coming directly from parolees, mandatory supervision cases, and indirectly from agencies who deal with these cases. He thought the police

may be involved in questioning and searching. Although a situation may be more serious than a parolee is willing to admit, there may be some real cases of harassment. He urged that this matter be placed in the open and looked at directly, to help remove the barriers between the service and the police. Suspension, revocation, and forfeiture seem to be a grey area as far as many police officers are concerned. "Some feel that the moment they give the Service negative information the Parole Service will immediately suspend. But the Parole Service sometimes cannot suspend."

"Perhaps one of the best ways to clarify this would be more discussion to outline the problems from the Service's point of view and distribute some sort of a directory with definitions and procedures." Mr. Beames thought it necessary to accept Parole Service commitments to the police and do its best to explain Service rules, terminology, and responsibilities. He suggested that the police look at National Parole Service responsibility for the supervision of parolees and wonder how the Service could possibly know what is going on.

He stated that the police feeling might be summed up by, "you don't work nights and these guys go to work at night." Mr. Beames said that parole officers do work one evening a week and most of the officers in the Toronto office do in fact work two evenings a week. They are available by telephone and can be approached at other times, though he admitted there have been gaps in availability of officers.

He said that a great deal of parole work is shared with other after care resources ranging from volunteers to the Elizabeth Fry Society and John Howard Society and some of them have very different philosophies. For the most part they are skilled and competent. He said there is other support from many groups in the community. For example, Canada Manpower, the Clarke Institute, the Ontario Mental Health Centre, and various ex-offender groups.

He concluded by hoping some of the issues he listed could be discussed at the conference.

Remarks by Superintendent M. Coulis, Metro Toronto Police

Superintendent Coulis stated that one of his duties was to look after correspondence and the control of parolees in the Toronto Metropolitan area. His department decided to look into the matter of police involvement in parole and

arranged meetings with the National Parole Service and other private agencies. As a result of these meetings, the department developed definite ideas and set up a Liaison Unit similar to the one in the Montreal area. Recruitment of specialized police officers to perform the duties in this unit was initiated and the unit commenced operation.

At that time there were 700 parolees in the Toronto area. It was acknowledged that the past system was of little value and that all police sources were geared to putting the parolee away. The Liaison Section now had an active interest in rehabilitation.

The members of this unit had regular, scheduled meetings and special meetings with relative agencies and submitted reports, etc.

Superintendent Coulis reported that 32 questionnaires were sent out. He received 23 back — approximately 70%.

The results were as follows:

Contacts with police and parole officials — response in 8 — none.

15 met with D.R.'s — 4 held special meetings only.

3 reported difficulties — stated they received no satisfaction from the monthly reporting system

4 expressed breach of confidence

5 forces reported difference of opinion on what constitutes a breach of parole

1 force felt the John Howard Society were anti-police in relation to police reporting

2 forces felt that they should be supplied with a photograph of the parolee taken prior to his release from the institution

1 force was very negative

Superintendent Coulis concluded by saying that the key to the whole problem is communication.

Remarks by Inspector D. Crépeau, Montreal Urban Community Police

Inspector Crépeau stated that his report was to be a resumé of the report made by the department to the Senate

Committee on Legal and Constitutional Affairs studying parole.

To date, practical application of the parole system has been a commendable effort but a deplorable failure. Study of the 1971 police activities figures point to the success of the system as between zero and 67%. There are some who have been rehabilitated because of parole but the 67% is unlikely because the figures we have prove the 67% does not include those who committed crimes not solved.

The Montreal force has its own committee on unsolved crimes and figures are available. The force feels this program is not successful because of improper selection of candidates — through lack of information as to the criminal profile, milieu surrounding the criminal, and his habits and that the evaluation of the subject is based on possibility of rehabilitation rather than probability.

He believed there was a lack of coordination between penitentiary and Parole Services as well as lack of co-ordination between probation and courts. The Board may think it is giving a first chance to an inmate; — we claim it may be the tenth one for that person.

Inspector Crépeau said there was a lack of co-ordination within the parole system, between the philosophy of the system and the application. He thought there is lack of understanding in each of us which is our own role in this participation or rehabilitation. "We feel that this lack of co-ordination between all organizations makes it so complex, it becomes easy for real criminals to cut through system."

He declared that surveillance does not exist on paper — "It's not by reporting once a week or month, talking about the mother, or asking how it goes, etc. Parole without surveillance is not parole. We feel that information from police is not seriously received and taken into consideration by parole personnel."

Conditions of parole are not properly selected for the individual they are too much general. It was felt this surveillance is dumping the responsibility to the police — it is the shield without social justice. Consequently the Montreal police have reached the conclusion that rehabilitation is more a coincidence.

Nonetheless, Inspector Crépeau said that the police believe that rehabilitation is the best way to protect society by prevention. But it has to be improved — better selection, better co-ordination, and better surveillance. It was felt that police participation insofar as selection is concerned — is

needed to make up a criminal profile of the individual, his milieu and his habits. Additionally he believed that the police should not take over the responsibility of surveillance of parolees and that we should have a well structured way of transmitting information on movements of parolees.

In 1966 the Montreal police formed a parole unit to facilitate contact and exchange with members of the parole service. Parolees are interviewed — control information to be able to make identification of the parolees reporting. Have pictures, name of mother, father, relatives and all information contained in the fingerprint file to check if real person opposite photograph. This would give a good idea if it is the right person reporting.

"We would like parolee picture taken when inmates leave penitentiary because of changes in his face. We also do not feel he is a regular citizen — he has agreed to come back to society under certain conditions. He should not come without identification. He should have I.D. with fingerprints and picture on it. As police officer, I carry identification but parolee doesn't.

In 1973, the force started a program to improve effectiveness. Investigators, all well trained in criminal field make a complete criminal profile of inmate asking for parole, who we feel are the most important.

An investigation is made within the department, checking all information through hold-up squad, fraud squad, and all information in department. "We do not rely on investigator who made last arrest. We go much further than that — back to his juvenile activities."

It is the opinion of the department — not of one many anymore. This is also done for parolees and for a while with the penitentiary people — every week in two penitentiaries around Montreal. An opinion is given following investigation of the inmate insofar as juvenile activities, family, habits, milieu, alcohol, drugs, organized crime, his part in this and in that. The force is trying more to forward surveillance reports, parole, penitentiary, probation officials and the courts, and the cost is borne by Montreal Police.

We had many examples when we gave information — first thing we learned that the parolee gave a feedback, he knows what we have said — we have feedback from Parole Service personnel to whom he said it is not true he belongs to organized crime. We can verify this information given to parolee or the inmate. We need to have more participation to overcome mistrust. Information remains confidential — we won't say he was part of organized crime — he is lieutenant

of someone and so makes it difficult for police to work. Some information must remain completely confidential. Reports from a department set-up are better accepted by prison or parole people rather than from "the man." What we are doing now is more effective on their decision.

We criticize ourselves — benefits are so real we plan not to give opinions only on those we feel we should. We plan to give opinion on all of them — everyone known by our department. We feel this man should have a parole for whatever reason — now we are badly accepted by many people in the field of rehabilitation. We haven't the time to speak to everyone. As far as police are concerned — we feel like we're going through a meat grinder to safeguard our confidentiality. There's a drawback between two services if we don't reach a stage of trust in each other.

As far as police information is concerned, which we need badly if we want to implement T.A. and parole, we complete as much as possible genuine background information. The Montreal Police have two types of information, written information that is available to any officer and the other type is confidential. It is mostly about those identified as participating in organized crime, but the police cannot go before the court and prove everything.

The Classification officer may have to skate around — the force cannot divulge this type of information so this puts him in a quandary when he is before the inmate who wants a T.A. But the inmate may have been connected with organized crime and this is considered confidential information. They must not question what police say about the inmate, so inmate is caught in between. Reaction on part of inmate — they know if connection was not in decision. This is part of a reality — inmate has to know and the facts are there.

He replied that agencies do not have the same philosophy as the police. A social worker does not want to supply all information to the police, because she is working on behalf of parolee. If the police learn that the agency is not to be trusted because a worker has given information to the parolee concerning the police, he will not be trusted. He declared that it is important for both sides to work in one direction by meeting gaps, by trying to co-operate with all the organizations, same objective, protection of society.

"This cannot be done in one day — it has to be tested in practice to become a more co-operative way of working. When Mr. Street talks about parole it is rehabilitation of inmate and the protection of society. Our philosophy is first the protection of society and, second, the rehabilitation of

inmate — but it might not be the most important one first. We both need to get understanding of each other." The inspector said police regard inmate from their own point of view, whereas Parole Service and an after-care agency look from a different point of view. Police should be an integral part of the parole system. The police are the people who put him in prison and now police are trying to con him that they are trying to rehabilitate him. The police could forward their available information to those who are studying case on decision for parole. Selection is important, but the Police Department cannot put that much input to improve the decision. Parole people see fourth offences as first ones.

An official of the Toronto Police asked how can the police report the evidence substantiating that a parolee is engaged in criminal activities with other people to an outside agency when it's a breach of the Parole Act?

Inspector Crépeau replied that the Montreal Police do not supply written reports only verbal ones. However, the pre-sentence report that we give to the Parole Service when he is convicted and sentenced to two or more years is a written report though it never contains everything the police know. He felt it was better to exchange information by talking and asking questions.

Luc Genest, Quebec Region, Director for the Board said he did not entirely agree with everything Inspector Crépeau said, especially on figures, but agreed the system needs to be perfected. Nevertheless, real progress has been made in seven years; more benefits and a change in communication. The channel is more and more informal, so police and parole officers are able to sit around a table and speak freely. Even if there is disagreement, it is possible to accept and exchange ideas very freely and slowly but surely the different philosophies will be integrated.

Mr. Genest felt that the main problem is the necessity of having that new spirit of co-operation, sharing interpretations, spread to the rank and file — to parole officer and police officer. One was for district representative to speak to an assembly of police recruits and also have police officers speak to informal meetings of parole officers.

He suggested there should be frequent meetings between parole and police to discuss cases. "The main point is to have many contacts — to come to know one another not as a police and parole officer, but as human beings and then we will have made real progress."

RECOMMENDATIONS FROM THE SYNDICATES

C.P.I.C. Canadian Police Information Centre

- C.P.I.C. terminals should remain strictly for police; other agencies may have access to information but only through police channels.
- R.C.M.P. should immediately put suspension warrants on C.P.I.C., rather than wait until 12 days after they have been received.
- There should be wider use of parole information on C.I.P.C. — eg. special conditions of parole should be listed. Some forces have been doing this but not all.
- The parolee or Mandatory Supervision case, be placed immediately on the C.P.I.C. System with any special conditions that the National Parole Board may have included on his Parole Certificate. These conditions would be under the National Parole Service's Clause 8 and would be a special condition other than the normal conditions applicable to parolees or Mandatory Supervision cases.
- The issuance of Warrants of Committal and arrest, by the National Parole Service, be placed immediately on the C.P.I.C. System so as to enable the community police in the apprehension of the subject named in the warrants.

Identification of Parolees

- The parolee should be issued an identification card with his picture (full face) and thumb print. A matching card would be sent to the police department.
- This card should be issued but given only to police.
- The parolee's card should show his thumb print only, since pictures can become unreliable.
- It was agreed that a picture and thumbprint should be given to parolee to report to police. It was considered the thumbprint and photograph ought to be implemented on national basis and the photo to be taken when he leaves the institution. There ought to be uniformity and it was indicated that this would be possible. In the case of the smaller police force, it would be helpful if each police force submitted the method they are going to follow to the Board so they would know what to expect. It would be the job of the district representative to formulate what police in his area author and how they are going to do it.

Structure of a Parole Bureau

- It was recognized that a parole bureau would be economically valid only in a large metropolitan police force.

Smaller police departments would be better advised to assign parole work to one officer as a part-time duty.

- Officers in charge of, and working for a bureau should have many years of investigation experience in all areas of police work; he should be able to empathize with people; he should have some knowledge of criminology; and he should be acceptable to other police officers.
- Officer in charge of and working for a bureau should take time to establish credibility with other police officers and squads and should expect some initial hostility.

Temporary Absences

- If an inmate fails to return from a leave of absence, the police responsible for the institutional area should be asked to investigate; not the police department of his stated destination.
- Police departments should be given 2 weeks notice of an inmate's release under the temporary absence program.
- In some cases, inmates have committed criminal offences on a T.A. but were not suspected since they were assumed to be in custody.
- The Commissioner of Penitentiaries should arrange to meet with Chiefs of Police to discuss the entire question of temporary absences.

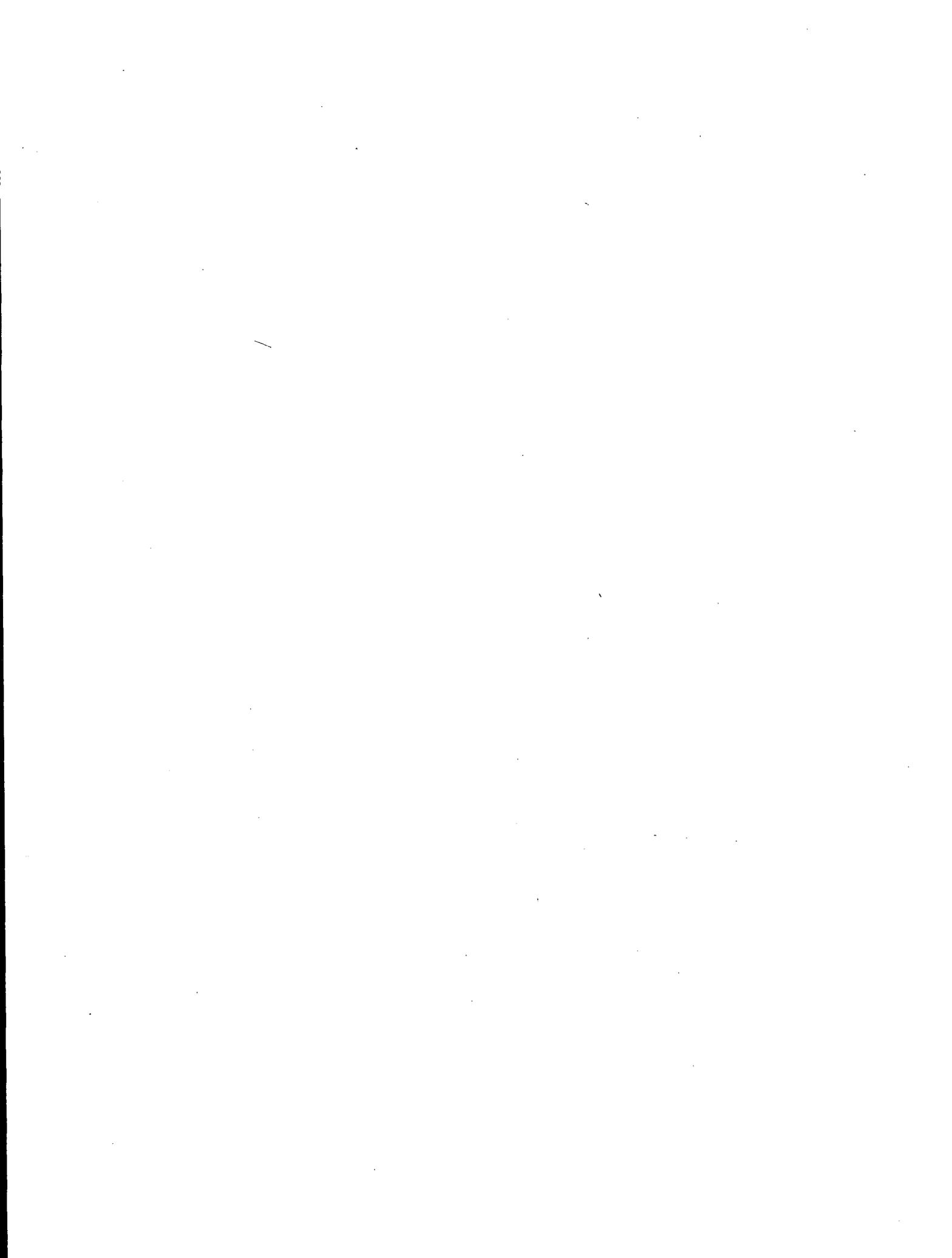
Montreal Urban Community Police Model

- It was agreed that if the Montreal model is to be implemented in other large regions such as Toronto, modification may be required and even necessary. It was generally felt that such a model has its advantages:
 - Information is accumulated and comprehensive departmental profile could be a useful tool for many concerned.
 - Liaison and rapport with parole is improved.
 - Provides better service to parolees and ultimately of benefit to society.
- This model, however sophisticated, could not be implemented in its entirety in regions considerably smaller than Toronto. Lack of manpower, inconvenience to reporting persons because of distance from police stations, etc., etc., were seen as curtailing factors.

Others

- A Central Reporting Section be implemented as soon as possible for the reporting of all persons on parole or Mandatory Supervision. This Special Section to be under

- the direction of the Identification Bureau and to be staffed by experienced police personnel.
- A delinquent reporting schedule be forwarded immediately to the National Parole Service on a monthly basis.
 - Police Department report to the National Parole Service of any occurrence, arrests, detainment, etc., of a parolee or Mandatory Supervision case, as soon as possible.
 - There is a need for increased communication between the National Parole Service and the Police Departments involved before any advancement can be made in the area of confidentiality.
 - The P.S. 4 Form, from the National Parole Service, is adequate and should be filled out in detail, where feasible.
 - When an inmate makes application for parole in penitentiary, that the area where he was sentenced or convicted be notified, and the area where he wishes to be paroled be notified — have reports to police before he gets out. Five days he is released, police get card indicating he will be reporting on such and such a date.
 - Information on parolee who came from another area — contact Parole Service for initial report so they would know what kind of individual is reporting to them.
- It was agreed that police reporting should be centralized thus eliminating decentralized reporting now to numerous existing divisions. A number of problems surfaced in connection to existing Police facilities and personnel, suggesting that in many instances the parolee is not received with interest by the receiving police officer perhaps because of lack of information on the person or due to the fact that no one particular police person is assigned the sole responsibility of dealing with parolees; or finally, because of general lack of organization within the police department itself. It would therefore be necessary to assign one or more police persons with the responsibility of handling all aspects pertaining to reporting.
 - It is agreed that the released inmate should first report to the Parole Service and secondly to the Police Bureau. This would provide the released person with the opportunity of reclarifying the various conditions of parole or Mandatory Supervision, prior to his appearance at the police reporting office. As it now exists a number of persons present themselves at Police Headquarters without Certificates and without an understanding of the conditions (this was sometimes seen as game-playing on the part of the released person).



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WINNIPEG MEETING (SUB-COMMITTEE)

APRIL 1974

Remarks by Mr. D. Rempel, Winnipeg District Representative, National Parole Service

In his opening remarks, Mr. Rempel expressed his appreciation of the positive development in the relationship between the Police, institutions and Parole Board and Service as symbolized by these joint meetings. He suggested that these meetings were facilitated largely by the fact that the initiator, Mr. Jean Paul Gilbert (himself) had been a Policeman longer than he had been a member of the Parole Board, hence he was acceptable to all concerned.

Mr. Rempel stressed the need for a closer working relationship pointing out that the services represented here, as well as others, were all part of the criminal justice system and perhaps the courts should become involved as well even though in dealing with parolees they are more remote.

He suggested that each segment of the criminal justice system: the Police, the courts, the institutions and parole tend to attract attention as an independent entity and the public sees each one as having the solution to the crime problem. If the indicators tend to show an aggravation of the problem they blame one segment of the system. For instance, the Police may use an increase in crime to obtain more personnel. If an increase in personnel is granted, the public immediately assumes that this is the answer to the crime problem and if this does not materialize then they blame the Police. Similarly, when treatment became a factor in institutions, the public again was led to believe either deliberately or otherwise that this would reform all prisoners and, when this did not materialize, the institutions were blamed for laxity and pampering. When the Parole Board and Service were established, it was hailed as the solution to the crime problem and we probably capitalized on this to gain acceptance in the community, but obviously parole isn't the answer either. It is therefore essential that we recognize that no one has the answer and that the most effective way of dealing with the problem of crime is by co-operation at every level of the criminal justice system.

Mr. Rempel suggested that perhaps the criminal justice system should expose itself to an enquiring public and be prepared to give a frank account of their purpose, plans and achievement. The system needs to examine the reason for its existence, what its goals are and how it plans to achieve

them. On this basis and in the spirit of co-operation, a concerted effort is needed to do a better job and tell the public about it.

THEORY OF THE TEMPORARY ABSENCE

Resumé of the remarks by Mr. R. Desrochers, Director, Story Mountain Institution, Canadian Penitentiary Service

Temporary Absences are granted to some offenders for medical, humanitarian and rehabilitative reasons.

1. To properly understand the philosophy of the Temporary Absence, one must first understand the various functions of Temporary Absences.

a) *Medical Reasons*

Temporary Absences may be granted for medical reasons when, in the opinion of medical practitioners (medical officers) there is a need for a service that cannot be provided in the Institution. Such services may include:

- Medical treatment.
- Surgery.
- Examination by a specialist.
- Dentistry.

b) *Humanitarian Reasons*

Humanitarian reasons include:

- to attend funeral services for a member of the family.
- to visit a member of the family who is seriously ill.
- to provide support in certain instances of hardship being endured by the family where the inmate's presence would be beneficial.
- to attend special events such as graduations or religious ceremonies that normally call for family participation.

c) *Rehabilitative Reasons*

Rehabilitative reasons include:

- to visit members of the family.
- to have pre-arranged interviews with prospective employers, landlords, sponsors and others, to enhance potential success upon parole or mandatory supervision.

- to attend functions, lectures, seminars or trade exhibitions in connection with special studies or interests.
- to prepare for, or undertake, examinations, assessments or evaluations (where facilities are not available within the Institution).
- to visit within the immediate community to ease the transition from confinement to freedom.
- to engage in socio-cultural activities, such as music, art, drama performances, as a participant or a spectator.
- to engage in community services projects of an individual or group nature.
- to make interim arrangements regarding personal business activities, and
- to participate in sports (recreational) activities.

2. Humanitarian and Rehabilitative

The philosophy of the Temporary Absence Program is to encourage the inmate to develop a sense of responsibility, to become more productive and appreciative, of the rights of others. It is designed to permit those inmates who meet the criteria, to maintain family relationship, contact with the community, (keep in touch with the environments). Inmates who serve lengthy sentences and who have little or no contact with the outside would soon become institutionalized and in time, fear the outside world — in many cases, this fear or apprehension is in their sub-conscious mind. They are, upon release, unable to adjust to family living, so what happens, they behave in a manner that causes their return to incarceration where they are amongst people of their own kind. Many inmates who have become institutionalized are able to maintain a certain amount of stature on the inside. They often are looked up to by the inmate population, thereby, gaining status and recognition.

Temporary Absences tend to prolong and continue a man's contact with the outside world. There is not this fear or apprehension towards facing his family or the community — the inmate maintains an interest in his family, particularly the married man who has children or a young man who still has strong family ties.

Some consideration must also be given to the inmate's family, especially for the wife and children — it is important for them to maintain contact with their husband or children in the case of parents or close relative. If the family is kept reasonably happy, then chances are that the inmate will be in a more receptive mood.

It is difficult to begin to try and rehabilitate an inmate who is unhappy, losing contact with his family, friends and the community. It is even more difficult to rehabilitate an inmate who has become institutionalized, and has achieved some status amongst the inmate population.

The Temporary Absence is not in itself a cure-all, but merely a technique used to create an incentive in the inmate to seek or desire a change in behaviour and attitude.

RECOMMENDATIONS FROM THE SYNDICATES

Structure

- To begin discussion concerning the possible structure of a Police Liaison Unit, it was decided that we should first of all determine whether there was a need for this type of unit. The Montreal example was mentioned to provide some understanding of what was meant by Police Liaison. It was pointed out that one model might not necessarily apply to every setting. After some further discussion the group agreed with the concept and stated that they felt there was a need for a properly structured Parole Liaison Unit in a Police Force such as the Winnipeg City Police.

In discussing the structure, we emphasized the importance of selectivity in appointing liaison personnel. It was suggested that a person or persons in such a position would have to have a good understanding and knowledge of parole and should be able to relate to individuals on parole. It was pointed out that liaison would only be successful if the police in the field also had some understanding of the principles of parole. It was mentioned that the Parole Service already had an input into the R.C.M. Police training programs, and it was hoped that this type of involvement could be included in all police training. Another important factor would have to be the acceptance and understanding by the general public which would also involve a great deal of education and public relations. It was noted that we would need more than just liaison at the administration level and therefore the responsibilities of liaison personnel would include a great deal of feedback to the Police Officers in the field.

In referring back to the discussion during the morning session, we talked about the question of Police involvement on institutional Temporary Absence Boards. It was agreed that this type of involvement would only be required for exceptional or notorious cases. In such cases

the liaison person might be asked to contribute information early in an individual's sentence to give the institutional personnel and the Parole Service a perspective on this individual which might not be included in reports already provided. It was generally agreed that, regardless of the structure, the role of the liaison person or persons was much more than a clerical job.

Police reporting by parolees

- Several points were raised immediately to support continuation of this practice.
 - 1) It provided an opportunity to establish rapport between the Police and parolee.
 - 2) It might help the parolee to gain an appreciation for the Police under different circumstances than those which lead to his apprehension and arrest.
 - 3) Police reporting might help to change the parolee's attitude towards authority.
 - 4) Regular contact with the Police would help to monitor a parolee's progress in the community.

Further discussion related to a Parole Officer's responsibility to discuss Police reporting with his parolees in a way which might help to change his attitude about this particular condition of his parole.

Good arguments were presented for having one core group of Police personnel available for regular contact with parolees. It was emphasized, however, that this should not be a clerical function and that in all cases the policeman should talk briefly with the parolee, not only to monitor his progress but to let him know that they were interested and concerned.

- It was agreed that there is little value in just having the parolee or person under mandatory supervision appear at the detachment or police department office to have his certificate signed once a month. There is a value in having the Police attempt to establish some form of relationship with that person and take an interest in his activities and adjustment in the community. One value would be in encouraging positive adjustment and providing a reminder and warning should behaviour not be acceptable. Coupled with this should be the development of the feedback mechanism from the Police to the parole authorities concerning the movements and associations of our clients.

The Montreal system of a police liaison unit was discussed at some length and it was generally agreed that the establishment of such a unit in the Metropolitan Winnipeg Force would have great advantage. This unit could coordinate Police reporting among the various

community units of the Force and would also serve as a clearing house of feedback information concerning the conductive parolees in the community.

The representatives from the Parole Service and Municipal Police Force in Edmonton were able to report that because there is an adequate feedback mechanism and level of trust and communication between the Parole Service and the Police in Edmonton there is no necessity to require a formal Police reporting system for parolees in the community.

- The time period in which a subject should report should be laid down by the Police Force concerned, and the individual particularly notified at the time of his first reporting.
- It was also suggested that, where possible, it would assist if the local Parole Officer would attend with the parolee on his first reporting. This would assist not only in the Police getting to know the individual but also better communication with his Parole Officer.
- That suitable reporting sections, or personnel, be implemented, as soon as possible, for the reporting of all persons on Parole, Temporary Absences or Mandatory Supervision. These sections, or personnel, depending on the size of the Police Force involved, be staffed, where possible, by experienced Police personnel.
- Police reporting by parolees was discussed fairly extensively and in lieu of a special Liaison Unit being set up by the various detachments, it was felt that the present arrangement of having the parolee report to the chief or senior shift leader was desirable. Concern was expressed re the inconsistent method of feedback the Parole Service or Penitentiaries were receiving from varied police forces. An alternative approach may be to initiate the card system as explained within the brochure and to encourage more informal contact by constables.

Community Correctional Centres

- It was agreed that there must be a high level of communication between Police, Penitentiary and Parole Service personnel concerning the activities of residents of the Community Correctional Centres. There was general agreement that after a shaky start there was now a greater acceptance of the concept of Community Correctional Centres in the community and that a high level of communication now exists.

The issue of confidentiality

- Our conversation around this subject was focussed primarily on information provided by the police about

certain inmates both to the Penitentiary Service and the Parole Service. The discussion was quite frank and to the point. Members of the group quickly pointed out the difference between factual information which is usually provided and "nice to know" information. The Police Officers present did not hesitate to state that some confidential information which they have cannot be shared with related agencies. At the same time certain members felt that they would have a moral obligation to inform the decision-making authorities if they felt that release of an inmate was deemed inadvisable. The dilemma of whom to trust was presented and it was agreed that there could be no hard and fast rule.

There was some discussion and information provided regarding the differences between an Institutional Board which has the authority to grant Temporary Absences and the Parole Board which have responsibility for Day Parole or Full Parole. We also recognized that our conversation was focussed primarily on inmates in Federal Institutions to the exclusion of the Provincial System. It was agreed that liaison should include both Provincial and Federal Systems.

- The issue of confidentiality was an extremely general topic and I believe resulted from an abuse of confidentiality in one of the other provinces in 1973. All police chiefs (from Saskatchewan, one from Edmonton, and those in Winnipeg) said that there had been no problem in this area as far as they were aware and stressed the fact that police files were available to Parole Service workers. There was recognition that there is a confidential file in many cases and extreme caution re this information would have to be exercised when utilized by a parole worker. When considering the general profile (EGB card system proposed), problems were expected in terms of sharing of information between varied agencies.

Format of Police Report

- The format prescribed and used by the R.C.M. Police was seen as having great advantage over a simple letter. It was agreed that where Police are able to provide information to the National Parole Board and Service concerning the attitudes of the offender and the attitudes of the community toward the offender this information will be of great value. It was agreed that very often the Police have a good understanding of the lifestyle of the offender in the community prior to the commission of the offense. This information can be of great benefit to the treatment staff in the institutions and to the Parole Service staff who are required to prepare the case for parole consideration.

- Early discussion around this topic brought to light variations in procedures in comparing one Police Force and another. Members of the suburban forces stated that they often provided Court Briefs rather than preparing an entirely new report. This was possible only when individuals pleaded guilty to a charge. The R.C.M. Police member stated that their Force followed the format recommended by the Parole Service. In all cases the investigating officer was responsible to complete this report and submit it as quickly as possible after the conviction. The Inner City Police provide reports automatically and these are generally prepared by administrative officers.

In reviewing the format provided it was agreed that ideally this should be used whenever possible and should include all available information. It was suggested that a very important part of the report was the offender's attitude to the police at the time of apprehension and conviction.

Canadian Police Information System

- It was agreed that the establishment of the computer and the placing of all parolees and persons under mandatory supervision in the computer has been of benefit to the Police forces and also the National Parole Service in obtaining information concerning activities of our client. It was agreed that the computer might be used through narrative traffic to send information concerning temporary absences, travel plan and other items to relevant detachments and municipal forces. It was felt that because the Police now know that they have access to information concerning the status of parolees and persons under mandatory supervision through the use of the computer there is more credibility for the National Parole Service and an increasing understanding of our work.
- It was agreed, by all concerned, that all parolees be placed immediately on the C.P.I.C. system by the Divisional R.C.M. Police office in the area concerned. This condition has already been put into effect for the Manitoba area.
- That all Warrants of Committal and arrest by the National Parole Service be supplied to the R.C.M. Police, and be placed immediately on the C.P.I.C. system so as to enable community Police in the apprehension of subjects named in the warrants.

Communication

- It was the general feeling that notification to all municipal Police departments who may become involved in difficulties arising from a temporary absence should receive prior notification. Releases on parole or under mandatory supervision should also be communicated to all Police

departments who might have contact with the individual upon release. This kind of dissemination of information can only be achieved through the establishment of a liaison officer or group of Police Officers relating to the penitentiaries and Parole Service offices.

- That the Police Departments in the areas in which an inmate is making application for parole be advised in ample time in order that they may advise of any concern prior to the application being granted. Again this notification has been arranged in the Manitoba area, and although only two months have passed, it would appear that communication has improved.

In this connection, arrangements have also been made in the Manitoba area for the Directors of the Stony Mountain Institution, the Community Relations Centre, and the Minimum Security Institution, to advise both the R.C.M. Police and the Winnipeg Police of persons being granted Temporary Absences prior to their release. Both these Forces have undertaken to list all such absences on Confidential Current Information Bulletins that are distributed to all Law Enforcement Agencies in the Province.

P.S. 4 Form

- That the P.S. 4 Form, from the National Parole Service, is adequate and should be used as a guide only and, where possible, such detail as is known be supplied.

Temporary absence from penitentiaries

- The fact that many Police Forces are not notified and others receive late notification concerning temporary absence releases from the penitentiary was re-stated. It was agreed that the establishment of a liaison officer with the Winnipeg Municipal Police Force, would carry as a part of his responsibility the obtaining and disseminating of information concerning temporary absences. It was reported that the Edmonton Police Department have a liaison officer who consults on the decision to grant or withhold a temporary absence in serious cases. The idea put forward during the morning that Police might become involved in the decision-making process was emphasized as a valuable input.
- Another important item that did come up in the general discussions was the fact that the Temporary Absence Board within the Stony Mountain Penitentiary is composed only of institutional personnel. It was notable in Desrochers' comments that a Parole Service worker is not represented on this board, however, he seemed to be quite open to having this representation, as well as including a member of the police force, especially when considering

the high risk cases. By high risk cases, he meant approximately 5% who are considered for temporary absence, the offense usually involving violence, organized crime, or sexual offenses. The involvement of a police member was seen as highly favorable to the varied chiefs, primarily from the viewpoint that they felt they would have direct say as to who went out on temporary absence or not.

PUBLIC SERVICE ORIENTATION PROGRAM

National Parole Service

Acknowledging that the police service is but a single component of a total Criminal Justice System, it is imperative that as the primary element of that system or process, the police acquire a thorough understanding, appreciation and working knowledge of other equally vital components that make the system function, among them the National Parole Service.

To achieve this objective, the six month Recruit Training Branch is divided into three distinct phases.

During the first twelve weeks, recruits acquire the knowledge and basic skills necessary to perform the daily routine tasks associated with active service at the patrol level. In addition to the mechanistic and physical fitness aspects of training, considerable emphasis is placed on behavioural science oriented courses, (Psychology and Sociology), in order to provide a depth of understanding, and develop attitudes and skills necessary to deal more effectively with human behaviour in community oriented crime prevention and crisis intervention.

The second phase of eight weeks duration, consists of four weeks practical field experience under the guidance and supervision of an Officer-Coach, followed by a work experience program with key public service agencies closely related to the service aspect of the police function. The public service orientation aspect of this phase involves practical field work with the National Parole Service, Ambulance Service, Probation Service, Salvation Army, Calgary Correctional Institute, Juvenile Detention Home, Psychiatric Ward-Foothills Hospital, a 'skid row' Drop-in Centre and other service agencies. The primary objective of this program is to foster among policemen an appreciation and awareness of the function of such agencies and bring about a closer working relationship at all levels between the respective agencies concerned.

Upon returning to the College setting for a final four weeks of training, recruits are given an opportunity to relate practical knowledge and experience with classroom theory.

During this phase, the emphasis is primarily on more techniques of investigation, procedure and practice in criminal law, and an appreciation of the criminal justice system. Simulated crime scenes; mock trials; effective communications, and orientation in community policing concepts, assists the recruit to continue in an active participatory role throughout the balance of this initial period of training.

Twenty percent of the academic training program is devoted to the study of Psychology, Sociology, Community Leadership through Recreation and the development of Effective Communication skills. The content of these courses is especially designed to meet police needs and are taught primarily by faculty members at Mount Royal College and accorded regular college credits towards a diploma or certificate in the Criminal Justice Program. In conjunction with these courses, time spent in the field working with public services is also recognized for credit value as a sociological field practicum, which in essence means that police involvement with the National Parole Service helps recruits gain college credits.

Within the framework of this educational program, recruits enrolled are registered as college students with access to the entire learning and recreational facilities of the college. They emerge, at the termination of recruit training, with ten college credits, or a third of those credits necessary towards the completion of the Certificate program. It is anticipated that with this incentive, members of the force will be suitably motivated to further their studies on an individual basis, and thus contribute to professionalism in the service.

Since the inception of a work experience program for police recruits with the National Parole Service, which commenced in July 1973, ninety-four Constables representing Classes #54, #55, #56 and #57 have participated. These recruits, who, in groups of four spent two days with the Parole Service, have been thoroughly debriefed and have submitted reports covering this and other agencies visited.

In order to evaluate the effectiveness of this facet of the program and thus provide 'feedback' for those responsible for permitting this invaluable training experience, this report will endeavour to provide a consensus of opinion as expressed by recruits through extracts from a representative cross-section of their reports.

EDMONTON MEETING
OCTOBER 1974

Introductory Remarks by Acting Chief Constable H.I. Moore, Edmonton City Police

Acting Chief Constable Moore welcomed the conference members on behalf of himself and his staff. He expressed the view that no co-operation can be achieved between correctional agencies and the police without thorough understanding between the two. This understanding may be facilitated by allowing the police and federal corrections services to view each other through the other's eyes.

The Police appreciate knowing where federal corrections people feel they are falling down and the police would like to change accordingly. Two specific problems Chief Constable Moore feels should be looked at are:

1. Input which may be determined by police in determining the geographic area a parolee will be released into, and,
2. What role do mental health people play.

There is perhaps an ideological conflict with the police trying to put the individual in jail, the correctional services attempting to release the individual and the individual himself upholding his own rights.

In Edmonton, the police feel co-operation between themselves, the federal correctional services and the other provinces is excellent. Acting Chief Constable Moore indicated that the conference has the fullest input and co-operation of the Edmonton City Police while here.

Role of Security in the Canadian Penitentiary Service, remarks by Mr. R. Diguier, Deputy Commissioner (Security), Canadian Penitentiary Service, Ottawa

Mr. Diguier stated that the Canadian Penitentiary Service is structured with three Deputy Commissioners — one for inmate programs, one for operational services and one for security. As Deputy Commissioner for Security, Mr. Diguier centered his remarks around this area.

The size of the Security operation is approximately 3200 people in 23 major institutions with an operating budget of some \$40 million. The role of custody is changing like most things in the law enforcement area. Mr. Diguier is looking at technological advances and better ways of doing some of the things which have been done all along. His primary concern is the manner in which the custodians or correctional staff have been operating. As indicated in recent statistics on escapes, these people have been doing a good job in incarceration. As well, an effective job is being done in the control of contrabands.

His main concern is the input of correctional officers in the program areas. He sees the people in programs and concerned with rehabilitation spending a lot of time devising programs, visiting with inmates, inmates visiting with classification officers. What this all "boils down to is that the interface of inmates with programs people is about eight hours a week and the other 160 hours of that week the interface is with custodians". Mr. Diguier expressed the fact that he is not happy with the way custodial staff handle inmates and he feels they are defeating the purpose of the other eight hours. He regards his task as "quite delicate in maintaining the security, custody and controlled discipline which these people are capable of assuring, but, at the same time, trying to change their attitude toward the inmate and programs generally, so the CPS can play its major role as a component of the Criminal Justice System in its total spectrum that was alluded to before".

A new division, Preventive Security Services, has been set up with the role of trying to anticipate problems — "to see if we can develop crisis sensing techniques and indicators to try to find out potential problems before they arise so we are not faced with all types of ugly situations". The Preventive Security System will also "address itself to security of personnel and particularly to information security". The Penitentiary Service has a major job to do to examine information security — the manner in which confidential information is handled. The third job of this new division will be to develop closer liaison with the other components of the Criminal Justice System particularly in the Temporary Absence program and the coming of CPIC. Mr. Diguier sees this division as having a major role in assuring an interface between the CPS computer and that of CPIC in keeping people informed.

In his final remarks, Mr. Diguier indicated that the work done in the past was good but, with evolution and change, CPS must also change and this change cannot take place in isolation — "we must change with the other components".

Role of Canadian Police Information Centre (CPIC), Remarks by Mr. W.G. Pritchett, Acting Commissioner, R.C.M.P.

Mr. Pritchett discussed the policy guidelines for CPIC as developed and agreed upon by the CACP — CPIC Advisory Committee comprised of ten senior police representatives from the provinces.

The definition placed on a parolee was: "a person or persons who has or have been convicted of a criminal offence and has been given a suspended sentence or has been released on parole or probation". Persons released on parole are eligible for entry on the CPIC system and this became operational November 1, 1972. Included generally is a description of the person together with a synopsis of the conditions under which the individual has received the parole. The latter information is of particular value as it determines whether parole conditions are being adhered to. The general policy as defined by the advisory committee is that each province could have a central records department such as Crime Index to maintain parole records or leave it to the reporting agency to whom the parolee reports. Should the parolee move to a new jurisdiction, the Board notifies the new reporting agency. The first agency removes the record and the latter would assume responsibility for again adding the parolee to the system. When parole is suspended or revoked and a warrant is issued, the record must be removed from the parole category and re-entered on the "Wanted Persons" file by the agency holding the warrant. Seven days prior to the expiry of parole, the system will inform the originator that the record is due to expire in order that action may be taken to remove the entry from the system. In the case of a life parolee, the expiry is omitted but information is contained under "remarks" category.

At present it is not national policy to enter T.A.'s on the CPIC system. As a result of meetings with CPIC personnel it has been found that the entering of T.A.'s is possible. A system of direct contact between the federal institution from where the inmate is presently being released and the nearest CPIC terminal is visualized for the entering of T.A.'s on CPIC. Included would be those conditions authorizing the absence which would give the police a good idea of who is in their area and for what purpose. The high volume of entries for a short duration are additional factors which must be considered together with the most efficient means of communicating such data between each penitentiary where entries are to be made and subsequently removed. It is hoped that this practice will be soon implemented.

With regard to confidentiality of information contained on CPIC, Mr. Pritchett informed the group of some of the main points found in the policy with regard to

confidentiality. "Information that is contributed to, stored in and retrieved from the CPIC files is confidential and must receive a degree of protection necessary to prevent disclosure to unauthorized agencies or individuals. Any record placed on the CPIC system must be the subject of a police file that is maintained by the originator as long as the record is on the CPIC. All records for input and removal within the observation categories of the CPIC Persons and Vehicles files must be authorized by the department head or his delegate in a CPIC member agency. Each agency having direct terminal access to CPIC files is responsible for the confidentiality and the dissemination of this information. The need for any further dissemination of information shall be at the discretion of the Attorney General or the Solicitor General of the province or territory or the Attorney General or Solicitor General of Canada. All information on the CPIC system is for investigational purposes only and does not identify an article of property or of person. Output from CPIC must therefore not be acted upon without verification with the originator or of any related record".

Some discussion followed Mr. Pritchett's presentation with regard to where warrants are held prior to the arrest of the individual. In all four western provinces it was indicated that warrants are held at the Crime Index Section in the individual province until the individual is arrested. At the time of arrest the warrant is forwarded to the specific detachment or force holding the individual. Mr. Pritchett indicated approval of this practice and suggested that the practice would most likely become national policy.

Remarks by Judge C. Rolf, Provincial Court of Alberta

Following an introduction by A/Deputy Chief "Red" McNicoll, ECP, Judge Rolf addressed the banquet gathering.

Although on occasion Judge Rolf admitted to having been critical of the federal correctional services, he did express the importance of co-ordination between the law enforcement and correctional agencies in order to achieve the most positive results in the correctional process.

Judge Rolf indicated that classification of the individual is the most important matter correctional personnel can concern themselves with when releasing inmates. Security might suffer somewhat in the classification process but the individual must be classified and his needs met. Custodial personnel tend to be too "security minded" — they must be more skilled in counselling. Inmates should have more

programs in mental and physical health with an emphasis on educational programs — both academic and vocational. The latter programs provide skills that will benefit the individual and make him better equipped to maintain a respected and responsible position in the society which put the "individual away in the first place". "The individual must return to society with some dignity".

Another important point expressed by Judge Rolf was that the person sentencing the individual must know what he is sentencing that person to.

Judge Rolf summarized by stressing that the federal correctional services must have constructive support from police agencies in order to make the entire system most effective. One of the major objectives of the parole process, Judge Rolf noted, is the protection of society. Without thorough channels of communication between police and correctional agencies this objective cannot be achieved. Again, communication appears to be a determining factor in the total success of the total criminal justice system.

RELATIONSHIP BETWEEN POLICE AND THE FEDERAL CORRECTIONAL SERVICES IN THE PRAIRIE REGION

Panel Discussion

- 1) Assistant Deputy Chief A. C. Biggs
Regional Committee Police Representative
- 2) Chief Superintendent H. Luross
RCMP "D" Division
- 3) P. Jutras, Regional Member (Saskatoon)
National Parole Board
- 4) R. R. Gillies, District Representative
National Parole Service, Edmonton
- 5) B. Westlake, Regional Director (Prairies)
Canadian Penitentiary Service

Remarks by Assistant Deputy Chief Biggs

Assistant Deputy Chief A. C. Biggs, Winnipeg, opened the panel discussion by summarizing findings of a survey conducted on police departments in Alberta, Saskatchewan and Manitoba dealing with the problems, concerns and relationships between police forces in the area and the Parole Service. Generally, conditions were found to be "excellent"; however, there were some problem areas.

Ninety-five percent of those individuals on parole create no real concerns for the police while the remaining five percent, primarily involved in drugs, organized crime, sexual offences, and violence tended to create some problems.

Chief Biggs suggested that police feel they should have more input into who gets temporary absences and parole, particularly from the above categories. The granting of a temporary absence or parole should be made known to the respective police *before* the individual is actually out on the absence or parole.

Some of the smaller forces indicated that they have no problem with parole — in fact, they have no contact with parolees. This is an obvious area requiring better liaison and communication.

Confidentiality of police reports did not appear to be any problem from Assistant Deputy Chief Biggs's viewpoint.

He concluded by stressing that the rehabilitative aspect of parole should not be placed ahead of the safety of the public interest. With better communication, understanding and liaison between police and correctional services, existing problems can be cleared up.

Remarks by Chief Superintendent H. Luross

Chief Superintendent Luross reported on a survey conducted in the Western Region of the RCMP (Alberta, Saskatchewan, Manitoba, "M" Division (Yukon)) and "G" Division (Northwest Territories), regarding the relationship existing between the RCMP and Parole Service. The relationship between these two systems is regarded as "very good".

The survey questioned whether police had regular meetings with National Parole personnel or regional meetings. The only negative exception was the case of "G" Division (NWT). A parole officer visits "G" Division occasionally and information is exchanged at the time. Due to the remoteness of the area, telephone and mail communication are widely used.

Chief Superintendent Luross indicated some concern regarding the apparent lack of attention given to police reports by the National Parole Board. On some occasions it seemed the person whom the report was prepared on was already "out on the street" when the report was received by the Board.

His only comment regarding police reporting was that the detachments in remote areas often are the only agency

available for reporting to by parolees, and in this sense, police reporting becomes very important.

With regard to confidentiality, there appeared to be excellent rapport between police and parole personnel in this area.

Chief Superintendent Luross expressed some concern that police in rural areas could not hold a parolee they had picked up outside his area as they had no authority to do so. By the time such authority is obtained to hold the parolee, a search must be launched to find the individual.

Remarks by Mr. P. Jutras

As a member of the National Parole Board, Mr. Jutras indicated that a person's release on parole is determined largely by reports from the field. Police reports are looked at very closely by the Board and are definitely not disregarded. However, Mr. Jutras stressed the fact that the police report is only a part of the overall assessment of that person. Police reports are made at the time that the man is sentenced. During his period of incarceration the individual may change; therefore, the Board must rely on other submitted reports e.g. psychiatric reports as well as the initial police reports.

Mr. Jutras expressed that better communication among police, parole personnel and correctional agencies is important for success in the area.

Remarks by Mr. R. R. Gillies

Mr. Gillies indicated that, if the offender himself feels he has been treated fairly by police and the courts, he will enter the correctional process much more adequately. He felt that the police and Parole Service must work together to reinforce each others' effectiveness.

One area where police and correctional services must work closely together, Mr. Gillies stressed, is during the phase of community supervision of the offender. With approximately 1200 parolees on the Prairies and 70 parole officers, there is no way that these officers can handle this number of parolees by themselves. However, the several thousand police officers covering this area are in a position to observe questionable behavior which may cause concern yet be short of criminal conduct. By checking with CPIC, police are able to determine if the individual is a parolee and may then share information they have gathered with the appropriate parole officer. Such action should provide more effective control over parolees and contribute to the joint goal of protection of the public.

Mr. Gillies went on to briefly discuss the area of Mandatory Supervision. He indicated that the inmate no longer receives time off for good behavior — now this time is spent in the community under regular parole conditions. All penitentiary inmates, upon release, must for a specified period of time:

1. Stay in a specified geographical area
2. Live under the direction of a parole supervisor
3. Be entered on CPIC for easy access by any police force having occasion to check the individual.

Mr. Gillies concluded by indicating that the Parole Board simply effects the timing at which the Parole Service's job starts. As is often misunderstood by the public, not all parolees are out on an early release — M.S. is another aspect of the parole process.

Remarks by Mr. B. Westlake

As a relative newcomer to the Canadian Penitentiary Service on the Prairie Region, Mr. Westlake indicated he was very impressed with the relationship existing among police, parole and the penitentiaries. No positive result can occur if the above units do not work together as an integrated team. The Penitentiary Service has no control over the type of client they receive, or the individual's attitudes at the time of entry into the system. Mr. Westlake stressed that the penitentiary's role of trying to teach the inmate a social skill so he can return to society better for having been in the institution is not an easy task. The Penitentiary Service often feels frustrated by the Parole Board decisions — those inmates who should have been paroled were not and vice versa.

The "magnet" which seems to have drawn police, parole and penitentiaries together has been the temporary absence program. Mr. Westlake indicated that some decisions to release inmates on temporary absences have no doubt caused much concern to the various police agencies and have been, at times, contrary to views expressed by the Parole Service. During the initial stages of the T.A. program, the Penitentiary Service was seldom encouraged for the good work done on this program but were often criticized for the few errors that were made.

Mr. Westlake feels a great need for police, parole and penitentiaries to work together as an integrated team. This is evident in the regionalization of the Prairies and the integrational process between the National Parole Service and the Canadian Penitentiary Service which is currently being studied by a Task Force. A Regional Director, responsible for the National Parole Service, is soon to be appointed for the

Prairie region. The new regional headquarters in Saskatoon make provisions for common facilities and the sharing of these facilities between the NPS and CPS.

Mr. Westlake concluded the panel discussion by indicating that he is looking forward to working with the representatives of the police agencies and the Parole Service as well as his colleagues in the Canadian Penitentiary Service.

With the panel presentation concluded, discussion from the floor followed.

While a variety of topics were discussed, there were no recommendations made at this time. Rather, the questions and concerns arising out of this discussion were to be followed up at the syndicate meetings, if deemed necessary.

DISCUSSIONS AREAS

1. The police Role in The Temporary Absence Process

Mr. R. Desrochers, Director, Stony Mountain Institution, expressed a view held by many of the participants that police should have more input into the temporary absence program. Chief Superintendent Luross indicated that if police are notified in advance of the T.A. they can give their opinions as to the negative and positive aspects of such a move. Mr. P. Jutras, Regional Board Member, informed the group that police are asked for their recommendations regarding the granting of T.A. in difficult cases. Mr. L. Zeitoun, NPS, Ottawa, stated that police question being consulted as well as being advised of the T.A.

Another point stemming from the same general area was the fact that police receive notice of the T.A. after the individual has returned to the institution and the T.A. is completed. Mr. D. Clark, Director, Grierson Centre, indicated that this is partially due to the mailing system. Inspector D. Cooper, RCMP, Edmonton mentioned that through a local arrangement, upcoming T.A.'s are made known to police in this area prior to the man being released.

Questions arising from this discussion were to be followed up in the syndicate groups.

2. Police Reporting

Inspector J. Wylie, RCMP, Edmonton, expressed the view held by many policemen that police reporting was more

a matter of "role playing" and, with the use of CPIC and stop checks, this reporting might be eliminated. In reply to Inspector Wylie's remarks, Mr. Gillies, District Representative, NPS, Edmonton, explained that originally the "Ticket of Leave" Act required the man to report to police as there were no parole supervisors. Some forces tend to believe that police reporting is not worth the time and effort involved. The Edmonton City Police feel they have good enough channels of communication with the Parole Service to eliminate the need for police reporting in the City of Edmonton. Mr. Gillies felt that one of the purposes of this workshop should be to determine if the police reporting should be optional to the specific force or detachment involved.

Inspector D. Crépeau, Montreal Urban Community Police, briefly discussed the practice of the Montreal Police regarding police reporting. A special Parole Sub-division has been set up within the force to work specifically with parolees. Specially trained police officers deal specifically with these people throughout their period of supervision.

Deputy Chief D. Chisholm, Regina City Police, felt that police reporting was not just "role playing". He felt the reporting process should create a situation whereby the police and parolee could sit down and discuss any problems, questions or concerns arising from the individual's parole with the police offering assistance and understanding. Assistant Deputy Chief Biggs suggested that not only the parolee but also the parole officer should meet with the police at the initial reporting session in order that the three parties could discuss common areas of concern.

The group concluded from the discussion on police reporting that this area was definitely a topic for the syndicate group discussions.

3. Release Programs

Mr. D. Clark, Director, Grierson Centre, Edmonton, indicated that the various types of release programs tend to be rather confusing to police officers. With day parole, temporary parole, minimum parole, mandatory supervision, temporary absences and parole the area becomes quite involved.

Chief Superintendent Luross commented that all areas of police work are becoming more demanding and time consuming. It is sometimes difficult for the police to place a priority on any one item. It will take a great deal of effort on the part of all departments to keep up with the changing times and new developments in the correctional field.

4. Involvement of Provincial Personnel

The group generally felt that provincial correctional authorities should be more involved in the parole process. Mr. W.F. Carabine, Chief, Case Preparation, NPS, Ottawa, indicated that the National Committee of the CACP and the Federal Correctional Services seriously considered having the provincial correctional services involved in this conference, but it was decided to initially confine the session to federal agencies. However, provincial involvement must be considered closely in the next round of consultations.

Mr. D. Clark felt that the major task in the area is closer communication at the lower level with those individuals working on a day to day operational scheme. These people must get together and learn about each others' jobs. Mr. Carabine agreed with Mr. Clark's statement but added that one must start at the top managerial level and get these people in agreement before continuing down to the line level personnel.

5. Rural Police Stops – Detaining Parolees Without Authority

Mr. G. Caron, NPS, Edmonton, brought up the question of rural police stopping parolees out of the area where the parolee should be residing in. It was indicated that police should be encouraged to contact the parole officer involved when stopping a parolee out of his area without authorization. Often this is the only official indication the parole officer receives regarding the incident.

Mr. D. Wiginton, Chairman, stated that while police officers are available on a 24 hour basis, this is not always true of parole officers. A system was set up in Winnipeg whereby a designated parole officer could be reached on a 24 hour basis which proved very helpful to both the police force and the Parole Service as problems which developed after regular Parole Service hours could be dealt with immediately.

Inspector Molyneux, Vancouver Police, indicated that, when an unauthorized parolee is picked up in the Vancouver area, the parole officer is not contacted. Rather, the District Representative for the region is notified and it is up to him to contact the District Representative in the area the parolee is originally from and explain the situation. Through the use of CPIC any detachment can quickly obtain information on a parolee and determine if he should be in the area or not.

Mr. Gillies felt that if the parolee is not in possession of a valid travel authorization he should be held until it is determined where the parolee should be by contacting the NPS and obtaining this information. Inspector Crépeau

commented on this statement by indicating that police have no legal right to hold individuals on insufficient grounds. However, Mr. Gillies went on to state that many detachments do hold parolees until the NPS has been notified without having a warrant to do so. Inspector Molyneux agreed that if police have sufficient evidence to detain a person in custody who is in an area illegally that individual should be held and a warrant of committal obtained.

6. Communication Between Police and Parole

Mr. K. Wright, NPS, Regina, expressed the view that communication is the key issue between police and the Parole Service, which was unanimously agreed upon by the entire group. Mr. Wright further explained that the NPS in Regina is involved in the RCMP recruit training and refresher courses. One session of the course, which he was personally involved in, provided recruits with the opportunity to analyze an actual NPS file and make a decision on the case. Often the decision was similar to that granted by the Board.

Deputy Chief Chisholm mentioned that Parole Service personnel ride in police patrol cars during the regular patrol shift and this has definitely proven favorable in improving channels of communication between the police and parole personnel.

7. Mandatory Supervision

It was brought to the group's attention by Mr. F. Anderson, Regional Member of the Board, that Solicitor General Allmand indicated that there will be revisions to the Parole Act in the near future. Mr. Anderson presented the idea that the whole group might express their views on Mandatory Supervision for presentation to Mr. Allmand.

Statistics on Mandatory Supervision were discussed briefly and it appeared that most statistics in this area presently available tend to be negative with regard to the success of the MS program. Mr. S. Belle, Senior Counsellor, Osborne Centre, Winnipeg, indicated that MS failure statistics are often derived from a head count and should, rather, be on an individual basis. Mr. W.F. Carabine mentioned that the percentage of failure on MS is certainly greater than that of individuals on parole. Mr. P. Jutras responded by stating that this is a natural reaction. "These people were not accepted for parole – you are looking at a select group of inmates – perhaps the most difficult group in the institution."

8. Supervision of Parolees

Mr. D. Wiginton expressed a view held by the majority of parole personnel in attendance that the resources are not

sufficient in many cases to provide the degree, kind and quantity of supervision that was necessary. Much of the parole officer's time is spent in case preparation, preparing reports, and other paper work which limits the time spent in actual supervision of the parolee. The overall consensus in this area was that the Parole Service definitely needs more staff to adequately cope with the supervision of parolees in the most effective manner.

This concluded the discussion from points raised from the first panel. Many of the areas discussed briefly in this session would be dealt with more fully in the syndicate meetings.

RELATIONSHIP BETWEEN COMMUNITY CORRECTIONAL CENTRES AND THE POLICE

Panel Discussion

- D. Clark, Director, Grierson Centre, Edmonton
- P. Roberts, Director, Scarboro Centre, Calgary
- S. Belle, Senior Counsellor, Osborne Centre, Winnipeg

Remarks by Mr. D. Clark

Mr. Clark stated that in 1968, with the opening of the first CCC in Winnipeg — the Osborne Centre — a policy was developed which is followed by most CCC in the country. Upon the man's arrival at the CCC a current photo and small identification card is forwarded to both the RCMP in the area and the local City Police.

The policy regarding when the person is reported to be away from the centre has caused some problems. Mr. Clark indicated that two hours after the man, who has been out on a pass, is late, the detective division is contacted and told that the man is "awol". This has caused some problems as some police officers believe the man is automatically "at large" at this time and this is not the case. The information that the man is "awol" can be used by the police in getting a suspect should a crime be committed with the man's modus operandi. Twelve hours after the man is late and there has been no contact with him, warrants are issued by the National Parole Service. If the individual "runs away" from the CCC property, a warrant is issued immediately with the person being charged as a parole violator or as being unlawfully at large — this decision is made by the Director of the CCC and the District Representative of the National Parole Service.

Mr. Clark went on to briefly discuss the type of information which is passed on to the police by the CCC and the sort of information received by the CCC from the police. If the client at the Centre is involved in a matter requiring a member of the staff to give evidence in court, the staff member will do so. CCC records will be made available to the courts. There is also a "general gathering of intelligence at Grierson Centre". An inmate may be acting in a "strange" way or be hanging around with "peculiar people". When information such as this is observed, the staff member meets with Mr. Clark and if deemed necessary, the information is forwarded to the City Police or RCMP. It is the responsibility of the police to assess this information accordingly. Grierson Centre informs police as to who is residing at the Centre, what the person is doing, when he is late, who his associates are, etc. The police are asked to let the staff at Grierson Centre know where the inmates are seen by patrolling constables.

The greatest criticism of the CCC program, Mr. Clark stated, is the type of person brought to the Centre. CCC's are particularly concerned about bringing individuals back into the community who have records for sexual offences, long histories of violence or long term drug offenders.

Mr. Clark concluded by reinforcing earlier statements that good communication between police and CCC personnel is essential for success of the CCC program.

Remarks by Mr. P. Roberts

Mr. Roberts centered his presentation around the part police should play in the CCC program.

He sees the police role in the CCC program as a rehabilitative process. The man should see his arrest as an "indication that he is not able to function effectively in the community". Thereafter, when the offender goes through the correctional process, the whole thing should be made to appear as a rehabilitative process. Police will become more involved with the CCC program through their police training at Mount Royal College in Calgary. Mr. Roberts felt that when the individual returns to the CCC there should be contact with the police on an organized meeting basis as many of the residents have expressed "difficulty in relating to figures of authority". Through these means, Mr. Roberts feels that mutual respect should develop between police and CCC residents.

Mr. Roberts concluded by indicating that his Centre follows the same procedure with respect to receiving and giving information to the police as that earlier discussed by Mr. Clark.

Remarks by Mr. S. Belle

Mr. Belle stated that much of what Mr. Clark discussed regarding Grierson Centre also applies to the Osborne Centre. Keeping this in mind Mr. Belle centered his presentation around staff training.

From Mr. Belle's viewpoint, authority and understanding belong together. He further stated that "most custodial work has nothing to do with custody and most police work has nothing to do with crime". The policeman on the street as well as the custodian in the prison is in the role of primary counsellor. "We have been operating on the model that there is one kind of person who plays the authority and another type of person who plays the therapist. These two are at best covertly antagonistic to each other — at worst, openly antagonistic, but forever antagonistic". This is not, in Mr. Belle's view, so. In fact both roles are complimentary and if both are to be effective they have to be integrated. Mr. Belle has changed his role from that of therapist who is isolated to being more of a consultant to his staff. His counsellors, who are somewhat analogous to custodians at the institutions and policemen on the beat, play more of the role of the primary person involved in all situations with himself available for consultation. Mr. Belle feels that this model should be adopted in institutions as there is a "tremendous resource in custodial staff in institutions which is not being touched because of poor staff training". This type of "lack" is also existent in the police departments.

Mr. Belle has been working with the RCMP in Winnipeg during their staff training programs — both with recruits and supervisory personnel. Topics discussed in these training sessions include identification and management of alcoholism among staff, crisis intervention, family life and delinquency, depression and crime, and murder-suicide and close relationships. The police officer must have a thorough understanding of these areas in order to "identify the problem and assist in its prevention".

Mr. Belle concluded by indicating that there is much to be done in forming better channels of communication between police and correctional service personnel. He felt that workshops such as this are definitely an asset in this area.

Following the panel presentation the following areas were discussed at some length by the entire group.

DISCUSSION AREAS

1. Joint Leadership between Community Correctional Centres and National Parole Service.

Mr. G. Caron, NPS, Edmonton, brought up the question of whether, upon integration of the CPS and NPS, there would be joint leadership between the CCC and NPS. Mr. S. Belle responded by indicating that he viewed this as being no major problem in the area. He expressed the view that too much emphasis is placed on the authoritarian figure. Mr. D. Clark also indicated that this idea has created little concern from his point of view. However, he did express that often decisions in the field must be made rather quickly. NPS, unlike CPS, does not have a parole officer on duty 24 hours a day, and thus, it is sometimes difficult to contact NPS in order for a joint decision to be made. Mr. Clark felt that if a decision is to be made quickly, based on the assessment provided by a staff member, a relationship should exist between the CCC and NPS whereby one will back the other up should an urgent decision be required with the okay coming from only one person. The decision making process, from Mr. Clark's viewpoint, might be somewhat hampered if this joint leadership developed fully. It was indicated, however, that due to the present structure of the CCC two authoritarian figures must be involved — the NPS at the time the individual is on day parole and the CCC at the time the individual returns to the Centre. Mr. P. Roberts indicated that in his experience the CCC day parole process definitely strengthened the communication existing between the CPS and NPS.

2. Success Rate of Community Correctional Centres

It was generally agreed that the term "success" has a variety of meanings depending on whether one is looking at a group as a whole or specific individuals within the group. The time factor is a very relevant point to consider — is the success rate calculated on a yearly basis or on a shorter span of time. Mr. Belle remarked that success does not mean the individual will never run into problems with the law again. The same problem may re-occur years later or a new problem may develop. Mr. Roberts agreed that the time factor is particularly important in the definition of success.

Mr. D. Clark indicated that data compiled from the two years of operation of Grierson Centre showed that 40% of the individuals get into difficulty and return to an institution. This statistic is, however, somewhat skewed as one individual is out for two weeks, another person is out for

two years and the statistic deals with a group — not individuals.

Inspector Crépeau added that the statistic is not a result in itself — “We cannot wait for statistics to tell us when to make a decision — the decision must be taken when the problem occurs. Statistics are not a goal”.

3. Exchange of Information Between Police and CCC Personnel

Mr. D. Clark expressed the view that if his staff has information which would be of value to police and vice versa, there is a ready exchange of this information.

Mr. Gilbert indicated some concern about the police checking an inmate because of this exchange of information — does this not involve “police harassment”? Should the parole officer play the role of “police informer” by giving out this information to police authorities? As an instructor of criminology, Mr. Gilbert pointed out that the above questions are often raised by his students. Mr. Clark, also an instructor, indicated that this is not an area he discusses with his students. However, he sees no problem in giving this information to responsible police personnel as long as he is satisfied that the information is used wisely by the police. Mr. Clark emphasized that this information does not include such data as psychological reports — only information gathered by his staff, and after thorough assessment of this information between his staff and himself, does Mr. Clark pass the material on to the police.

Mr. Belle felt that police themselves must be responsible for police harassment as a result of information obtained by police from parole personnel. He sees a system, whereby there is a close communication between correctional personnel and the police, as being very effective. Police-men would work as aides to therapists in order to prevent problems in the community. There are problem areas in the community where policemen can go but therapists cannot. Policemen might be used to motivate individuals to get help or to assist in the supervision and treatment of the person. Police officers would act as co-therapists without losing their identity as policemen.

The discussion from the second panel concluded here. Again, questions arising from this panel could be dealt with more fully in the syndicate groups.

RECOMMENDATIONS FROM THE SYNDICATES

Police involvement in Parole

- Police must do more than merely check regular attendance in accordance with conditions of parole. Parolees should be interviewed to ascertain any change in status e.g. employment, change in address, appearance, etc. by police. Police could perhaps assist the parolee in finding suitable employment, etc.
- The initial report should be made in conjunction with the parole supervisor to clarify the terms of release with respect to the parolee’s obligations.
- Subsequent confrontation between the parolee and supervisor over a breach of obligations should also take place in the presence of police for added emphasis in terms of deterrence and crime prevention.
- Perception of respective roles should be encouraged through ongoing training and education exchange at all levels.
- Establish liaison personnel in police departments for communicating with parole supervisors and dissemination of information to line staff.
- That the police acquire a more significant role in terms of input into matters of release onto temporary absences, parole, and mandatory supervision. In addition it should be made mandatory to consult with the police, preferably with the arresting officer at the time community investigation for the purposes of temporary absence, parole or mandatory supervision is conducted.
- That the funding of Special Projects relating to rehabilitation of offenders be done so in consultation with community and correctional authorities prior to completion and be accountable to an accredited agency.
- That the Solicitor General make a grant available to examine the effects of parolees reporting or not reporting to the police.
- That a federal-correctional liaison officer should be established in every major municipal police department. This resolution was made on the basis of the present Montreal model and, besides promoting improved inter-agency communication, allow for added meaning to the present police reporting procedures in most Canadian centres outside of Montreal.
- That the police be consulted on identifiable selected cases prior to the man being released from the institution.
- That during initial reporting the parolee should report to the local law enforcement agency and the parole office. In

subsequent reporting the parolee should report to either the Parole Service office or the law enforcement office or both, depending on what arrangements are made at the local level.

Parole Supervision

- That, where practical and possible, parolees be exclusively supervised by the National Parole Service.
- Police concern over quality of supervision exercised by aftercare agencies performing the duties of parole supervision. Parole Service to enquire into this concern and provide proper training and direction where necessary.
- That police should indeed be involved in parole supervision, possibly even in the decision making process and continuing throughout the period of inmate presence in the community.

Parole Suspension

- That following arrest, a parolee may be held by local police officers until such time as the Parole Service has been contacted.
- That suspension of parole should not automatically follow on the basis of new charges alone, but that there is a need and should be a need for continuous interaction in these situations.

Regional Committee

- That a regional committee be formed for the Prairie Provinces in accordance with the original recommendation of the Canadian Association of Chiefs of Police.
- That a regional joint sub-committee be formed to be responsible for such matters as: a) communication b) consultation c) training and education d) mechanics.
- That a sub-committee be established with provincial representation to co-ordinate communication between the various agencies and that the sub-committee have input into the regional committee.

Liaison

- That a federal-correctional liaison officer should be established in every major municipal police department. This resolution was made on the basis of the present Montreal model and besides promoting improved inter-agency communication allow for added meaning to the present police reporting procedures in most Canadian centres outside of Montreal.

Communication

- Perception of respective roles should be encouraged through ongoing training and education exchange at all levels.
- Establish liaison personnel in police departments for communicating with parole supervisors and dissemination of information to line staff.
- That a Regional Advisory Committee be formed with Provincial, and, where feasible, local committees and comprise Federal and Provincial line staff.

C.P.I.C.

- The discussion concluded with a recommendation supporting the use of CPIC and also a special concern that where possible lead time for entry be given so that outstanding warrants could be cleared before release of the inmate was effected.

Confidentiality

- The area of confidentiality of information was discussed at length and it was pointed out that in such situations one Service or the other could be "burned" through the sharing of information so that due care had to be exercised at all times. Special concern was shown in this area, particularly where other outside agencies were involved because trust seemed to be reduced.

Closing Remarks by Mr. Harry Maxted, Director of Law Enforcement, Alberta, Department of Solicitor General

Mr. Maxted, in his 40 years of involvement in the law enforcement field, has seen many changes in the correctional process – from a time when the only after-care services were provided by the Salvation Army until the formation of the present system.

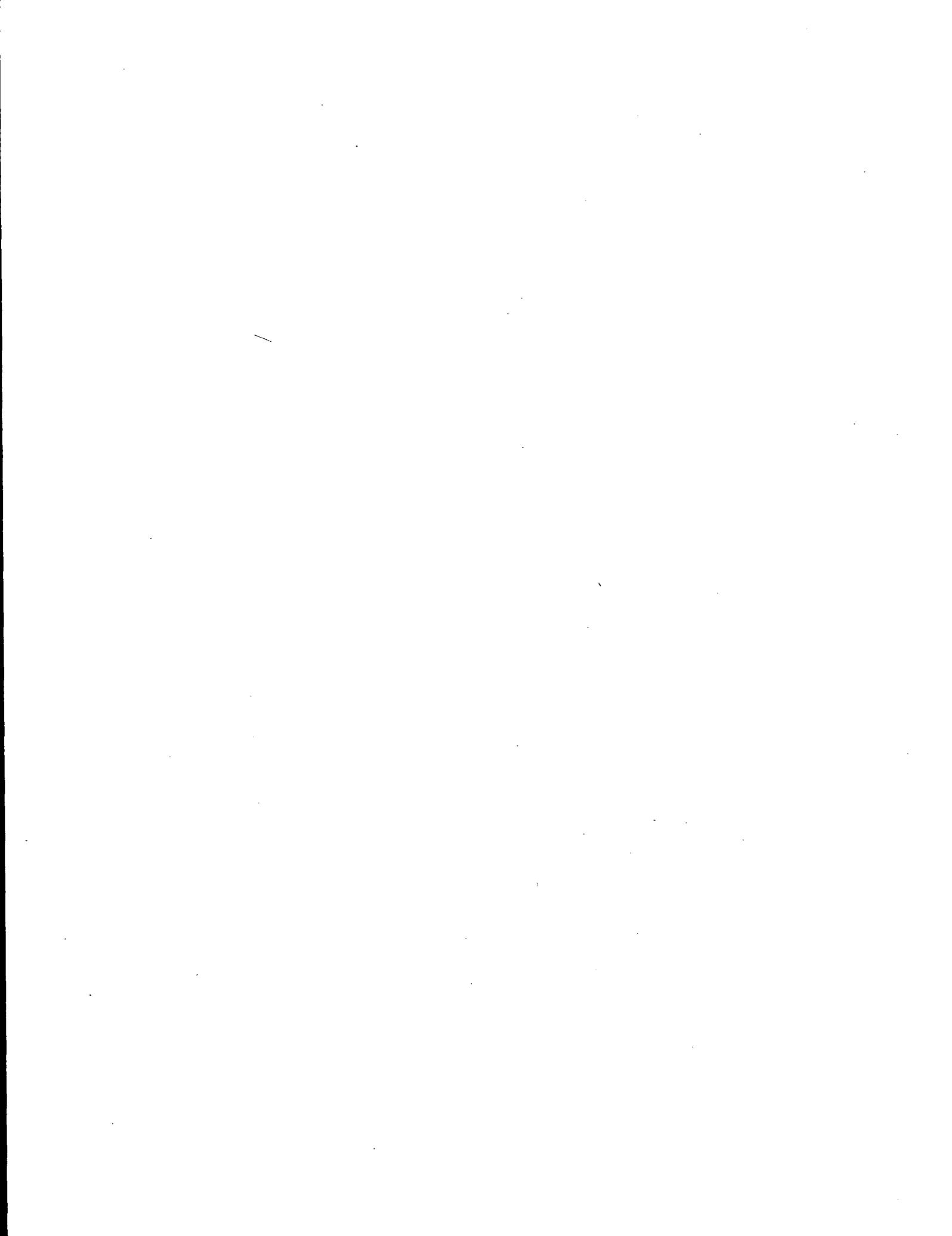
Mr. Maxted stated that "We are today living in a society that no longer favors the procedure of putting a man in a cell, locking the cell and throwing away the key". Police officers must realize that the rehabilitation of the offender is the responsibility of everyone. Mr. Maxted further emphasized that the police services should follow the suggestion made by Mr. George Street when the National Parole Service was under attack. At that time Mr. Street said, "Judge us by our successes, not by our failures". In the same light Mr. Maxted indicated that no one is more vulnerable to attack

than the police. They too like to be judged by "the good they do rather than the failures that hit the press so strongly".

The correctional process, from Mr. Maxted's point of view, must be a team effort if positive results are to be obtained. The team must consist of the police who have the first contact with the offender, followed by the courts and

finally the correctional personnel, including custodians, parole personnel and after-care agencies. There must be a clear understanding between all "members of the team".

Mr. Maxted concluded by again emphasizing the need for better channels of communication between police and the correctional services — this also being one of the major recommendations of the syndicate groups.



**REGION OF BRITISH COLUMBIA
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VANCOUVER MEETING
OCTOBER 1974

**Welcoming remarks by Mr. D.L. Winterton, Chief of Police,
Vancouver**

On behalf of the Vancouver Police Department, and all of us associated with the field of Law Enforcement in the Province of British Columbia, I would personally like to take this opportunity to welcome each and every one of you to Vancouver today. I would like, first of all, to go on record as being in total support of this kind of seminar involving individual components of the Justice System. I am personally aware of the results of the Halifax Conference and of the Toronto Conference, and am satisfied that this kind of dialogue can only improve the working of the current system.

I, on many occasions, have criticized the Criminal Justice System. My argument has always been — the individual components each in their own way are each doing what they believe to be correct — however, I think it is clearly obvious by our respective track records that none of us operating on this basis has been too successful. It is my view that all components of the Criminal Justice System have to work in a total co-ordinated way towards common objectives that can be agreed upon by the individual members of the system.

I am encouraged, however, that real progress is being made to turn what is now a non-system into a workable, effective Criminal Justice System. I am encouraged by many of the things I see happening in the Province of British Columbia, and I am further encouraged by the kinds of things I learned at the recent Canadian Association of Chiefs of Police meeting in Winnipeg, Manitoba. I think the need for co-ordination and dialogue between the components is clearly recognized in all parts of our country. I am sure that by seminars such as the one we have here today, that we all can contribute to an effective system.

I recently had the opportunity of attending a Community Corrections Workshop which was held in Vernon, B.C. At this particular Workshop Seminar in the vicinity of 450 delegates attended. The majority of delegates to this convention were representatives of the Community Corrections and Corrections field. I sat on a panel that was attended by over one hundred people from the Corrections field and I am

satisfied that the majority of these people clearly recognized the need for a co-ordinated approach in the Criminal Justice field. Deputy Attorney-General David Vickers also attended this seminar and in his introductory speech said something to the effect that all of us in the Criminal Justice System have reached the point in time when we must all walk down the road together. I am satisfied that this is the approach that has to be taken, and the delegates at Vernon seemed satisfied as well.

I would like to make it clear at this point that I am not an expert in the area of Police—Parole relations and associated problems. Realizing that I am not an expert in these fields, I have brought with me today several members of the Vancouver Police Department whom I feel are in a position to provide the kind of input that will make this seminar really productive. Very briefly I would like to introduce the representatives of the Vancouver Police Department who are here today, and I would like to outline their individual areas of expertise.

First of all, let me introduce to you Inspector Peter Molyneux who has been a member of the Vancouver Police Department for thirty-seven years, and has had the total responsibility of parole co-ordination within our Force during that period.

I think it is safe to say that Inspector Molyneux has had more contact with parolees and the Parole Board than any other individual member of our Force.

The next member I would like to introduce to you is Inspector Stewart Robertson who has been a member of the Vancouver Police Department for thirty-six years. Inspector Robertson has seen service throughout the Force and has for many years been Inspector in charge Vancouver Police Vice Section, which includes Narcotics, Morality, Liquor, and Gambling.

The next member of our Force that I would like to introduce is Inspector Sid Devries who currently holds the position of Duty Officer. Inspector Devries was recently promoted to Inspector and prior to his promotion for a number of years was Staff Sergeant in charge of Vancouver Police Narcotics Detail. Inspector Devries is probably our Force's most knowledgeable drug man.

The next member of our Force that I would like to introduce is Sergeant Sam Andrews of the Homicide and Robbery Squad. Sergeant Andrews has been a member of the Vancouver Police Department for twenty-eight years. He has been involved in the Homicide and Robbery Squad for many

years and has had a great deal of experience in the area of homicides and major crime generally.

And finally, I would like to introduce to you Detective Bob Welsh who has been a member of our Force for twenty-four years. Detective Welsh has for some time specialized in morality investigation cases. I am sure it is safe to say that Bob Welsh is recognized as one of the most capable morality investigators in the Province of British Columbia.

I think after having made those introductions you will agree with me that the Vancouver Police Department has a great deal of expertise in a number of areas. I reiterate that I personally am not an expert in any of these fields and do not have sufficient time to become totally involved in individual areas. In summary however, I would like to go back to my opening remarks and say that I personally feel there is a great need for the kind of Workshop that is being conducted here today, and I would like to assure each and everyone of the continued support of the Vancouver Police Department in this type of venture.

Remarks by Mr. J.F. Gregory, Chief Constable, Victoria City, Police Department, President CACP

Having read the First Annual Report of Activities 1973/74 of the National Joint Committee of the CACP and the National Parole Board, I am impressed by the repeated observations for the need of co-operation and communication followed almost immediately by promises to overcome these shortcomings.

Now, speaking from personal experience, our Department's relationship with the National Parole Board's District Representative in Victoria, Mr. M.B. Gaw, and his staff, needs no promise of better co-operation or communication.

In the CACP Brief on Parole as submitted to the Senate Standing Committee on Legal and Constitutional Affairs at Ottawa in September 1972, I am very happy to note that many of the recommendations therein have indeed been implemented.

I speak specifically of the improved relationship between the Police, the National Parole Service and the Canadian Penitentiary Service. The first annual report of activities 1973-74 of the National Joint Committee of the

CACP and the National Parole Board is an example of this increased liaison between the groups. In fact, our meeting here in Vancouver today is positive proof of the efforts being made to improve and enlarge upon the exchange of ideas as they relate to the rehabilitation of the prison inmate.

However, several of our recommendations are still on the drawing board, so to speak, and I refer to the suggestion that release of all inmates should be the sole responsibility of the Parole Act and thus within the exclusive power of the Parole Board. The Penitentiaries Act should deal exclusively with the administration of Penitentiaries leaving the release of inmates to the Parole Act whose prime function is the rehabilitation of prisoners.

Personally, I do not agree with the practice that requires parolees to report to Police Headquarters. This is the role of the Parole Officer who has the specialized qualifications to counsel the parolee. A person trained to detect the first signs of recidivism and, ultimately the one responsible for his client's success or failure.

To have a parolee report to the agency responsible for his incarceration can only increase his resentment towards the police and "the establishment". Consider if you will, the effect upon a person who must enter the same Police Building that he first entered as a suspect and last left with a jail sentence. To meet face to face with the police who arrested him, interviewed him, escorted him, gave evidence against him, is indeed a cruel requirement. To imagine that such an experience would be beneficial to the parolee or the police is a delusion. This "report to police" condition is enjoyed by neither the reportee nor the police who normally consider this a rather loose way of keeping track of a known criminal. The parolee himself usually considers police reporting just another nagging condition which is not even written into the Parole Act, and any form of police contact he considers a "Hassle" of which he is quite ready to complain to his parole officer.

The attitudes and hostilities engendered have recorded in the past and usually result, in any study and subsequent report, in a small, rather self-conscious paragraph headed "The Role of the Police in Parole."

Besides, the taxpayer's *police* dollar should be expended on police matters and not on parole.

The supervision of a parolee, including monthly reporting, is the rightful responsibility of the Parole Board. Any information that police may be benefiting from, by interviewing the parolee during his monthly report, is, to say the

least, questionable. All the police require is the location of the parolee at any given time and the terms of his parole — one, to check him out for his alibi and, two, in case he is found contravening some of the conditions of his parole.

To this end, entry of all Temporary Absences, Parole and Mandatory Supervision in the Canadian Police Information Centre would suffice. And while on the subject of Mandatory Supervision, I was surprised to learn that M.S. cases have a choice of destination! It's like shopping around for a lenient judge. What if his choice is to return to his old haunts where the chances of rehabilitation are questionable.

I think that the area of most concern to Police is the ease with which the "career criminal" is released.

All too often, Temporary Absence Permits are granted without any reference to Police or Parole Board.

To me as a policeman, there would seem to be a total lack of referral by the Penitentiary Service to Police and Parole and I am referring specifically to Temporary Absence Permits. And whilst on this subject, may I say that I become confused when I see Temporary Parole, Day Parole, Temporary Absence Permits, Mandatory Supervision, Work Release Permits and Travel Permits.

For example:

....., 54 years old, Record of Bank Robbery — Shoot-out with Police. Accomplice.

Escape Record: Paroled 1962 — 1965 arrested in N. Vancouver in company with, and charged Possession Heroin for purpose of trafficking. Sentenced in 1966 to 20 years. Appealed — reduced to 15 years plus unexpired portion of original sentence — total 22 years, 125 days (Feb. 1966).

April 1970 Paroled

July 1973 — Arrested Campbell River, Theft of Boat, Sentenced to 9 months. Recommitted to B.C. Pen for above and parole forfeiture — Total 18 years 10 months. November 1973 Transferred to William Head.

May 1974 Denied Parole.

Several T.A.'s (escorted) for recreational purposes including golf and swimming, also A.A. meetings. Never played golf or swam — no alcoholic problem. September 21st, T.A. to attend A.A. meeting — disappeared — recaptured at Hope B.C.

The case is a classic. Canada's Happiest Bank Robber was sentenced in April, 1970, at the age of 23 years

to 12 years for 7 charges of bank robbery. August 1970 he received 9 months for escape plus unexpired portion of sentence. November 1971, transferred to William Head. Parole review date April 74 — Denied — Within one month he was given a 3 day T.A. to visit parents in Nanaimo.

....., 30 years old, charged February 2, 1974 with B & E with Intent. Entered convent — 3rd floor with knife — entered nun's room, put hand over mouth — scared off. 30 minutes later attacked a 20 year old girl in an alley (nervous breakdown). Indecent Assault dropped. June 21st accused sentenced to one year. Three months later, 20th of September — released on day work, (7:30 a.m. — 7.00 p.m.). September 29th — 9:30 a.m. visited a casual female acquaintance — stayed all day until after 7:00 p.m. Attacked his companion. 9:15 p.m. September 29th, entered his former common-law wife's residence and attempted to force himself upon her. A charge of Indecent Assault on a female has been laid and his work pass is now revoked.

....., 34 years old, convicted of attempted murder of a girlfriend 14 years ago, was on a week-end pass when he disappeared three years ago. He was found in Vancouver a month ago after he had murdered his 16 year old girl-friend and killed himself.

The man with two or more convictions and one or more Parole experiences should receive a much lower priority rating than the first offender.

Greater emphasis must be placed on rehabilitating the youthful and first offender because statistics indicate that the recidivist commits about 2/3 of all criminal acts. In the U.S. during the past 10 years, of the 858 law enforcement officers that were slain, 77% of their murderers had been arrested previously and 59% of them had been previously convicted of at least one criminal charge.

A very interesting theory was put forth recently at the American Psychiatric Association by Dr. Richard Schwartz, a psychiatrist at the Cleveland Clinic Foundation.

Dr. Schwartz quotes statistics showing that 93% of all serious crimes in the U.S. are committed by young men under the age of 40 and that the crime rate drops so rapidly after the age of 30 that by the time a man reaches 40 his criminal career is essentially over. He goes on to say that "The statistical likelihood of such a first offender committing at least one additional serious crime is so high that it is certainly arguable that it is even more cruel to the potential victim."

Speaking of so-called experts from other countries coming to Canada and telling us how to run our affairs, I think this is a good idea provided the expert can show that his own country has benefited from his theory.

Now, like Winston Churchill, I think that there are lies, damn lies, and statistics. Because, while keeping all criminals in jail until they are 40 would certainly make recidivism an unlikely probability and, incidentally, give parole a 99.4% chance of perfection, the same could be said of longevity. Once you've reached 100 years of age, you are safe because so few people die over 100 years of age.

But in the middle of this morass of theory and statistics must lie some guidelines or perhaps a lesson to be learned.

Personally, I do not feel that the Parole Board gives sufficient research and weight to the client's history. Invariably, a recidivist will have a history of non-conformity dating back to his pre-school days and continuing on through his teens and into his adulthood. What does all this mean? Simply this, leniency in the form of suspended sentences and probation throughout this period just hasn't been effective. As a child and a juvenile, your recidivist has received many warnings and, in some cases, parental discipline, but evidently nothing has convinced him to change his ways towards a more structured and productive life. Now, he finds himself in jail and it is a bit of a shock to him.

What I'm getting at is this. Parole and Temporary Absences should not be granted without a thorough research of the client's history in each and every instance. By this, I mean reading reports from juvenile officers, talking to teachers, probation officers and parents. Transcripts of trials should be studied, not with the idea of finding a justification for the crime but of finding out if there is indeed an excessive risk to society. Herein I am not unmindful of the bright future that each parole-hopeful puts forward from the moment of his entry into the Penitentiary. Revocation should be automatically and instantly implemented for infraction of his conditions of parole and any recidivist must not be given another chance to prey on society and thus bring the theory of Parole into disrepute and even ridicule.

The granting and supervision of Temporary Absences and Parole must be the sole responsibility of the Parole Board and its staff. The successes as well as the failures to be accounted for and responsibility assumed.

Case loads for Parole Officers, I am told are in the 20 — 25 per officer bracket and while I do not think adequate

supervision can be given to such a large group, I was horrified to learn that Provincial Probation Officers often have case loads of 80 — 130 and this is the area that I mentioned earlier when I spoke of leniency through the recidivist's juvenile years. Probation is a joke and as it is imposed by a Court of Law, the Law is a joke with this attitude being continued through by the recidivist to the Parole system.

The Parole Officer's 20 — 25 case load may seem low to some people but when these case loads have added to them the many parole application reports, applications for Temporary Absences, applications for change of driving restrictions, liaison with Community Centres, then proper supervision is wishful thinking.

The juggling of licence suspensions for motor vehicle and other offences between the judiciary, motor-vehicle branches and the Parole service can only engender ridicule and confusion. No Parole officer of my acquaintance enjoys these cases. This is one responsibility that could well be removed from the case load of the Parole Service. Don't forget, the Judge found good and sufficient reason for imposing driving restrictions during sentencing.

That our concerns are different must be recognized. We, as policemen, must be primarily concerned with the protection of that greater portion of the population who have not offended against our laws regulating social behaviour. This concern leaves us little time to involve ourselves in the process of offender rehabilitation — nor are we trained for that role.

The spectre of understaffing haunts us all, and though never laid to rest it seems to respond to economic exorcism — usually administered in dead of committee by the financial shamans of the various governments. There does, if one looks closely, seem to be a faint light on the horizon which appears to show the Criminal Justice System, in all its vagaries, looming larger — if not yet in the budgets — at least in the consciences of the nations councils.

In closing, may I say that although we may not be riding the same horse in the same manner, we are all attempting to direct the beast down the same road in more or less the same direction.

May we all keep a firm rein on the horses head, so that we do not slip back and become identified with the other end of the animal.

The Need for a Total System Approach in Criminal Justice and what Criminology can do about it.

Guest Speaker

Dr. Ezzat A. Fattah
Director, Criminology Program
Simon Fraser University
Burnaby, B.C.

On September 10th, 1974, the Canadian press carried declarations by Jack Gregory, the recently elected president of the Canadian Association of Chiefs of Police, in which he urged the politicians to strengthen weak laws that prevent police from carrying out their duties, to give more thought to the victim of crime and less tender loving care to the criminal.

"I am convinced," he said, "that much of our crime and disrespect for the law is not police inefficiency, but legal inadequacy."

On the same day, Chief Don Winterton of the Vancouver City Police, was interviewed on television. He blamed the other components of the criminal justice system for the ever-rising crime rates, deplored the lack of co-ordination between the components, and urged that they sit down together and try to find a common solution to the crime problem.

Of course, it is in human nature to try to blame others for one's own shortcomings, and to look for a scapegoat every time things go wrong. But it has become something of a habit for the police to put the blame for the increasing crime rate on the legislators for making laws that do not have teeth, on judges for not being tough enough and for handing out lenient sentences, on the parole board for releasing inmates from penitentiaries too soon, and on the administrators of penal institutions for making wide use of temporary absence leaves and day parole. "We catch them, they release them" is a phrase heard quite often from young and old policemen alike. The public is blamed for not helping the police, criminologists for acting as bleeding hearts for the criminals, and civil liberties unions for making it difficult for the police to carry out their job of protecting society and cracking down on criminals.

However, it would be unfair to claim that it is only the police who are critical or who are looking for scapegoats to justify the limited success of their strategies. Criticism of the Parole Board, and of police practices, is often voiced by members of the judiciary; and it is not too rare to hear members of the Parole Board criticizing the wide disparity in court sentences, or adopting a defensive attitude in face of attacks by members of the public or the police forces.

Thus, instead of joining forces, and trying through a unified and concerted effort to find a common solution to the complex problem of crime, each component of the criminal justice system ends up doing his own thing, and criticizing the other parts for hampering, through their decisions, actions or policy, the effort being made, and for being responsible for the poor results obtained.

What makes the situation more distressing is the fact that the criticism is all too often unjustified. It seems unfair to criticize the judges for not being tough enough, when statistics are showing that proportionally more criminals are sentenced to imprisonment in Canada than elsewhere, or when they are showing that prison sentences in Canada are, on the average, much longer than in most other countries in the western world.

It also seems unfair to criticize penal administrators for making wide use of temporary absence, when statistics released by the Solicitor General's Department show that not more than one half of 1% do not return.

The problem of predicting human behavior

Police and public outcry when somebody on bail, probation or parole, commits a serious or a heinous crime, seems to overlook the fact that predicting human behavior is a very difficult and complex problem. When putting someone on probation, or when releasing someone on parole, the judge or the Parole Board makes a prediction of the future behavior of that individual. In any prediction there is an element of chance, some sort of gamble and more so when it comes to predicting dynamic human behavior. We have to admit that we simply are unable, at least at the present time, to accurately predict recidivism in individual cases. It is possible to predict with a fair degree of accuracy the recidivism rate for a certain group of offenders, but predicting individual behavior is much more difficult and much more complicated.

Most of the criticism, voiced by law enforcement people, of probation or parole, is based on the failure of certain predictions. Usually, the cases which evoke the strongest criticism are the cases in which violent behavior such as homicide, rape or robbery has taken place. Here again, the criticism overlooks the fact that these types of crimes are the most difficult to predict. We all know that the effectiveness of any method of prediction is always subject to the frequency of occurrence of the event, or of the behavior one wants to predict. One of the basic difficulties in violent crime prediction is the rarity of the event to be predicted; homicide and other violent crimes are so infrequent that they are too difficult to predict.

We also have to admit that in spite of continued efforts to improve our prediction techniques, we are still far from being able to accurately predict which offender will succeed on probation, which parolee will violate, or which child will become delinquent. So, if we want to benefit from the tremendous advantages which community-based correctional programs have over incarceration, we would have to tolerate the marginal predictive accuracy until we devise more sophisticated techniques of prediction. This is not a very difficult thing to tolerate; in fact, in every decision we make, there is always a margin of error. When we select a policeman or a judge, among several candidates, we are actually making a prediction regarding the future performance of the selected candidate. We are, in fact, predicting that he will make a good policeman, or a good judge. Sometimes the actual outcome does not fulfill our expectations; this is because we have not yet developed criteria and techniques of prediction capable of accurately predicting future job performance. Yet, we accept the successes and failures of our predictions as a fact of life. However, when it comes to probation or parole, and as soon as a probationer or a parolee commits another crime, we immediately become highly critical of the whole system and of those who are administering it.

With some soul-searching, we would certainly realize that it is in our interests and in society's interests to try to organize structured team work, and to develop ways and means by which we could largely improve the accuracy of predictions, and reduce to a minimum the margin of error and risk involved in each of these decisions.

The establishment of the National Joint Committee of the Canadian Association of Chiefs of Police and the National Parole Board, is no doubt a very important step in this direction. We have to thank the dynamic Chairman of the Committee, Mr. Jean Gilbert, for his commendable initiative and continuing efforts to bring together and to establish a dialogue between law enforcement and corrections. A lot of good can result to the public and to the criminal justice system from a constructive dialogue and a close working liaison. In this respect, the science of criminology and the educational programs in criminology, whether at the college or the university level, can make an important contribution.

I will try to examine very briefly the different needs that exist at present, and the different ways in which criminology can help meet these needs and bridge the gap between law enforcement and corrections.

1) *The need to view the roles as complementary, rather than conflicting*

It is rather unfortunate that some of those working in any one sector of the criminal justice system tend to overemphasize their role, and to regard the roles of other sectors as minor and antagonistic to their own. They fail to realize that the different components of the system are linked together by the uniformity and consistency of their goals: prevention of crime, protection of society, improvement of the operations and effectiveness of the criminal justice system, etc.

This irrational but widely held view was bluntly expressed by Superintendent Fry at the Halifax meeting, when he said to the parole people "... 90% of the time you and I are on different avenues, our objectives differ ..."

It is not by chance that the RCMP, the Parole and Penitentiary Services have been brought together under the jurisdiction of the Solicitor General's Department. Actually, this was done because of the complementarity of their roles and because within a unified structure, they are likely to reinforce one another and to mutually benefit from one another. This structure seems much more rational and more appropriate than what exists in many other countries, where the police, parole and penitentiaries come under the authority of two or more different ministries.

But it seems that although the three services are together in one ministry, there is still a considerable lack of communication, lack of co-operation, lack of co-ordination, not to say anything about the prejudices that exist on one part or the other.

An effective action to prevent crime and delinquency requires that every component of the criminal justice system view itself not as an entity which can act independently and unilaterally, but rather as an integral part of the whole system. This will no doubt require a radical change in the current attitudes and images. Such a change cannot take place unless there is a fundamental change in the education and training of those who will be joining different sectors of the system.

It is necessary for those who will work in the criminal justice system, no matter what particular sector they will be in, and no matter what specific task they will perform, to possess a thorough understanding, appreciation and working knowledge of the other equally vital components of the system.

This type of knowledge and understanding can be provided through a criminology program which adopts a total system approach rather than the segmented and fragmentary approach which is often encountered in in-service training programs.

Contrary to in-service training programs, a university or a college program in criminology or criminal justice should be geared towards the whole field of criminology, rather than towards specific jobs. In doing so, it can help develop among the students an awareness of the complementarity of roles, a sense of mutuality of goals, and of the interdependence which exists between the different components of the system. This awareness of role complementarity and of the unity of goals can be developed further within the program if the principle of the interchangeability in field practice is introduced.

Accordingly, a student who at the same time is a member of a police force can be required to do his field work in a parole penitentiary setting while another from either service can be required to carry out his field assignment in the police.

2) *The need for a consistent and common philosophy*

No system can function properly and effectively when its different components are adopting contradictory or conflicting philosophies. The criminal justice system is no exception. This has been fully emphasized by the Canadian Committee on Corrections, which recommended that the law enforcement, judicial and correctional processes should form an interrelated sequence. The Committee recommended further that:

"There must be consistency in philosophy from the moment the offender has his first contact with the police to the time of his final discharge. In the past, there has been some conflict in aims among the different processes. The aim of corrections has been rehabilitative, while the aims claimed for the criminal law have included retribution, deterrence, segregation, denunciation of evil and declaration of moral principles. However, in recent years, it is being increasingly recognized that the law enforcement, judicial and correctional processes all share a common over-riding aim; the protection of society from criminal activity. Once this is fully recognized, the necessity for the three processes to work in harmony will be accepted."

Unfortunately, up to now, such a consistent philosophy has not existed. While the field of corrections is desperately struggling towards the rehabilitative ideal, guided

by the belief that the protection of society can *only* be achieved by the lowering of recidivism rates, by changing offenders and reintegrating them into society; the courts and the police are still strong advocates of the punitive approach and of a "getting tough" policy.

Of course, the hard-line approach is likely to make a good impression on a public alarmed by increasing crime rates. But such a line hardly withstands empirical scrutiny.

The contribution of criminology here can be twofold:

- a) through education: a criminology program is likely to develop among future workers in the criminal justice system, a common philosophy. It can help replace the traditional repressive and punitive policies by a social preventive policy;
- b) through research: criminological research, and in particular evaluative research, can allow an empirical assessment of the effectiveness and costs of the different policies. In fact, results of empirical research have cast a considerable doubt on the effectiveness of the punitive approach as a means of preventing crime and delinquency.

Time does not allow me to enter into the details of the studies, but the general findings can be summarized in three points.

Evaluative research of correctional methods shows that:

- a) for many offenders, probation is likely to be at least as effective in preventing recidivism as an institutional sentence;
- b) fines and discharges are more effective than either probation or imprisonment for first offenders, and even for some recidivists;
- c) longer institutional sentences are no more effective in preventing recidivism than shorter ones. Thus, time served can be reduced without increasing recidivism.

Since most studies showed that lengthy incarceration is not more effective in preventing recidivism than shorter sentences or than other penal measures, the California Assembly Committee on Criminal Procedure (1968), concluded that:

"Incarceration, especially lengthy incarceration, for many offenders is a misuse of public funds better allocated for local law enforcement and local rehabilitation. . . . The State of California may be spending \$30 million each year for the lengthy incarceration of lesser

offenders, whose rehabilitation could be better accomplished elsewhere at much less expense.

Prison cost savings from earlier parole could also be used in the improvement of local law enforcement — a more effective deterrent to crime.”

Thus, the results of criminological research show that a shift from the punitive philosophy to a more humane approach, can be much less costly, while not any less effective. It also shows that the law enforcement traditional call for longer and tougher sentences may actually be against their best interests.

3) The need for a common language and a constructive dialogue

Because of the lack of commonly shared philosophy, because of the difference in educational levels and content, because of the difference in training, because of the different policies and different strategies, it is not hard to understand why people working in the different sectors of the criminal justice system do not speak a common language. This can be easily noticed in meetings and conferences attended by people from law enforcement, from the courts and from the correctional field.

The lack of a common language, the deeply anchored prejudices, the stereotyped images and the preformed opinions hinder the development of a constructive and fruitful dialogue.

There can be no doubt that a common background in criminology and other related social and behavioral disciplines is the best way to provide this common language and to establish this dialogue.

Personal contact inside and outside the classroom allows better knowledge of one another, bridges intellectual gaps and disagreements, and helps dissipate prejudices and change stereotyped images. The experience of many colleges in this respect has been very encouraging. Furthermore, a common training in criminology would develop a new spirit of mutual acceptance, which in the future can bring important changes in attitudes, and consequently, many positive results.

4) The need for formal channels of communication, consultation and information-sharing

The lack of communication between law enforcement and corrections and the withholding of information are not helping the cause of crime prevention. Both can largely

benefit from the availability of a formal channel of communication. Such a channel would act as a liaison, and facilitate contact, consultation, and the exchange of information.

The Parole liaison section at the Montreal Urban Community is a case in point. According to both sides, the section has proved to be a very useful tool, facilitating encounter between police and parole officials in Montreal.

The decision to place someone on probation, to release someone on parole, or on a temporary absence leave, is no doubt a very important decision; not only for the person involved, but for all of the community. The success or failure of the measure depends largely on the amount, quality and accuracy of the information laid before the judge, the parole board or the penitentiary warden, concerning the person in question. In most of the cases, the police have accumulated, or are able to accumulate a sizeable amount of information on the offender being considered for probation, parole or a temporary absence leave. Such information can add important new elements, and sometimes new dimensions to the factors on the basis of which the decision is usually made. By providing such information to the probation officer in charge of the pre-sentence report, to the parole board, or to the penitentiary administrator, the police can greatly assist them in assessing the dangerousness of the offender, and the probability of his success or failure.

On the other hand, there are, in many cases, special conditions set when the decision to grant parole is made. Yet, most of the time, the police, who are in the best position to report on the violation of these conditions, are not informed or advised of their existence. Without placing the parolee under police surveillance, the systematic communication of the decision to grant parole or leave of absence and the conditions attached to it, to the police, will bring to the attention of parole or penitentiary authorities a large number of violations which go undetected at the present time.

Once formal channels of communication have been developed and are maintained, the next step would be the establishment of a good information sharing system.

Again, the information system developed in Montreal between the Parole liaison section of the Montreal Urban Community and the Parole district offices of the greater Montreal area is a good example. According to Mr. Luc Genest, the sharing of information has been found so useful for both sides, that it would now be unbelievable to live without it.

The system provides the MUC police force with accurate data on every inmate on temporary absence, day parole, week parole, regular parole, within the whole province of Quebec. They also receive a copy of every document modifying the status of a person on parole in the province, like amendments, suspension, revocation and forfeiture warrants.

On the other hand, a new format of police report on parole applicants has been devised and efforts are being made to develop a complete file on the criminal history of each applicant for the use of the parole board and the penitentiary service.

The question of the confidentiality of information does not seem to raise any major problems. Both sides seem to agree that there is a certain type of information deemed confidential and should be treated as such.

Here again, criminology education can help overcome the obstacles and the prejudices which have hindered in the past the establishment of channels of communication and the sharing of information. But above all, criminological research can help pinpoint the type of relevant and important information to be gathered, communicated or shared.

5) *The need for a united front in the fight against crime*

In the fight against crime, the different components of the criminal justice system need to join forces, to coordinate their strategy and to unify and orchestrate their actions, if they want to achieve the best results. They need to function interdependently to achieve common goal: the protection of society through the social reintegration of the offender. Unfortunately, up to now, people working in the criminal justice system have failed to coordinate their intervention, thus obtaining poor results. The difference in philosophy and in practices has always been major hindrance, and sometimes allows the manipulative offender to play on potentially conflictual situations between police and parole in particular.

There is an urgent need for structured team work, for a team work spirit and for a joint or participative approach between police, penitentiaries and parole. The unity of intervention can only be achieved if certain conditions are met:

- a) mutual understanding and reciprocal trust;
- b) formal liaison structure, effective mechanism of communication and information sharing;

- c) consultation, coordination and collaboration at every level of the criminal justice system;
- d) joint research, joint planning and common strategy.

In sum, a whole new approach is needed, a total system approach, a carefully planned, highly coordinated and well orchestrated approach; and it is toward this new approach that criminology or criminal justice education should be geared.

I am not trying to convince you that a criminology program is a magic formula, which will cure all the headaches or will solve all the problems which now exist and hamper the effectiveness of the system. But, I am sincerely convinced that it is a major step in the right direction; a step which can, especially in the long run, pave the way and help shape the strategy for this challenging new approach.

Remarks by Mr. M. McBrayne, Regional Member, National Parole Board, Vancouver.

It is a real pleasure to have this opportunity to sit in, take part and be active in this Workshop of Police and Parole, especially since not too far in the past I was closely allied and associated with many of you here to-day in the policing of this province.

Many changes have taken place over the past several months, my own position of which I will relate to in due course. Retirements have taken place such as Chief John Fisk replaced by Don Winterton. Joe Hornel, selected to head the West Vancouver Police Department, Earl Sarchiat of Esquimalt left to enter into the Provincial Correctional System. Robert L. Miles, new Chief of Central Saanich. Peter Meighan of New Westminster, retired in order to spend more time on the Sechelt Peninsula.

Not to go unrecognized is my past colleague and good friend of many years standing, Jack Gregory, Chief Constable, Victoria City Police, and President of The Canadian Association of Chiefs of Police, a prestigious position that will call for tact, diplomacy and major decisions which affect policing in this nation. Jack was the initiator of employing second year law students, as sworn in, uniformed peace officers, for summer employment in police departments, which has now been accepted and underwritten by the federal government for the past two years as well as being adopted by the provincial government in a similar type program.

It is my feeling that police executives are hard pressed to cope with their administrative functions and can hardly be blamed for not being altogether knowledgeable in the whole of the Canadian correctional system. As a matter of fact, there has been such progress in the province of British Columbia in the past two or three years with perhaps greater emphasis on the past few months, that I am sure it taxes each and everyone of you to keep abreast of these overwhelming changes.

This attendance is most gratifying, especially to the National Parole Board, as it reflects an interest that we hope will provoke a deeper insight into all the aspects of parole and that is what this workshop is all about.

Most of you are aware of the regionalization of the National Parole Board of which British Columbia and the Yukon constitute the Pacific Area. Regionalization can be described as a mini-replica of the Ottawa headquarters designed to give quality service in what may be described in these several basic functions, i.e.

- (a) Decision making
- (b) Responsibility of Paroling offenders
- (c) Suspensions and revocations
- (d) Public education and public relations.

The Regional Parole members carry out the above functions such as decision making based on service reports from penitentiary and parole service personnel, community assessments and personal interviews with the inmates.

- Responsibility of parole by gradual release to society taking into concern risk factors.
- Processing suspensions and revocations as prescribed by law.
- And finally public education and public relations by means of the medias and any other realistic avenue, such as we are doing here through this workshop.

The question is how are these kind of things to be accomplished and I suggest that, first of all, we must realize that basically we are all working towards a common goal, that is, the corrections system which creates an umbrella effect over the full spectrum of police, courts, probation and parole. Police involvement is so very necessary because of the very nature of their duties in the protection of life and property, that is to say, prevention, surveillance, apprehension, supervision and most important, police reporting because the effectiveness of a corrections system is determined by the way these several parts all work together. Having mutual confidence and respect in each others abilities

to do these things towards a common purpose bearing in mind that each and everyone of us share this responsibility and share it realistically because we are guided and authorized by the laws of Canada to do so.

Two of the most important items I would like to stress are "confidentiality" and "suspensions". Confidentiality implies an acceptance of another person that you can put your faith in, your beliefs and your trust. I believe that our officers in the parole service in many, if not most cases, have an excellent rapport with many of our peace officers. Both police and parole officers have sources of information which could be of interest to either one of the other, providing there is communication and trust. I would like to think that there are these lines of communication and that they are being used. It is the intention of the regional members of the Parole Board to meet on a first-name basis and hopefully exchange views, beefs or clear up misunderstandings, if any exist.

Suspensions are perhaps the most difficult areas in parole to understand, and it seems that, when police see a parolee in their area, it could invariably spell trouble and they would like a suspension, but, first of all, let me explain that much time, effort and investigation has gone into preparatory work analyzing the best method of an inmate's gradual release to society and to maintain and build in controls up to the last day of sentence. To suspend requires more than just a criminal charge being laid. Following the best traditions of British justice, a man is innocent until proven guilty. However, where a suspension is affected and leading to revocation, then it must of necessity be documented to conform to the requirements of the parole act.

There is no doubt in my mind that one most important question that will be asked at this workshop will be the matter of supervision and it is my belief that the instrument to control the activities of parolees is now well established by means of the Canadian Police Information Centre. All that is presently required is the feed-in of conditions, and when checks are authenticated and conditions of parole are being violated, this would be the kind of feedback that the parole service or regional members of the board would appreciate in order to take remedial steps.

It seems to me that a number of issues become important and worthy of debate at this time:

Sharing of information

Views of police reporting

Police as counsellors

Views on narcotics

Thank you for your attention, gentlemen, and in closing may I say this, and it is a quote from a wise counsellor at law that punishment is imposed as a deterrent and not for revenge.

Remarks by Inspector D. A. Whyte, Assistant C.I.B. Officer "E" Division, R.C.M.P.

Let me start by stating a police point-of-view.

There are too many hard-core, high-risk criminals on the street. They are not in prison for long enough terms. They are released on parole too quickly. If their applications for parole fail—released temporarily, week-end passes, day passes, study passes, whatever.

That is a police point of view, and if those policemen present are honest with themselves they will accept that as a valid statement. Yet, here we are in spite of that working with those of you whom we accuse of being responsible for that state of affairs and we, the policemen, are saying, "This is great! This is the best thing that has happened in a long time! It's a good seminar and we need more of them." If that is not progress I don't know what is.

Let me talk for a moment about a few specifics:

- In terms of the R.C.M. Police relationship vis-a-vis Parole Services—this ranges from *harmonious* to *excellent!* However, there is some qualification to that statement. Our relationship is good *where contact* between the two departments *has been made*. In some cases there has been little or no contact, and this is notably in the Nelson District, in Surrey and in Kamloops. I am aware that there is a newly established Parole Office in Kamloops, and the Parole Officer there will be looking after the Nelson District, so some improvement is being made.
- Generally speaking our contact with Parole Officers has been by *telephone* or *letter*. There have been ad hoc meetings and discussions on specific cases, but there have been *no regularly scheduled meetings*. This is something that might be looked at.
- On occasions we are disturbed about late notification or after-the-fact notification of the arrival of a parolee in a particular district. If we are to undertake this type of supervisory role, prior notification regarding the parolee's destination, and the date of arrival is *absolutely necessary*. If all else fails, use the phone.

- Our *major* concern is the *apparent* lack of attention which is paid to police reports and assessments on perspective parolees, and indeed on those who are actively on parole. A remark often heard is, "We work our heads off putting them in — they work even harder to get them back out — they won't listen.". That statement is probably symptomatic of frustration and disenchantment with the system on the part of the policeman. What criteria is used to determine eligibility for parole or revocation? It may be valid but *we don't know* because we are not part of the process, and there is no feedback. Because we don't know and are ignorant in that sense, we become critical. Surely this is an area to which we should address ourselves at this workshop. We are *ready to sit down* with you, *ready to meet, ready to present* our views personally if that is what is needed. Policemen must be able to see that there is some value being given to their reports. This cannot be a "sometimes thing" but, must be a systematic, professionally engineered programme, structured on the basis of the region served.

Chief Jack Gregory, in his presentation yesterday, made a strong point about the *uselessness* of parolees reporting to the police. I agree that in its present form this policy is useless and, in fact, it is potentially damaging to the parolee. The responsibility for that type of supervision is more properly the function of Parole Officers who are professionally trained in doing this. That is not to say that the police are backing away from parolees. There will always be contact, and the police *must be trained* to meet that responsibility. Our training now reflects this at the Recruit level, at the NCO level and at the senior management level. At the Recruit level use is made of role-playing and role-reversal techniques. At all levels there is exposure to experts in Criminology, Corrections, Parole Services. We are prepared to look at the feasibility of on-site training also—that is, the scheduling of our young policemen during their field training to work with Parole Services, for a week at a time if need be. On the opposite side we are taking Parole Officers in the back seats of the police cars *now*, and this will continue to be done.

CPIC — our computer system — has been mentioned a number of times at this workshop, and you may rest assured that as a system, CPIC is capable of accommodating whatever data is approved for inclusion. I am given to understand that one of the items on the agenda for the next Advisory Committee Meeting is the possible interface of CPIC with a similar computer operated by Corrections. This type of interface would permit *Corrections* to *input data* on all released persons as and when they leave the institutions,

and to maintain the files thereafter on an up-to-the-minute basis

We have in front of us a whole day of syndicate discussions, and it is in this type of forum that we can find the answers to the problems that have been posed. As a wise man once said,

"I don't need problems, I need solutions. If you don't have a solution you become part of the problem."

**Notes on the recent advances in the Penitentiary Service
by Mr. D. MacGregor, Canadian Penitentiary Service, Assistant
Regional Director, Vancouver**

Matsqui Institution granted its first temporary absence in 1967. The authority to grant the temporary absence is covered in Section 26 of the Penitentiary Act and additional guidelines are covered in the Commissioner's Directives. The use of the temporary absence generally was pioneered by the Pilot Treatment Unit at Matsqui Institution and started in a very modest way. It was one of the first Units, small in nature, in the Penitentiary Service that was able to obtain detailed information on which to make a decision either for or against temporary absence. Over the next six years, Matsqui Institution was to proceed carefully and deliberately in its use of temporary absence. In so doing, experience and knowledge was gained in its use and how to make decisions regarding the release of inmates on temporary absence.

Each year the number of individuals to receive a temporary absence increased as did the frequency for granting temporary absences to specific individuals. The experience in the Pilot Treatment Unit pointed out very clearly that the finishing touch to work with individuals had to take place in the community. For example, individuals who had spent many years involved in the delinquent sub-culture, found it extremely difficult to mix with the so-called "square-john". Although they left the Institution with good intentions, they found that after weeks of working eight hours a day and returning to the lonely existence of a boardinghouse room that they eventually started to seek out old companions. Having done this, they eventually filtered back into the world of delinquent behaviour and eventually back into trouble and back to the Institution.

We felt that if something could be done, prior to release, to alleviate this particular problem, then the individuals would have a much greater chance of surviving when

released. This started to meet with a measure of success, however, in so doing, other institutions in the country were encouraged to become involved in the temporary absence programme and unfortunately individuals were released who never should have been released. Several notorious cases led to a public outcry that eventually curtailed the temporary absence programme. It also led to a considerable degree of confusion regarding the release of inmates from a Federal Institution and that resulted in the Commission that was appointed to look into the release of inmates.

The resulting conflict has been one factor in contributing to what is now coming to be the integration of the Canadian Penitentiary Service and the National Parole Service. Perhaps in some way it has also contributed to the workshop that we are all presently engaged in which is designed to create better communications between the Parole Service, Penitentiary Service, and various local Police Departments. After all, we are all basically engaged or striving for the same objectives, namely the prevention and control of crime. All be it the strategies by which we arrive at these objectives are different, nevertheless we are all hoping for the same results; therefore, it is important for us to understand one another and to understand respective problems that each of us is faced with.

Although the temporary absence is not a dead issue, it has been somewhat dormant during a period of reassessment and the establishment of more stringent guidelines learned from both positive and negative experiences. Also, many of the types of temporary absences formally used are now being converted to either temporary or day parole and the decision is being made in consultation with the local Parole Boards.

In keeping with newer trends, Federal/Provincial Agreements have now been signed with all of the Provinces and the purpose is to share resources and facilities. Although there are many details still to be worked out, it is the desire to transfer and maintain inmates, who are suitable, in the areas they come from. In other words, individuals considered to be suitable for Provincial Institutions will be given a chance in those Institutions even though they may be sentenced to two years or more. The benefits derived from agreements of this nature are fairly obvious. First of all the man remains in the Community where he had his problems. Secondly, there is a greater use of facilities which is particularly important of late since the Provincial Institutions are under-populated and the Federal Institutions are over-populated.

The last thing that I would like to mention is the construction of new small correctional facilities. Treasury Board has approved the construction of several small Medium

and Maximum Security Institutions. The first one is being built at Mission, B.C., and it is a Medium Security Institution for one hundred eighty (180) male adult offenders. Although it is somewhat more economical in the short run to build large facilities, it is also recognized that they quickly become negative environments and almost impossible to properly manage. Therefore, the new small facilities are being built with the hopes of being more productive and certainly more manageable over the long run. The design is quite different from traditional facilities. At this point I will terminate my brief presentation in hopes that it has provided some food for thought and will promote additional discussion.

Some Objectives, Methods and Occupational Dilemmas in improving Police-Parole Liaison, by Mr. O. Fonseca, National Parole Service, District Representative, Vancouver

Introductory Remarks:

When crime hits home !

The Facts:

The crime rate in B.C. doubled in the ten years between 1963 and 1973.

The Projection:

Criminal code offences are conservatively expected to double between 1973 and 1980.

The Realities:

If anyone here, or anywhere, thinks he has a simple solution to the crime problem, including the establishment of a totalitarian state, he'd better tell us now, so we don't waste time.

The "science" of criminology is in its infancy and no single method, ranging from physical torture through humane imprisonment to probation and parole, has yet had any significant success in decreasing the crime rate over the past 50 - 100 years.

None of us can claim to have *the best* solution.

The Implications for the Criminal Justice System:

- a) It is unproductive for us to vilify and crucify each other through the media;
- b) We must establish and use ongoing communication channels through which we can share our meagre though

expanding set of valid facts and use them to *jointly* plan our strategies and priorities;

- c) We must keep closely in touch with public opinion and disabuse the public of the idea that there are simple solutions to crime with which it need not be involved because "the experts" have the answers and should be blamed if things go wrong.

Some Achievable Objectives for Police-Parole Co-operation:

Objective 1

To enable police personnel and parole officers (and other correctional staff) to get a more realistic knowledge and *feeling* of their respective jobs.

Method

Basically by greatly expanding the opportunities and the *necessity* for each to experience significant aspects of the other's job especially through field placements -

- e.g. Minimum one week internship for each police trainee at a Parole Office, experiencing all the facets of a parole officer's job, including attending a hearing before the Parole Board;
- e.g. Vice-versa for all parole officers, including making rounds in police cars, attending court to witness giving of evidence, cross-examination, etc.;
- e.g. Jointly attending classes at Justice Education Centre.

Objective 2

To improve meaningful communication and co-operation at the policy and operational levels.

Method

- a) *At the policy level*, some effective way must be found for establishing communications between the Federal Correctional Services and the Justice Development Commission or whatever is the main policy making and coordinating body which will establish guidelines and set priorities for Police Forces in B.C.
- b) *At the operational level* -
 - 1) Establish a special Police-Corrections liaison unit,
 - mandated and staffed to speak for all Police Forces and Federal Corrections Agencies (Penitentiary and Parole) in B.C.
 - authorized to establish and to modify procedures whereby the case-conference procedure may be

applied to all "special category" cases during security classification for imprisonment, prior to release to the community, and throughout parole or mandatory supervision.

- authorized to receive referrals from either police or parole personnel of "ordinary" cases of inmates on parole (or on mandatory supervision) when either organization believed that the intervention of S.P.C.L.U. might help to resolve inter-agency differences about the management of particular cases.
- useful as a vehicle for discerning and recommending changes in either policy, operational procedures or other managerial or legislative matters affecting co-operation within the criminal justice system.
- no direct line to the National Parole Board on case-decision matters? Academic if Regional Director of Parole Service (or his nominee) is member of S.P.C.L.U.?

2) Pilot project for preparation of "police reports" by parole officers instead of by investigating police officers or by City Prosecutor's Office.

Advantages)
 Disadvantages) ?
 Feasibility)

Some Occupational Dilemmas in Police-Parole Liaison:

- a) Confessions of unsolved crimes to the Parole Board or Parole Service;
- b) Failure of police to report known parole violations in the hope of breaking a bigger case;
- c) Full disclosure and natural justice.

Examples — any solutions?

RECOMMENDATIONS FROM THE SYNDICATES

Police involvement in Parole

- The reporting to police should include initially meaningful background documentation.
- That there be more consultation with police prior to any type of release. In special cases, this should include police presence on selection boards and in case conferences.

- That if police reporting were to continue on a regular basis, special units of personnel should be assigned to parole liaison work for more in depth involvement.
- That police reporting under the present system be abolished and a relevant data updating service be implemented of more relevance to police detachments.
- That police should participate in the selection of inmates for release on temporary absence and parole. Initially this could be done by consulting personally with parole and penitentiary officials on that segment of the inmate population which represents high risk cases. The police should identify which cases they consider within this group.
- That police reporting should be maintained, but not be mandatory in all cases. Flexibility should be introduced to reflect the type of offender, degree of criminal involvement, location of offender, etc. With a careful selection of liaison officers the benefits of police reporting to the parolee would be maximized.
- That police reporting as a blanket policy be discontinued.
- That more contact with police be initiated in order to assess a man for temporary absence and to gain information in regards to his behavior while on the temporary absence.
- That parolees should report to designated officers (perhaps a police parole unit).
- That some training for the police be developed to make them aware of their responsibilities to the individual parolee.
- That police should have a more comprehensive file on the parolees in their area, not just their date of release.
- That the police reporting be more personalized in order to make it effective.
- That photographs, descriptions and background be included with the parole certificates. Police should be notified in advance of temporary absences and receive personal information documents prior to release.
- Automatic Parole Reports should be flagged when sensitive information on inmates might otherwise be missed.
- That police be allowed input at Parole Board Hearings on high risk cases.
- That initial parolee visits to the police be in the company of the parole officer. Afterwards, regular reports be made to the parole officer who would then keep the police advised on changes of circumstances. (This was not an unanimous recommendation).

- That regular formal seminars at first line level on a local basis to acquaint each other with various responsibilities and duties be established for continuous contact between the line personnel.
- That initial police reporting be established rather than regular reporting. Exceptions would be those sensitive cases where high risk is involved and for protection of the community, continued reporting would be authorized.

Confidentiality and the Sharing of Information

- That a sharing of confidential information between police, parole and penitentiary officials should not be restricted providing there is adequate physical security and control of material in its use by specially designed personnel.
- That an examination of the mechanics of information flow between C.P.S., N.P.S., police and B.C.C.S. be undertaken so improvements can be made and ongoing evaluation be maintained of this flow.
- That the C.P.S. Institution releasing an inmate on an unescorted pass inform by telephone the municipal police force serving the area of the inmate's destination in advance of sending a written pass.
- That local police provide feedback to C.P.S. Institutions on observed behavior, if other than normal, of inmates on Temporary Absence passes.
- That police compose an "interest list" of all offenders they wish to maintain feedback on as they enter the Correctional process, and that Correctional Agencies comply by providing up-to-date information on transfers, passes and parole decisions to the respective forces.
- That a working Liaison Committee be set up with representatives from police, penitentiary, parole and B.C.C.S. to meet on a quarterly basis to update "interest lists", T.A. consideration and parole selection, as well as discussion of other matters of mutual concern.
- There have been unfortunate incidents regarding confidentiality, but that confidential information designated restricted or secret be shared on a supervisory level to be analysed before any further dissemination.
- That a more trustful communication be developed between parole and police at the line level. This would include feedback information to police as to how the information supplied was used.
- That information regarding inmates released on T.A.'s and parole, parolees who are issued travel permits be submitted to one central organization, for example, Crime Index for dissemination to points of interest.

- That regular meetings and training sessions be held between police, penitentiary and parole staff at the line level.
- That C.P.I.C. input should include all releases on parole, mandatory and temporary absence of ex-offenders and include addresses, employment data, date of birth, motor vehicle license number and criminal history.

Parole Suspension

- That automatic suspension of parole takes place when a parolee is charged with an indictable offence; however, it is recommended that case consultation take place whenever possible prior to execution of the warrant. The parole officer after consultation with police would either lift the suspension and withdraw the warrant or have the warrant executed and recommend revocation or other remedial action.
- That suspension should be handled through co-operation with the proposed police liaison person.
- That warrants for suspension should be executed by the local police force.
- That a parolee should not be automatically suspended following arrest on suspicion of committing an offence. However a parole officer should automatically review a case when information is received from the police and discuss fully the details of the report with that official.
- That parolees or mandatory supervision cases who are charged with a criminal offence should be automatically suspended.

Training

- That personal contact between judicial system components be actively pursued by the individual participants in this workshop, to initiate familiarization visits or training on a reciprocal basis.
- That in future workshops the judiciary also be invited to participate.
- That joint training should take place through
 - a) initial staff training programs
 - b) in service training programs
 - c) conferences and workshops
- That training include an exchange of C.P.S., N.P.S. and police staff for a period of one week.

Mandatory Supervision

- That mandatory supervision be abolished.

C.A.C.P.

- That liaison personnel should be established through the Regional Joint Council of C.A.C.P. to overview training and other activities in this area.
- That the formal and informal liaison between police, parole and penitentiaries might be achieved through

formation of a Regional Joint Committee of the C.A.C.P. to co-ordinate workshops, joint training for staff at all levels and other training activities.

- That the joint advisory committee make recommendations to the C.A.C.P. that a national policy be implemented to have input into ongoing training and staff development.

