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DISCUSSION PAPER
ON THE ROLE OF THE
FEDERAL CORRECTIONS AGENCY

OCTOBER 1974

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DISCUSSION PAPER
ON THE ROLE OF THE
FEDERAL CORRECTIONS AGENCY

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OCTOBER 1974

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DISCUSSION PAPER ON THE ROLE OF
THE FEDERAL CORRECTIONS AGENCY

Introduction

In March of this year, the Minister sent a communiqué to all members of staff in both correctional agencies announcing his appointment of a Task Force to examine the ways and means of creating a single Federal Corrections Agency (FCA) which would incorporate both CPS and NPS.

The Minister stressed that the Task Force would consult regularly with management and staff during all stages of the study. As part of this consultation process, therefore, this discussion paper has been prepared on the role of the FCA.

From its beginning the Task Force has emphasized that creating this new agency involved much more than bringing together the two existing agencies under a single head but otherwise operating as before. Instead it is necessary to examine what each agency is now doing, and what it should be doing, given the present state of the correctional sciences and societal values, and to decide how all these activities can best be fused into a single correctional process.

We may therefore discover that we wish to change - indeed, may need to change - much of what we do now, and take on new responsibilities while relinquishing some old ones. However, before we can make decisions of this sort, we must first deal with all the "issues" which could bear on our collective role.

This paper sets out these issues for your discussion. In this way we believe everyone will receive an opportunity to have some voice in the formation of the new agency. We urge you to participate wholeheartedly in the discussion.

Definition

Perhaps it would be useful to explain what we mean by "role", since the word means different things to different people.

We are simply talking about the part to be played in the Criminal Justice System by the new agency and its various components. But in specifying the part to be played we must also clarify its underlying philosophy. And in this context, "philosophy" refers only to the general causes, the principles and logic that provide the rationale for what we do.

Viewpoint

The paper puts forward no particular point of view, but rather tries to summarize as many different points of view as possible. However, inevitably, some selection of facts has been necessary and some interpretation of trends. This has been done to avoid confusion, so that at least a reasonable degree of cohesion could be maintained in the discussion.

We reiterate, therefore, that even though some of our interpretations may be open to argument, the paper does not espouse any particular point of view: indeed, we are seeking one from the consensus of field opinion.

Format

In the interests of clarity and completeness, it has been necessary in the paper to restate in lay terms some of the fundamental premises of correctional work. We realize that these are already known to the majority of staff in both agencies. However, not all staff in CPS may be familiar with the details of the NPS operation, and vice versa, so these have been sketched in wherever appropriate.

The paper is presented in six parts. The first reviews the evolving environment in Canadian corrections.

at this time. The second looks at the area of pre-sentence, sentence and diagnosis. The third deals with incarceration. The fourth examines those activities that tie the institutions and the community together, the so-called "community interface". The fifth puts forth questions about community-based co-rections. The sixth touches on managerial and non-operational issues.

In each part we identify the issues, describe their present status, outline possible alternatives, then pose specific questions for your discussion.

However, we would stress that the list of questions - and issues - does not pretend to be all-inclusive. If you find that there are other issues or questions that you wish to discuss in connection with the role, you are urged to include them in your various syndicate groups and to table your thoughts on them.

PART I: GUIDING PRINCIPLES

This section reviews briefly the major events that have been happening in Canadian Corrections in recent years, presents a discussion of the probable events in the corrections environment that could influence the role and shape of the FCA and sets out a framework of principles that could guide the new organization.

Current Situation

This past year has seen several important developments in criminal justice and more particularly corrections in Canada. The December Federal-Provincial Conference on Corrections set an aggressive agenda for resolving many pressing matters in corrections, such as a national policy for young persons in conflict with the law, conferences on community residences and native offenders, a task force study of diversion and agreements on exchange of services between jurisdictions. The Conference also laid the base for an important realignment in federal-provincial corrections responsibilities. Many provinces will soon have responsibility for both parole decision-making and supervision for offenders sentenced to less than two years. These changes in responsibilities will withdraw the federal government from a major operational interface with the provinces and will contribute to greater provincial autonomy in the administration of their criminal justice programs.

Within the provincial jurisdictions dramatic changes have taken place. British Columbia has established a criminal justice coordinating council to provide overall direction to all the criminal justice elements. The correctional thrust in B.C. has been directed towards community supervision and treatment. The emphasis is on keeping offenders out of institutions through programs of diversion, greater use of non-institutional sanctions and the anticipated increased parolling of provincial inmates. Institutions will increasingly contain only offenders who present a danger or risk to the community. Similar community thrusts are evolving in other provinces, for example, Ontario recently announced a new community residential centre program.

The federal corrections system has also undergone important changes in the last two years. The Parole Board has been expanded and decentralized. The Parole Service has been split off from the Board. And, both the Penitentiary Service and Parole Service are moving ahead with regionalization and the development of their organizations. In addition, the former Headquarters of the Department that attempted to oversee the operations of the Agencies has been transformed into a Ministry Secretariat with an overall policy orientation. The Secretariat has been set up to help the Ministry provide national leadership in the criminal justice system in the areas of policy development, program evaluation, research, statistics, national

information centre, communications and consultation. As we will discuss later the relative responsibilities and working relationships between a new FCA and the Secretariat represents an important area for discussion and resolution.

Probable Future Corrections Environment

This section looks at the impact of these recent changes and the other trends that are occurring in corrections and society to try to understand the kind of environment in which the FCA will function. We do not pretend to have a crystal ball nor do we feel we have identified all the forces that are at work around us that could impact the new agency. We present these trends to stimulate your further thinking. What we want is a sensitivity to the emerging events in and around corrections. We must also emphasize that these emerging events do not represent a fixed belief on the part of the Task Force as to what is going to happen. Some of them are best guesses, some of them could be changed by actions on the part of the new agency. What we are really saying to you is - the way things are going now - this is what could happen - what do you think? We fully recognize that we can all have significant impact on the course of some of these events in the future. We present this information from our perspective in Ottawa in selecting the role and developing the structure. We look forward to the scenarios you will add, your questions, your criticisms, and your comments. And we remind you that the

consequence of this exercise will be a basis for questioning proposals on role and structure i.e., how well will that proposal work in the emerging environment?

On the basis of meeting with you people in the field and our discussions in Ottawa we feel that the forces at work in the environment will make the challenge of managing the Federal Corrections Agency increasingly difficult. Briefly, the major trends appear to us to suggest:

1. Public attitudes are moving towards increased conservatism;
2. Absolute level of crime will continue to grow, but at a declining rate;
3. Provinces are becoming increasingly important components in correctional policy development;
4. Community orientation will continue to be encouraged and developed, reliance on institutions will diminish, and therapeutic emphasis will increasingly be questioned;
5. The need to respond to regional and local conditions will advance;

6. The proportion of dangerous offenders in the federal system will grow;
7. The Parole Board will increasingly become more knowledgeable of and involved with correctional programs;
8. Financial resources will become harder to get within the federal government;
9. Human resourcing in the new agency will become more complex and challenging.

Each of these probable events that will affect the evolving corrections environment is discussed below. As you review each, would you consider and respond to the following questions:

Questions:

1. *Are these probable events realistic from your stand point? What other emerging events could significantly impact the role and structure of the new agency?*
2. *What do you see the implications of these events to be on the role of the new agency?*

1. Public attitudes are moving towards increased conservatism. Many signs are emerging that there is a swing back to conservative attitudes in our society.

- At the world level, nationalism is the predominant theme, within countries provincial or local attitudes are prevalent and within individuals a self-orientation is rapidly taking over. The university student is one of the best examples of this trend. Five years ago there was a heavy concern for the shape of the country and deep felt feeling for the well being of fellow man. The most recent Yankelovich survey of United States college student attitudes shows an overwhelming concern for onself and ones own economic future;
- The recent debate over capital punishment has shown a growing public desire for renewed use for the fullest force of the law;
- Within our own agencies we are finding strong resistance from the community in setting up new CCC's and penal institutions;

2. Absolute level of crime will continue to grow, but at a declining rate.

A reasonable hypothesis can be put forth the absolute level of criminal offences will continue to grow

but at a slower rate over the next 5-10 years:

- The high incidence age group for crime, ages 15-25, has already grown by 50 percent in recent years and will not expand significantly beyond current levels. In effect the post war baby boom has now reached the 15-25 age bracket and in another 8-10 years the total size of this age group should actually begin to decline.
- The economic rationale for crime should continue to erode. During this decade Statistics Canada expects a 50 percent real growth in per capita Gross National Product. Moreover, family units are becoming smaller and births increasingly delayed until a solid economic base in the family has been established.
- Swing back to social conservatism will provide less toleration to extremism and will have a deterrent effect on the crime rate. Police, courts, prosecutors, and public opinion will get tougher on criminals within the present legal framework. Alienation and disaffection of youth is subsiding and return to more traditional norms is taking place, e.g., decline in

drug cult, swing back to university education and return of academic and social values.

- Early signs suggest that the growth in crime may already be levelling off after several years of expanding at a decreasing rate, in 1972 the rate update of the growth of crime actually declined slightly.

3. Provinces are becoming increasingly important components in correctional policy development.

After many years of informal relationships, last years Federal-Provincial Conference on Corrections set the stage for much more involved and active working relationships.

- The Minister has assured the Provinces that the federal government will no longer push ahead in any criminal justice policy issue without full consultation. There will be no unilateral decision-making. The recent joint efforts on young persons in conflict with the law, community release centres, native offenders and diversion have confirmed this intention.
- Resulting from the conference, ongoing meetings of the Deputy Ministers have taken place that now provide a vehicle for continued consultation and planning.

- Provincial involvement is also being felt at the operational level where facilities decisions are now being worked out jointly.

4. Community orientation will continue to be encouraged and developed, reliance on institutions will diminish, and therapeutic emphasis will increasingly be questioned.

The past 10-15 years has been a period of individually-oriented or rehabilitative emphasis in corrections. This emphasis started in the institutions where life skills and behaviour oriented programs were introduced in a variety of forms such as education, vocational training, individual and group counselling and the living unit. Institutional treatment success is now be questioned. It is widely accepted that these programs have made institutions a good deal more humane, but they have not necessarily lowered the historic recidivism rates. (Some might argue that this is an unfair judgment as the clientele in institutions is getting tougher). In many event decarceration or community treatment is the predominant theme at this time which is more natural, more humane and less expensive and may hold hope for reducing the recidivism rate. While the Task Force believes that institutions are inevitable at this time and we must do a better job with them, we also believe the community emphasis will predominate in the foreseeable future. However, there are some signs that the rehabilitative

component of this current theme may become difficult to sustain:

- Although the research is by no means conclusive at this stage, the majority of the findings suggest that the rehabilitative approach in a community environment may not be reducing recidivism rates: Waller's Canadian study on "Men Released from Prison" has stated in his report "our overriding conclusion, consistent with previous findings across the world, is that parole is not correctionally effective". In a review of "evaluations of corrections" the Criminological Research Associates suggest that no program can lay claim to superior rehabilitative efficacy for adult treatment. This is not to say that 'nothing works', but research findings often lead to one of Glaser's major findings that it is the "potency" of interpersonal relationships that often counts the most.
- Advances in offenders rights will further challenge the appropriateness of placing an offender in a rehabilitative program. Individual choice and the right of the system to demand behaviour modification are issues that are certain to dilute the rehabilitative emphasis.
- Practical considerations will also impede a community focus on rehabilitation. Mandatory parolees often invoke a hostile or leave me alone attitude that makes

effective counselling impossible. Parolee contact is also so limited and conflicting in objectives that this vehicle for therapy is also being questioned by researchers.

5. The need to respond to regional and local conditions will continue to grow.

While the need to push corrections more and more into the community today is the dominant theme, a prime implication must be recognized that this will require even greater regional and local decision-making responsiveness in the Federal Corrections Agency. The forces at work reinforcing the need for regional responsiveness appear to be:

- The Parole Board regional units will increase the demands at the regional level for greater program decision-making powers in the agency. In effect a spirit of "we can work this out here" will emerge and national interjections will be resisted.
- Exchange of service agreements with the provinces will draw regional management into the broader needs of regional corrections and reinforce management's concern for and commitment to the particular needs of its own region. In British Columbia, common federal-provincial diagnostic centres are being considered, which if implemented, would move the federal organization close to complete integration with the province at the program planning level.

- Expanded use of private agencies will also result in local rather than national links. Regional management is the Federal Corrections Agency will demand greater autonomy in the way they shape their regional corrections system.
- Greater involvement of the community in correctional programs will also reinforce the regional biases of correctional administrators and strengthen the pressure for greater local autonomy in program .

6. Proportion of dangerous offenders in the federal system will grow.

With the prospect of declining crime rate, there is the possibility that federal offender population will also grow at a reduced rate and perhaps level off. However, such a proposition depends heavily on the success of provincial programs at interrupting criminal careers, such as the community treatment programs and early intervention and diversion programs. While population reductions might not appear at the federal level for several years it would seem reasonable to speculate that the proportion of the hard core offender in the total federal system will grow:

- Exchange of services with the provinces will likely see transfers of high risk offenders from provincial systems to the federal system. In turn the provincial and private systems will likely seek the high rehabilitation potential inmates from the federal system.

- More aggressive parole policies will further shift the institutional population to the hard core, high risk offender group. This trend could be accelerated within the institutional component of the federal system if greater streaming to lower security options, including community centres, takes place.
- Provincial acceptances of parole responsibility will quickly reduce the proportion of low risk offenders in the parole case load. This trend will be compounded by the rapidly expanding numbers of mandatory supervision cases that are usually supervised by federal parole officers.

7. The Parole Board will increasingly become involved with the administration of correctional programs.

Over the last year, the Parole Board has been re-examining its role in the federal corrections process. The emerging signals are that concerns of the Board will more and more interact with the operational responsibilities of the corrections agency:

- The Board with the move towards separation of the Parole Service is contemplating carrying out the function of correctional monitoring and evaluating in a more organized manner. The rationale is that 'we see the end results of your programs' and 'our success is governed by your success' so we should provide you with information on the strengths and

weakness of your programs. The result could be an evolution towards more formal evaluations by the Board which would be used to directly influence program planning, development and administrative processes in the agency.

- The Board has become installed as the control on the flow of inmates to CCC's through the entry criterion of day paroles only.
- The Board is now reviewing the organizational implications of prescription programming. Where this approach has been tested in some other jurisdictions the parole boards have set out program criteria and have been signatories to the mutual agreements. If the prescription programming approach is adopted in the federal system, then the Parole Board will likely become directly involved in the program operations of the Federal Corrections Agency.
- The Parole Board could also become more closely involved with the new agency in the area of inmates. This depends on how far the move to due process in the correctional system takes place, but one alternative would be to shift the Board from its present quasi-judicial role to a more judicial form where it would be the court for legal decision-making in corrections. This is only one possibility, however as other options exist such as expanding the scope and clout of the Correctional Investigator or using the Federal Court

as the body for rights related problem resolution.

8. Financial resources will become harder to get within the federal government.

It would appear that the federal government is moving into a period of fiscal restraint and the economy into a general slowdown. These general economic developments could squeeze any major growth in financial resources for the Federal Corrections Agency:

- The Minister of Finance has already indicated that a period of fiscal restraint lies ahead. Moreover, expensive priorities have been set for the areas of housing, transportation and social welfare.
- Economic slowdown will increase the pressure on unemployment and social welfare payments and will reinforce the priority for supporting economic programs.
- There will also be more diverse and increased demands for funds throughout the federal criminal justice involvement that could restrict new funding for the Federal Corrections Agency. Such demands could include several new programs such as, young offenders; community release centres; research, demonstration and consultation projects. In addition, the Treasury Board demands for performance measurement could slow down the growth of programs where results are not clear.

9. Human resourcing in the new agency will become more complex and challenging.

Even now the federal corrections system has human resourcing problems. Positions remain unfilled, staff turnover is high in some institutions, and the provinces are beginning to attract our experienced personnel. The problem is not likely to diminish:

- As the provinces take over parole responsibility for provincial inmates and stream more offenders through to the community, their need for community supervisors and counsellors will grow quickly. The federal parole officer will be a natural candidate for such positions and the FCA could suffer from recruiting raids.
- Some parts of the FCA may be considered less attractive to work in than at present, because of the increased proportion of hard core offenders. The growth of mandatory supervision is already causing some frustration to the parole officers. A de-emphasis on the therapeutic approach could deter employees and potential recruits in the social sciences field.
- Although future institutional programs provide an opportunity for dynamic new thinking, with an emphasis on innovation and experiment, unless this challenge is met we shall find it increasingly difficult to attract and retain professional resources.

Principles that could guide the FCA

In the previous section we discussed those emerging events which might impact the role and structure of the Federal Corrections Agency. The Task Force realizes that it is impossible to precisely foretell the future, but on the other hand, several normative decisions will have to be made that will broadly describe what we want this organization to be and to do.

This section presents a framework of guiding principles for the new Agency. The decision-making process at this stage will require a back-and-forth exchange between the broad principles and the specific role decisions that are presented later on in this document. Rather than start with a series of alternatives we will pick up from the thoughts that the Solicitor General put forth in anticipation of the Federal-Provincial Conference. These thoughts were expressed in a discussion paper "The Criminal in Canadian Society: A Perspective on Corrections" which set forth objectives for the criminal justice system, and more specifically, the correctional process.

The question remains: is the overall objective or guiding principle for corrections and this agency valid, that is "to reduce the level and seriousness of recurrent criminal activity"? This paper also put forth a set of priority strategies which we should consider at this time:

- Control was proposed as the first priority as basic to the overall objective of protecting society including the offender.
- Humane treatment was set forth as the second priority.
- Provision of appropriate correction opportunities was suggested as the third priority.
- Strengthening the coordination within corrections and improving the management systems was highlighted as a fourth priority.

The challenge we must respond to at this time is to decide: are these statements and priorities appropriate? Are they adequately inclusive? and are they sufficiently descriptive to guide the more specific role issue decisions with which we will be faced.

Without question the overriding issue in talking about principles as reflected in the above statements is the degree of commitment we will be making to the concept of 'individual treatment' or the well used and abused term "rehabilitation' in the new Federal Corrections Agency. This is without a doubt the critical area of discussion in corrections philosophy at this time and it is the area in which the strongest and most deep-felt beliefs exist. As we see it the range of emphasis in this area is possible, for example:

- Total emphasis on treatment throughout the system. All inmates would be on prescribed or mutual agreement programs. Therapy in all its forms would prevail in the institutions and the community.
- Limited, community oriented institutional treatment programs for reasonable potential inmates. Strengthened focus on individual adaptation programs in a community environment. Partial use of prescription programming with a social development and employment orientation.
- Employment focus throughout the institutional - community continuum. The therapeutic approach would be de-emphasized but staff would still be encouraged to build natural and potent relationships within the institutions and the community. Partial use of prescription programming with emphasis on employment.
- Due process or legalistic emphasis throughout the corrections process. All major decision relating to the individual would be influenced by due process. Therapeutic emphasis would be substantially reduced.

These alternatives are by no means exclusive nor are they detailed in terms of setting forth program criteria throughout the correctional process. They are presented to engage the consultative sessions in a serious discussion on this matter so that a better definition of overall

intention and working parameters on the rehabilitative question can be thought through and decided upon. We are really asking you: what is your advice on what our position should be on the most critical assumption in corrections - the efficacy of treatment or rehabilitation?

PART II: PRE-INCARCERATION

INTRODUCTION

Moving on from our discussion of the guiding principles that should form the philosophic basis for the new organization, we will now deal with the main body of the role statement, namely, the general part to be played by the organization and its components.

To make the discussion manageable, we have broken the correctional process into four separate stages, which more or less adhere to the same sequence as an offender passing through the system:

- Pre-incarceration
(Pre-sentence, sentence and diagnosis)
- Incarceration
(Inmate programming)
- Community Interface
(Mutual relationship between institutions and community)
- Community-based Programs
(Programs that are totally in the community)

This present part deals with the Pre-incarceration stage. The other stages are dealt with later, each in a separate part of the report. In addition, a final part deals

with overall managerial considerations and functions, such as Management Information Systems.

HOW SOON SHOULD THE FCA BE INVOLVED

Pre-Sentence & Sentence

Legally, the CPS responsibility for an inmate starts when he is admitted on warrant to an institution. However, in practice, both CPS and NPS are often, in varying degrees, involved in cases before this legal formality takes place.

One example of such involvement is the preparation of post-sentence reports by Parole Officers. Another example is the classification work, again carried out by Parole Officers but in behalf of CPS, in the Maritimes and Prairies, where the work is done while the inmate is still being held in a remand centre or jail awaiting sentence after the completion of the trial.

The new trends in diversion seem to suggest that the FCA should become more involved in this pre-sentence stage. For instance, it may be desirable in some cases to have a federal inmate bypass the institutional incarceration stage altogether and be transferred directly to a CRC or CCC, where he can do all his time in the community. This possible variation on the traditional institutionalization pattern may become standard practice in the future for certain types of offender.

However, as long as Day Parole continues to be a pre-requisite of transfers to CCC's and CRC's, any changes of the kind described above would have to be worked out conjointly with the National Parole Board. On the other hand, it is possible that some alternative method of controlling transfers of this nature will be established in the new agency (a subject that is taken up again later in the report).

Another factor bearing on this early involvement with an offender is federal-provincial agreements regarding shared services, which may increase over the next years, and the exchange of inmates with provincial institutions. It seems feasible to expect that certain types of inmate will go directly to provincial prisons immediately after sentencing. However, this would require some collaborative effort at the pre-sentence and sentence stage, with both federal and provincial correctional authorities working together.

This trend to early involvement seems to lead inevitably to the creation of some sort of advisory or classification panel, which would include members of both federal and provincial correctional agencies, the provincial and National Parole Board, and members of the judiciary, plus, possibly, citizen groups and others. And this possibility leads, in turn, to an examination of the needs for special remand centres across the countries, where these do not now exist, and to possible federal support for such buildings.

Such remand centres would permit all the authorities concerned, working as a team, to decide what procedure should be followed in each case as soon as sentence were passed. Indeed, in many instances, such a panel could, at the invitation of the judiciary, have some input into the sort of sentence that should be forthcoming, bearing in mind the needs of the offender and the range of treatment models available at institutions in both jurisdictions.

Even more important, perhaps, than involvement in individual cases, a panel of this sort, working out of a remand centre, could collaborate on the development of interlocking correctional policies. Again, the judiciary could be apprised of these so that, if judges so desired, they could consider them when deciding on the most appropriate sentence. Better still, the joint correctional policies, which would be developed after consultation with the judiciary, could, in turn, be incorporated into a comprehensive provincial sentencing policy, so that the Criminal Justice System as a whole would achieve a better balance.

Questions

1. a) *To what extent is it desirable to strive for the creation of a panel of this sort?*
- b) *If such a panel were set up, what should be its composition and responsibilities? Should it be concerned only with preliminary screening, the sifting out of those inmates who should go directly to provincial institutions or to the community? Or should it play a fuller part in determining the institution and the program prescription?*

2. a) *How desirable are special remand centres?*
 - b) *Should the FCA be involved in encouraging such centres? Or should any investigation and study be carried out by the Secretariat of the Solicitor General, since it concerns the broader considerations of the total Criminal Justice System?*
3. *Should the FCA representatives try to develop some sort of advisory capacity that could be used as an input in sentencing? If so, what should be the nature of this input?*

DIAGNOSIS

General

Once the sentence has been passed, the next point to be decided is which institution the offender should be sent to and what should be done with him - in the sense of what program he should follow - while he is there.

We have already considered, in the previous part of the paper, the possibility of a panel representing different authorities making some decisions on this matter on a group basis. Let us, therefore, for the purposes of our discussion, accept that the basic decision regarding federal or provincial responsibility will in fact be made at this sentence-stage regarding the offender. Let us also, for the time being, accept that a small number of offenders may be diverted to the community without being admitted to a major institution. We are still left with those inmates - a sizeable majority - who will require some form of incarceration, and for whom some in-depth diagnostic work is required.

It is possible, of course, that the previously-mentioned panels will undertake such work, but this is unlikely - especially in all regions - for some time to come. We can assume, therefore, that regardless of initial screening, the FCA will still retain the responsibility for detailed classification and diagnosis for the majority of federal inmates.

In connection with this, we must decide where such work can best be handled. This brings us to the concept of the Regional Reception Centre (RRC) and to an examination of its applicability in the new corrections agency.

Before embarking on a detailed discussion of the subject, however, we should review briefly the current methods of handling these responsibilities in the CPS and the background relevant to such methods.

Background of RRC's

When, five years ago, it was first decided to create operational regions within CPS, there were many factors governing the decision but the principal one was the wish to establish an integrated program within each region.

Previously the institutions were categorized on the basis of security. In program matters they tended to be self-contained. No matter how varied their programs, they were not designed as complementary elements of a total program package.

The increase in the number of institutions - another factor which led to regionalization - made it feasible to strive for some degree of program specialization by institution, so that inmates could be assigned to whichever institution best matched their security classification and program needs.

The concept of the Regional Reception Centre was fundamental to this plan. It was felt that all inmates should be received by one institution, where induction and testing could take place. From such tests a diagnosis could be developed and some sort of program prescription drawn up, to be used, first, by the regional boards deciding which institution an inmate should go to, and, second, by the institution itself as a guide in the assignment of the inmate.

Consistent with this, special institutions were established as Regional Reception Centres in both Ontario and Quebec. In B.C. the maximum institution was used for reception purposes. In the Maritimes (only regionalized this year) and the Prairies (previously a part of the Western Region, but this year made into a region in its own right), the National Parole Service has been carrying out, or participating in, the initial classification (mostly based on security considerations) before an inmate was received. The individual institutions would then finalize the diagnosis and prescription once the inmate was formally admitted.

Special Task Force

In the late spring of this year a special Task Force, headed by Dr. Jean Garneau, was set up to examine the role of the Regional Reception Centres and to recommend on their future disposition. This Task Force (which is independent of the FCA Task Force) has now completed its report, a copy of which is attached for supplementary reading. The recommendations are quite specific but they will not be acted upon until, as with all other issues pertaining to role, the field consultation on all issues has taken place.

Basic Premise

We accept as a basic premise that some classification must always take place. That is, that it will be necessary to categorize inmates with regard to security factors and program needs. This is the foundation of all institutional programs, and forms the basis for the development of specialized institutions which are conducive to such programs.

Where Should It Be Done?

Previously we touched on the possibility of doing more classification and diagnosis work at the sentence stage. This may be the pattern of the future, but for the time being we must assume that even if some does take place there, it will only affect a small number comprehensively. With the balance, only a preliminary type of classification would take place, and the bulk of the work would have to be done elsewhere.

Should this be done by the RRC, by the institution, or by both?

Advantages of RRC

The main advantages of the RRC are that such an institution can justify a concentration of specialized expertise and testing facilities. This permits the giving of standard tests to determine aptitudes, skills, personality, and to some extent ensures a fair degree of consistency in the rating and diagnosis.

It would be difficult and, probably, prohibitively expensive to maintain such a high level of testing if this were assigned to individual institutions.

Next, it is generally agreed that the majority of inmates, 50% of whom are in a federal institution for the first time, are usually more receptive at this time to this type of testing than at any other time during their incarceration, and therefore more reliable results can be obtained. These, in turn, should lead to a more accurate diagnosis.

Finally, the RRC provides an excellent means of program control and follow-up, something which has not been done to-date because of the absence of feed-back data. However, if some system were designed which would provide such data on

a routine basis, then it would be possible to have a good over-view of what programs were being carried out, to what extent they were consistent with the diagnosis, and to what extent they were successful. Changes could then be made in both diagnostic procedures and programs and, it is hoped, the entire regional program should function better in consequence. Thus regional program management would become a reality.

Disadvantages of RRC

The biggest argument against the RRC's is that they may not be necessary at all, since some experts believe that the same task can be carried out at the institutional level without any loss of quality but with an improvement in continuity.

The primary decision in classification is that pertaining to security. In the majority of cases, this is a relatively easy one to make, hardly requiring the expertise of the RRC.

The security factor automatically limits the choice of institutions. In many cases, in fact, it actually determines the institution. Diagnosis and prescription follow, but always within the constraints of this security classification.

It is on this diagnostic and prescriptive capability, therefore, that the value of the RRC must ultimately be weighed. How does it compare with other alternatives, from the point of view of accuracy, consistency and efficiency?

On this question, although the RRC does have specialist equipment and staff, many professionals feel that the findings are no more reliable than those compiled at the institutions.

Next, they argue that the diagnosis based on RRC tests can only be general in nature. No matter how good such a diagnosis may be, it must to some extent always be supplemented or modified at the institutional level, because of the dynamic nature of the Classification process and its need to adjust to changes in the inmate. Further, the institution, because it has responsibility for its own programs, knows which are available at any given time and can therefore keep in reasonable balance the diagnosed needs and the actual program opportunities.

Finally, although it is generally conceded that the inmate is more responsive to the testing at the RRC, it is more realistic to test him in the institution, since this is where he will be carrying out the program. Any attitudes affecting his test participation will also affect his program responsiveness, so a more reasonable expectation of success can be made.

The argument concludes, therefore, that if some initial classification work were done at the pre-sentence or sentence stage, to decide which institution best meets the security and general program needs of an inmate, all subsequent diagnoses, and modifications to same, could be done better and more cheaply at the institutional level.

However, this would automatically rule out the potential of the RRC as a program control device. This would mean that some other form of control and coordination would have to be designed, with information on prescription progress and adherence being sent to the Regional Headquarters.

Mutual Agreement Programming

No discussion of initial classification and diagnosis would be complete without considering the implications of mutual agreement programming. This subject will be taken up again in the next part of the paper, but it must also be dealt with here in the general context of classification responsibilities at the reception stage.

The introduction of some form of mutual agreement programming, under one name or another, is an inevitable trend in modern correctional work. Its purpose is, of course, to develop a contract between the agency and the inmate (perhaps all inmates) which specifies program needs and promises partial or full release if the prescription is successfully carried out.

Under our present concept of NPB role, such a contract would, in all cases where parole of any sort were specified, obviously require the approval of the Board. This therefore becomes a factor in deciding the method and location of preparing and finalizing such contracts.

Perhaps they could best be handled through some central facility such as the RRC. Or perhaps it would be more realistic, in view of the binding nature of the contract, to place this responsibility at the institutional level. In any event, it is clear that some final step would have to be introduced which would include the Regional Classification Board and the NPB. All of this should therefore be borne in mind when the following questions are being asked.

Questions

4. *Is there a need for a RRC in your region? In any region?*
5. *If RRC's are retained"*
 - (a) *Should they be responsible for all testing and diagnosis?*
 - (b) *How specific should their prescription be?*
 - (c) *To what extent should institutions be permitted (a) to finalize their prescriptions? (b) to modify them on their own authority? (c) to adhere to the prescription?*
 - (d) *If institutions are authorized to modify prescriptions but subject to approval, where should this approving body be located, and what should be its composition?*

- (e) *Should the monitoring of institutional adherence to prescriptions take place? If so, how should this be done and by whom?*
 - (f) *Should the evaluation of the success of prescriptions be the responsibility of the RRC's? If not, who should have this responsibility and how should it be handled?*
6. *If RRC's are NOT retained"*
- (a) *How should the initial classification function be handled?*
 - (b) *To what extent should institutions carry out testing? Should such testing be uniform, or at least have a uniformity in certain key areas? If the latter, which areas?*
 - (c) *How would the prescription be developed? Who should endorse it?*
 - (d) *See 5(e) and (f) above.*
7. *Should the FCA be entering into some sort of mutual agreement contract? For all inmates? For some? If the latter, which broad categories of inmates should be covered by such contracts?*
8. *Assuming that some form of contract is entered into, at least for certain types of inmates, how should the development, finalization and endorsement of such contracts be handled? Who should have the respective responsibilities for this?*

PART III - INCARCERATION

GENERAL

Regardless of the many new trends, such as diversion, exchange of services, and corrections in the community, it is safe to assume that the FCA will, at least for the foreseeable future, still be in the business of running institutions for incarcerated inmates.

It is probable that a smaller percentage of offenders will be incarcerated than in the past but, conversely, that a higher ratio of them will be difficult cases. This will clearly have a major impact not only on the type of institutions but also on the way in which such institutions are run. It is, therefore, essential that at this time we consider some of the major issues regarding institutional operations since they have such a bearing on role.

In management terms, institutions are extremely complex organizations, because of the nature of their operations. The mix of professional, trades and security staff, and the overlapping and sometimes conflicting nature of their responsibilities give rise to many problems of direction and coordination. These, of course, are compounded by the recalcitrant character of many of the inmates, who are often not amenable to the objectives of the institution and who, indeed, may

be intent on their frustration.

We have no sure cures for many of these problems - they represent the reality of institutional life - but they can, we believe, to some extent, be rendered more manageable, less intractable, if we can clarify the various roles and objectives.

In addition, however, to addressing the problems that are inherent in the institutional operations, it is essential - lest the picture appear to be one of unrelieved gloom - that we also look at the many new opportunities that the new agency can provide.

Although it is undeniable that a formidable challenge lies ahead, there are nonetheless a great many imaginative and attractive variations on the role we could play with regard to incarcerated inmates. In our consultation sessions, therefore, we urge you to stress the positive aspects of our future and to explore all new possibilities.

Those who judge institutions to be no good invariably use the yardstick of the recidivism rate, which remains relatively unchanged regardless of the different programs. However, it is questionable how valid this is as the sole criterion of success or failure.

Most of us are already aware of the wide variety of programs being offered within the institutions, a fact which is amply substantiated by the early returns on the program questionnaires.

Many of the programs are imaginative and creative, aimed at the self-development or self-actualization of the individual inmate. This stimulation of personal growth could well prove to be a valuable rehabilitative factor, but in any event is justifiable on the basis of humane treatment.

Ingenuity and innovation must be increasingly encouraged in the new agency, and institutional life adapted to contemporary findings and trends. We must also look for alternatives to institutionalized incarceration, whether these be in the form of smaller, specialized buildings, or completely new control concepts. Above all we must accept that a great deal of retraining and staff development will be required, no matter what role we adopt. And we must never resign ourselves to retrogressive warehousing operations where the climate is one of pessimism or failure.

SECURITY

When the CPS Headquarters was reorganized in 1971, the Security function was placed under the Deputy Commissioner, Inmate Program, along with the substantive program functions. The reason for this grouping was the new stress on rehabilitation, and the need to coordinate the security requirements with the program, so one was not defeating the aims of the other.

Last year, however, the rash of escapes brought again a primary emphasis on security. The function was expanded and reorganized and, at the same time, placed under a newly created position, Deputy Commissioner - Security, separate from the Program Division. More stringent security practices were introduced, more security positions were established, with the result that escapes fell from 115 in 1973 to 24 for the first six months of 1974. .../38

However, some officials feel that this tightening of security measures may also have contributed to the increased tension within some institutions, as manifest in the increased number of acts of violence.

Security Types

Security is identified as falling into two main types, dynamic and static. The latter is concerned with control through perimeter and other fixed points of surveillance and control. The former is concerned with the total security throughout the institution, achieved through the coordination of security requirements of all staff, not just security staff.

It is generally agreed that the program of an institution must be achieved within the constraints of security. This is why good coordination is essential so that a reasonable balance between program and security can be maintained and adjusted from time to time. Security practices that are too severe can and often do negate the benefits of rehabilitative programs. Similarly, programs which are conducted without due concern for security requirements can create unacceptable risks.

At the moment, the stringency of security measures varies with the type of institution. As different types of institutions are built in the future, such variations

will be even more in evidence, which will require that the coordination between program and security be handled even more judiciously than at present.

To this end, the Security Division is re-examining all its basic policies and hopes to develop new policies with specific reference to all types of institutions and situations. In connection with this, it hopes to have some input into the decisions as to what type of programs will be followed at different institutions and will then design its security requirements to facilitate as far as possible the attainment of the program goals.

Code of Discipline

One of the most important considerations in security is the code of discipline within an institution. The code determines in large measure the general climate for institutions. It sets out the basic rules regarding what sort of conduct is acceptable and what sort of measures should be taken to correct misconduct. This is a most sensitive area since sanctions blindly imposed in the name of good discipline could very easily undermine much of the progress achieved in the living units and socialization programs in general.

However, the responsibility for the code of discipline is not clear cut; it has not been redefined since the separation of the Security function from the Program Division.

Questions

1. *How should the balance between program and security be achieved? Should the program needs always be subordinated to the security requirements? Should all major programs, and the attendant security policies, always be worked out conjointly? Should only the general guidelines be set at Headquarters, and the balance left to the Institutional Director?*
2. *Who should be responsible for the Code of Discipline? The Deputy Commissioner, Security, with inputs from the Deputy Commissioner, Inmate Programs? Or vice versa? What are the items that need dealing with or clarifying in any comprehensive Code of Discipline for the new Federal Corrections Agency?*
3. *To what extent should Security be involved in program decisions? What improvements can be made from the present working relationships and practices involving Security and Program personnel?*
4. *To what extent should Security be involved in other aspects of the correctional process, such as decisions pertaining to Reception, Initial Classification, Temporary Absence, Day Parole, Full Parole, and Community Programs.*

CLASSIFICATION

Literally, classification could be defined as the act of segregation into divisions by types. However, such a definition, although reflecting part of the Classification Officer's role, would be too narrow by far to encompass his full duties, which touch on all key areas of an institution's operations.

The ratio of Classification Officers to inmates is 1:35, although many positions are still not staffed. In spite of the relatively recent acceptance of this ratio within CPS, the work of the Classification Officer has so increased in the last two or three years that most of them are experiencing difficulty keeping abreast of their workload.

This workload has officially been divided into three major responsibilities: (a) diagnosis and prescription; (b) inmate counselling on all emotional and personal matters; and (c) pre-release planning.

Earlier in our paper, we have touched upon the initial diagnosis and prescription procedures, and possible changes resulting from the increased involvement of Parole Officers and the Parole Board. In addition, of course, we talked about the role of the Regional Reception Centre and its impact on this aspect of the institutional Classification Officer's work.

However, regardless of what decision is made in respect of the initial responsibility for diagnosis and prescription, there is no doubt that a great deal of subsequent work will always be done at the institutional level (e.g. rediagnosis, modifications of prescription, input to mutual agreement contracts).

Later in the paper we deal with the question of pre-release responsibilities, and in particular the role of the Classification Officer vis-à-vis the Parole Officer where such responsibilities are concerned.

This leaves the third area, counselling, to be dealt with, and its tie-in with psychological services and living units.

Headquarters Division

At CPS Headquarters, the old Classification and Psychological Services Division has recently been renamed Living Unit and Human Relations. The Division has been formally divided into three sections:

- Psychological Services
- Case Management (Classification)
- Living Unit

At the institutional level, these three all have a different status. First, Psychological Services are not a standard part of institutional services, but are provided by the Regional Headquarters on a visiting basis. Second, Classification is, as already described, a key part of the institutional operation, but in a general advisory capacity. Third, Living Units are now an integrated part of institutional life, bringing together key program and security factors. In short,

they are an inextricable part of the institutional organization.

This may not be true, however, with the classification function, no matter how important it is. For instance, the Hugessen Report recommended that "all penitentiary social workers, including classification officers, psychologists, psychiatrists and other social scientists" should be combined with Parole Officers into a single Community Programs Division, to be located outside the institution, in the community, the way in which the District Offices of NPS are at the moment.

The report recognizes, of course, the necessity for such staff in the institution, but says they should be provided on a visiting basis, and special offices should be retained for them inside the institutions.

The report states six major advantages would accrue from such arrangement. These, in digested form, are given below:

- Duplication between NPS and CPS would be eliminated;
- A more comprehensive approach to corrections would be possible;

- Parolees would be able to receive treatment for their personality disorders;
- Day Parolees could be supervised;
- The quality of staff would be improved because of greater professionalism and career opportunities; and
- The geographic distribution of community offices and services would be greater than the present system permits.

The report makes no reference to any disadvantages. An obvious one, however, is the undercutting of the managerial authority of the institution. For instance, the problem of coordinating key staff over whom the Director does not have line authority. In an area such as the Living Unit operation, which is closely knit and balanced, this could possibly have serious repercussions.

Nonetheless, the proposal has many attractive advantages. Omitting for the moment the question of psychiatric services (which has recently been studied by a group of medical specialists) we should consider the following questions.

Questions:

4. *To what extent will the creation of a single FCA affect the role of the Classification Officer?*
5. *Regarding Hugessen's recommendation that we create a single Community Program Division outside the institution, do you think all the stated advantages are valid? What about disadvantages?*
6. *Does the recommendation warrant trying out in one region on an experimental basis?*
7. *If such a recommendation were carried out, what would be the Director's authority in respect of such staff when they were working within the institution?*
8. *Would the integrity of the Living Unit concept be seriously damaged if Classification Officers were not a permanent part of the institution's staff?*

CORRECTIONAL PROGRAMS

As you are aware, the correctional program area is currently under study by a separate project team of the Task Force. To this point, the project team has been carrying out a comprehensive inventory of correctional programs in an effort to identify what programs exist, how they originated, their scope, size and basic purposes. From this broad data base, the team will move to an in-depth study of selected programs to determine the best approach to program planning for the new organization.

The inputs from the program study will, of course, be invaluable in deciding the role of programming in the institutions and the basic approach to program planning. However, several related matters should be

discussed at this present time to help determine which of several paths we should follow.

The efficacy of correctional program in the institutions has become the centre of many divergent points of view in recent years. However, these can be broken down into three broad models, as follows:

1. Intensify the commitment to correctional programs in institutions;
2. Treat some, work some, house others; and
3. Discontinue institutional treatment programs.

Before asking specific questions on these models, we will review them briefly below.

1. Intensify the commitment to correctional programs in institutions

The rationale for this starts with the belief that treatment can work. We may not know precisely what to do, nor for whom, but there are enough demonstrable successes with individual cases to justify continuing with the programs.

This line of reasoning continues by saying that we are finally at the point where we have enough resources to begin to show results. We should therefore push ahead and follow through, not back up. The

challenge is to become more innovative and make all the things happen that corrections have been promising for years.

Also, since eventually nearly every inmate must be released to the community, we should continue to try our best with all of them. To do less would be failing our fellow man.

Finally, it is argued that there are still many steps that should be taken to improve such program potential, such as creating appropriate facilities. Other alternatives include remote work environments, rural and urban maximums and minimums, special security units with intense programs, and so on. Throughout all these, the treatment or therapeutic approach would prevail.

The proponents of the "full-treatment" philosophy point out that the FCA will have long-term inmates in its institutions who will not be eligible for parole for many years. The release option will not be as available to the extent that some critics would have the public believe. At the very least, therefore, this approach is the most humane and the most conducive to healthy relationships between staff and inmates.

2. Treat some, work some, house others

Those who hold to this position believe that treatment or therapy in institutions can work for part of the population, perhaps 20-30%, at any time and should be used for them. They do not rule out work for these people but they do advocate the accompanying use of training and therapy. They suggest there is a further part of the population that is not dangerous to others or themselves but who have no apparent willingness to change and treatment effort should not be wasted on them. The suggested program with this group would be a challenging but humane work approach. And, finally, a small part of the population is dangerous or recalcitrant and should be kept in super maximum conditions or remote prison communities. Work again should be the prime activity to the degree possible.

The advocates of this position do not suggest that the use of a therapeutic approach should be ruled out for anyone. But they do stress that at any point in time only part of the population is ready and will benefit from treatment. They would prefer to use treatment selectively and keep it as an incentive for the resistant part of the institutional population.

3. Discontinue treatment programs in institutions

This alternative represents the contemporary point of view of several social scientists and criminologists and is presented as one of the arguments for the increased emphasis on community based treatment. The argumentation that underlies this alternative begins with the first point, that the correctional thrust should be aimed at diverting from or streaming to the community those offenders who have good correctional potential. Secondly there is no proof that institutional treatment works and making advances will only become more difficult as the proportion of hardened criminals grows. There is considerable doubt that "treating a sick person" is the right approach. The concern is that we are "just treating symptoms and not basic causes".

The National Advisory Commission on Criminal Justice Standards and Goals comes on very strongly in this line of reasoning and goes as far as to say the prison "is obsolete, cannot be reformed, should not be perpetuated through the false hope of forced "treatment", and should be repudiated as useless for any purpose other than locking away persons who are too dangerous to be allowed at large in free society".

While no doubt this is an extreme opinion it is at least consistent with the contemporary point of

view that says the real chances for success in corrections lie in helping the offender find a positive place in the community. There is no talk about therapy, treatment or behavioural modification. The message is simple - we want to find a place for the offender in the community that keeps him on the street and reinforces his successes. In turn, however, it leads to a basic attack on institutional treatment - if the challenge is helping someone adapt, how can you get anywhere in the unnatural institutional environment. This leads to the community-based theme that we have discussed, namely, get the offenders with potential into the community as soon as possible, run the institutions as humane and work oriented centres for the recalcitrant or incorrigible dangerous offenders.

Questions:

9. *Which of these positions, or modifications of them, should we adopt with regard to the role of "treatment or therapy" in the institutions? Spell out the alternatives.*
10. *Can work programs be viewed differently than treatment or therapy? Give details.*
11. *What innovative approaches should be introduced to make our institutions more effective and efficient?*
12. *Should we approach different offender groups in different ways, e.g. young adults, native offenders, penal offenders? How should this be done? Develop specific approaches.*
13. *Should the institutions become much more specialized by the type of programs offered, and by type of inmates? Give examples.*

14. *Should program development be largely a regional or institutional initiative? If the latter, what should be the role of the region in program matters?*

PROBLEM OFFENDERS

Within the institutions, there is an element of the population, albeit small, that represents a critical management problem. These offenders include those who are dangerous, emotionally disturbed, drug dependent, or part of organized crime. Their presence within the overall population often complicates and frustrates the administration of security and program in the institutions.

The dangerous and emotionally disturbed inmates can be belligerent and hostile towards any form of behavioural intervention. Because of their physical threats to others, they can often control the subculture and undermine the possibility of positive results being achieved with more responsive inmates. The criminal connected with organized crime offers very little hope for change and wastes the energies and resources of the institution. The drug-dependent offender has, time and again, proved to be difficult to treat in the institution.

Unfortunately we may in the future have a larger proportion of such offenders than at present, so

we must face up to the following general trends and conclusions:

- Several authorities have advocated dangerous offender legislation aimed at keeping a larger population of dangerous offenders in prison indefinitely;
- The proportion of drug-dependent offenders has been growing and there are few signs yet that it is tapering off;
- The number of inmates associated with organized crime could also grow if the stepped-up law enforcement activities are successful;
- Any advances in the rights to inmates will likely make the process of inmate motivation and control more formalized and more difficult.

In short, the challenge of dealing with the problem offender will get tougher. Faced with this, we must make some clear-cut decisions on how the FCA should handle this particular group.

Questions:

15. *Do the problem offenders need to be separated from the mainstream prison population? For example, should addicts be streamed through to community-based programs and kept out of the higher security institutions? Do the dangerous offenders need to be contained in special security institutions? Should they be segregated from the rest of the prison*

population?

16. *Should greater use be made of medical centres for offenders with psychiatric problems? On what basis and how should they be re-integrated into the general prison population?*
17. *Should the 'organized crime' inmate be segregated from the rest of the institutional population?*
18. *Can and should therapeutic programs be provided for the problem offenders? If therapy is not the answer with some types of offenders, what is? What if any should be the program focus? Develop specific examples..*
19. *Should specialized staff be used in dealing with the problem offenders? What are the requirements, how can they be met?*

FACILITIES PLANNING

In February of this year, CPS published a very informative report on Strategic Accommodation Planning, with specific reference to its five-year construction program.

The report, in reviewing the history of institutional building in Canada, points out that the earlier institutions were designed to accommodate 1,000 inmates of all kinds. However, those built since 1960 were designed to hold only 450 and were specialized by security level.

Those to be built in the future will, it says, be even smaller (100 - 200 inmates) and will be highly

specialized not only by security type but also by program. The wide program mixture attempted at present will no longer be in effect, although the facilities will be designed in a way which is flexible, permitting them to be adapted to different purposes as the need arises. The institutions will be dispersed over a wider range, built closer to the main population pockets.

The total cell capacity in the federal system now stands at 10,660, although 850 cells are not designed for permanent accommodation (e.g. sick bay, disassociation). The actual population (July) is 9200 which, given the need for some latitude in selective placement, inevitably results in areas of over-crowding.

The population growth for the past 25 years has averaged 4% per annum, with the exception of the past three years, when this rate has more than doubled. The reasons for this jump are several, but the main ones are the cut-back in parole and the increase in revocations arising from Mandatory Supervision.

The report predicts that the growth rate will continue at above-average for two or three more years then decline to the normal 4%.

The breakdown of the population by security classification is as follows:

- 25% - Maximum (including reception)
- 50% - Medium
- 20% - Minimum (including camps)
- 5% - Medical Centres

The report does not claim to be definitive. It is only put forward as a strategy, attempting to bring into some sort of focus all the known facts and trends which could influence the future construction program. As a plan, therefore, it is only general, almost conjectural, subject always to adjustments as new facts and trends emerge.

As an example of this, the report, although acknowledging the need to design institutions in accordance with program needs, could not in this case say what such needs would be. Clearly, therefore, the new program development could radically affect the building programs, even to the extent they are sketched in this report. For instance, the report makes the assumption that reception facilities will be required in all regions, when in fact this may not be the case. Similarly, it assumes that the ratio between the various

security levels will remain constant. Again, however, this is unlikely, given more sophisticated classification techniques.

Most important, however, it becomes self-evident that we need to know more about the population profile of our inmates in conjunction with the new program possibilities before we can say with certainty what sort of facilities should be built.

This is a big problem, requiring a great deal of specialist expertise and overall coordination. It would be unreasonable to pose too many detailed questions to field staff, therefore, in a consultative session of this sort. However, we do believe the subject should be discussed in general, and that it would be useful to test out some of the basic assumptions contained in the report.

Questions:

20. *Is it possible to reduce the percentage of inmates in maximum institutions? If so by how much? Or, given the current trends, is it possible the percentage will increase?*
21. *Should we, in the same way as the Americans, declare a moratorium on building of all kind until more is known about the trends of the future?*
22. *Should the new institutions be (a) nearer the larger towns and cities; (b) smaller in size, (c) specialized by type of program?*

23. *Develop skeleton models for rural or community-based smaller institutions. Differentiate by security designation and indicate the program components of specialized treatment and training units.*
24. *Should we still retain one large multi-purpose institution, offering a variety of programs, in each region? If so, at what security level?*
25. *If Regional Reception Centres are not required in all regions (this has been dealt with earlier) would this affect the concept of the small institutions? Could such institutions still handle diagnosis and prescription work, or should other arrangements be made for this?*

PART IV - COMMUNITY INTERFACE

GENERAL

It is generally accepted that, apart from any motives of retribution or deterrent, offenders are sent to prison so that the public can be protected from their activities. Such protection is achieved by locking the offender in a controlled environment where he has no opportunity of committing further crimes, or at least crimes against the public at large.

During the inmate's incarceration, an attempt is made to rehabilitate him so that when he is ultimately released society will still be protected since, if rehabilitation has been achieved, the inmate will have acquired a degree of self-knowledge and self-control, so that he no longer wishes, needs or chooses to commit crimes.

Rehabilitation therefore provides the best security, when it can be achieved. However, the criminological literature is, as mentioned earlier, increasingly questioning the past assumptions that most offenders can, in fact, be rehabilitated. And even for those offenders for whom it is felt there is a fair potential for rehabilitation, it is argued that prison is not the best place to realize this potential. There are many reasons for this, which need not be dealt with here, but it is fair to say that, in many cases, the atmosphere is not conducive to rehabilitation and, in fact, may be totally inimical to it.

The trend, therefore, is to community corrections, although even here a fair amount of caution is already being expressed about what incidence of rehabilitation can reasonably be expected. Nonetheless, it is fair to say that, to the extent that rehabilitation through treatment and training is possible, there may be a greater likelihood of success in the community than in prison.

This emphasis on the community is, however, always circumscribed by the responsibility for public safety. The public, therefore, must not be exposed to undue risks as a result of indiscriminate release of inmates into community correctional programs.

Paradoxically, this caveat does not rule out the possibility of keeping out of the community all those inmates who might recidivate. The current literature argues that certain types of inmates, even though their rehabilitation prospects are poor, could be released into the community without undue risks, provided that increased supervision and control is exercised over them.

If, therefore, we accept this consensus, there is a double advantage in community corrections. First, it provides a greater opportunity for rehabilitation for those who have the right potential. Second, it provides a more humane and less costly means of exercising preventive control over certain other categories, even if their rehabilitative potential is poor.

PRESENT SITUATION

The Ticket of Leave and, subsequently, the Parole programs, which have been with us for many years, prove of course that the advantages of community corrections have long been recognized in our own agencies. Likewise, in the C.P.S., the establishment of minimum security institutions and, later, the C.C.C.'s, provides further evidence of early recognition of the value of community corrections. The expanded use of the Temporary Absence, although somewhat cut back now, is yet another example.

In addition, within the institutions themselves, there has been a gradual move away from the isolation of the past, as directors and their staffs have tried to involve the surrounding communities more and more in their programs. This has been achieved, at least in part, by encouraging citizen and volunteer groups to participate in institutional activities and training programs, and by general get-acquainted programs that were designed to keep the inmate in touch with free society and, just as important, to give members of that same society an understanding of institutional life, problems and aspirations.

The overall picture is now a crowded, busy one which will become increasingly so. It is, therefore, difficult to define this community interface because it has so many threads, which interweave endlessly and with varying emphasis in so many parts of the C.P.S.-N.P.S. operation. Nonetheless, it does appear that community

involvement can be separated into three distinct parts, as follows:

- That part which is a programmed part of the institutional life.
- That part which is predominantly or entirely community based.
- That part which falls between stools, in that the inmate is housed in an institution but works, trains or visits in the community for rehabilitative purposes.

We expand on these three below.

INSTITUTIONAL COMMUNITY PROGRAMS

Increasingly over the past few years, the institutional staff have sought to bridge the gap between the community and the institutions. The success of their efforts varies considerably across the country but, all in all, when viewed in relation to the earlier isolationism, the general picture is encouraging.

The community involvement takes many forms, but its end purpose is always the same, namely, to keep the inmate in contact with free society, and to keep the members of that society aware of prison realities.

This community involvement can be viewed as part of the trend towards more humane treatment, since it breaks the monotony of institutional life. It can also be viewed as therapeutic, since it fosters improved human

relationships. In addition, of course, it is an important factor in helping to reduce the influence of the inmate subculture.

The responsibility for the institutional community program is shared by many different members of the institutional staff, but the Assistant Director (Socialization) has the largest formal responsibility, along with the Chaplain, for the coordination of the program.

However, regardless of the number of staff and other participants having inputs into the program, and regardless of the variety of activities, in total they still constitute a single community program run by the institutions. They may lead to other major, community-based programs, such as Day Parole or CCC's, but they are essentially institutional programs, run by institutional staff as part of the larger institution-based program. Nonetheless, because of their community orientation, they are considered to be the first element in the community interface.

Questions:

1. *Should we enlarge the existing institutional community programs? How much more potential for development is there?*
2. *Who should have the coordinating responsibility for these programs within the institution?*
3. *To what extent, if at all, should the planning of such programs be left to institutional staff? Could the planning be handled more effectively by some group outside the institution, say, at the Regional level, and the implementation left with the institutional staff?*

PREDOMINANTLY OR EXCLUSIVELY COMMUNITY BASED

At the other end of the scale, we have full parole and mandatory supervision programs which are predominantly or exclusively community based, because the offender is living and working (or studying) in free society, even though serving the balance of his sentence.

In both cases, the offender is under the supervision of NPS (sometimes an after-care agency) and his involvement with an institution is virtually nil. (Exceptions are when he is housed in a CCC, but these are rare).

Both these programs will be dealt with more fully later in this paper, in the separate section devoted to Community. We must, however, touch upon them here, as part of the interface, since the institutions are involved in the preparatory stages of these programs and could, in the future, be involved even further.

The areas of institutional involvement are, of course, Case Preparation in respect of Parole (because of their contribution to the Cumulative Summary); and the pre-release procedures pertaining to both Parole and Mandatory Supervision. These are therefore reviewed briefly below, along with other matters relevant to the issues.

Case Preparation

When an inmate becomes eligible for parole, his case is prepared by a Parole Officer (in some cases an after-care agency) and submitted to the NPB.

In the past, all cases were routed to the NPS Headquarters in Ottawa, where they were analyzed before being passed to the Board. With the creation of Regional Boards,

however, cases will be submitted directly to them by the District Offices, and the Boards have now resumed face-to-face meetings with all applicants at the institutions.

Although the detailed methods of preparation may vary from region to region, office to office, and, in some instances, individual to individual, the basic pattern remains unchanged.

The Parole Officer visits the institution and interviews the inmate at least once. Also, in most cases, he discusses the case with CPS staff, and takes into consideration the remarks contained on the Cumulative Summary, plus any other relevant documentation.

Next, he requests from the appropriate District Office a community investigation to assess the employment and family situation. Once these are received, he prepares his own recommendations, including a parole plan for those cases he supports. Then, subject to his supervisor's approval he submits his case.

Until a few years ago, the Parole Officer's exposure to prison life was very limited, confined almost exclusively to the abovementioned case preparation matters. However, this is no longer so, and the Parole Officers (particularly those from offices responsible for case preparation) spend an increasing amount of time in the institution.

The causes of this increase are numerous. For instance: visits in connection with the preparation of Post Sentence Reports; visits as the first stage in Community Assessments for Day Parole and Temporary Absence; as a member of the joint and Temporary Absence; as a

member of the joint committee recommending on Day Paroles; in certain cases, as part of other classification and related committees (these vary from region to region); and in connection with program activities.

All in all, there are now so many occasions that require or desire the presence of a Parole Officer, the recommendation has often been put forward that one or two Parole Officers should be permanently located at the institution. This would, it is argued, permit him to carry out his work more efficiently and contribute more meaningfully to the institutional process. The counter argument is that the Parole Officer would inevitably shift his focus from the community to the institution, and would in effect be just another member of institutional staff.

An alternative to this is the view put forward by many Parole Officers themselves, namely, that they should not be involved at all in institutional life, and that case preparation should be handled by the staff of the institution. This was, in fact, a formal recommendation put forward by one group of District Representatives at last year's annual conference.

Many institutional staff support this view. They argue that, notwithstanding criticisms to the contrary, institutional programs are designed to enable the inmate to take his place in the community at the earliest

possible time.

During every step of his progress towards this goal, a group or team, representing a multiplicity of backgrounds, have been involved in all matters pertaining to the assessments and recommendations. The preparation of the case for parole is, they feel, just one more step in this process and should therefore be handled on the same team basis.

By contrast to this team approach, the Parole Officer works alone when he prepares his case. Using official criteria which are too broad to be practicable, spending as little as one hour with an inmate in a single session, the Parole Officer has, they feel, a disproportionate amount of influence. His recommendation may ignore or run counter to the cumulative and combined opinion of the institutional staff, even though they have been exposed to the inmate for a much longer period of time, under various conditions of stress. Yet the Parole Officer's opinion is, they feel, the one that carries most weight with the Board, since the majority of decisions are consistent with it.

On the other hand, those who favour retaining the case preparation in Parole argue that the Parole Officer is more objective because of his limited exposure to the inmate. In addition, he thinks in terms of the community and the inmate's readiness for that community, something which may have no bearing on his institutional behaviour.

Mandatory Supervision (and Pre-release)

Mandatory Supervision is a fairly recent requirement for all inmates who serve their full sentences (minus statutory and earned remission) in an institution. Prior to its introduction, there were no restriction imposed on an inmate once he was released after completing his period of incarceration. Now, of course, all such inmates are under parole supervision for the remitted portion of their sentences, and are subject to all relevant sanctions.

In 1970 there was only one case of Mandatory Supervision. In 1973 there were 1721, and this will grow to a projected 2300 by the end of this year.

The Hugessen Report recommended the discontinuation of Mandatory Supervision. Now the Senate Report on Parole (published only in September of this year) also recommends its abolition (and an end to remission) but offsets this by urging the introduction of compulsory Minimum Parole for the last third of the sentence.

What action the Ministry will take on these and other recommendations has not yet been decided. However, it seems fair to assume for the purposes of our discussion that some form of supervision, by whatever name, will be retained for the last part of the sentence of those offenders who do not win full parole.

Such offenders are, generally speaking, those who have the lowest potential for rehabilitation. The area of concern, therefore, will always be what pre-release programming should be followed for such offenders, and how should it be coordinated between the institutional and parole staff.

Pre-release procedures are, of course, important for all inmates, including those going on full parole. However, they have a special, critical importance for those being released on Mandatory Supervision.

The Classification Officer's responsibilities include pre-release counselling, which covers such things as preparing the family for the release and seeking suitable employment for the inmate. In practice, however, these last two functions are rarely done by the classification staff. Instead, they are undertaken by the Parole Officer, who also has them included as part of his job responsibility.

In the Pacific Region the CPS Regional Headquarters has, on an experimental basis, been providing a specialist employment service in an attempt to improve this area. Although it overlaps with the NPS responsibility, it has not caused any problems and, in fact, the Parole Officers have themselves voluntarily availed themselves of the service for many of their parolees.

The way in which the transition from the institution to the community can best be handled is a very important one because of the disorientation which the average inmate experiences after a period of incarceration. It is essential, therefore, that the respective responsibilities of the two separate agencies (as they now are) be clarified before a single agency is created.

Questions:

4. *Who should handle the Case Preparation? Should it continue to be a Parole Officer? The institutional staff? A team comprised of each?*
5. *Should there be Parole Officers attached to the staff on institutions on a rotating basis? What would be the advantages and disadvantages of this?*
6. *When Parole Officers are preparing cases, to what extent should they be required to consider institutional behaviour (for instance, disciplinary offences) and institutional plans (for instance, inmate training that is still in progress)?*
7. *If mutual agreement programming or some form of contracting is introduced, in what way would this affect the pre-release procedures?*
8. *Would the abolition of remission and Mandatory Supervision be a good thing? If so, should they be replaced by some form of Minimum Parole for the last third of the sentence?*
9. *Is earned remission in fact a useful motivator? Would inmate discipline deteriorate if it were removed?*

PARTIAL COMMUNITY PROGRAMS

In the preceding sections we have reviewed the two opposite ends of the community spectrum, institutional community programs and total community programs. We now come to the most complex part of the spectrum, the central part, which concerns those programs which are partially in the community and partially in the institution.

Such programs can be described in general terms as those in which the inmate is housed in an institution of some sort while participating, to a greater or lesser degree, in a correctional program based in the community.

The major elements of this group of programs are:

- Temporary Absence
- CCC's and CRC's
- Minimum Institutions
- Day Parole

TEMPORARY ABSENCE

At the moment the authority for granting TA's rests with the Director of an institution, whether such TA's are for humanitarian, rehabilitative or medical reasons. In the first two instances, the Director would be guided by the advice of his Inmate Training Board or Living Unit Team; in the latter, by the Medical Officer.

In addition, where the purpose of the absence is rehabilitative, a Community Assessment must now be obtained (this was not previously required) from the Parole Service or a private agency. Thus, both institutional and parole personnel are involved at this first stage of community correction, although one is only providing a service to the other.

Previously, there was much more flexibility in the program, with the institutions having greater latitude than now obtains. More absences were granted at that time, as the figures below show, but it also led to some widely publicized failures and the resultant tightening of the program, including the elimination of back-to-back, the

new requirement for community assessments; and more severe criteria for certain types of offenders.

<u>Year</u>	<u>No. of TA's</u>
1971	30,224
1972	64,033
1973	66,070
1974	49,602 (projected)

(Note: CCC figures not included)

In 1973, the Report on the Release of Inmates (generally known as the Hugessen Report) was published. The report contains some sharp criticisms of the TA program, especially with regard to the overlapping jurisdiction of the penitentiary and parole authorities.

Further, the report said it was "deplorable" that temporary absences were not supervised in the same way that full parole is, particularly since it is the initial period in the community that requires the most intensive supervision. Although they acknowledged the administrative difficulties it would cause prison management, the authors of the report went on to recommend the discontinuation of the temporary absences for rehabilitative purposes, and said Day Parole should be used in its place, with the same requirements being followed that are standard with Full Parole. In addition, although it is not too relevant to our discussion at this time, the report said that TA's for humanitarian and medical reasons should in all cases be required to have an escort.

The general philosophy behind the report is therefore clear, namely, that once an inmate has been incarcerated only the Parole Board can approve his release into the community, no matter for how brief a period of time. The only exceptions are when he is escorted.

In pursuance of this thinking, the report even criticized the Parole Board for those instances where it has actively encouraged the use of TA's as a means of testing an inmate's suitability for Full Parole.

Questions:

10. *Should Temporary Absence for rehabilitative purposes be discontinued and replaced by Day Parole? What are the pros and cons from an institutional point of view? From the Parole Officer's point of view?*
11. *Should more specific guidelines and criteria be developed regarding the granting of rehabilitative TA's? To what extent should they be used as part of a scheduled program plan? Can they, and should they, be pre-determined as a built-in part of an inmate's program plan? Or should they be entirely at the discretion of institutional staff, granted on the basis of their assessment of need and risk?*

CCC's and CRC's

The distinction between the purposes of CCC's and CRC's is not clear, if in fact such a distinction exists at all. The Outerbridge Report on Community-based residential centres includes both types of houses and does not attempt to distinguish one from the other, except with regard to the respective authorities responsible for them.

Generally speaking, however, at this time the CCC's (which are institutions within the Act) are the responsibility of CPS and are used to accommodate inmates on Day Parole (previously back-to-back TA's). In addition they may be used for detaining parolees under suspension.

CRC's, on the other hand, which fall under a variety of groups and agencies, have only been used to-date for offenders on Full Parole or Mandatory Supervision.

However, this arbitrary distinction between the two (Day Parole as opposed to Full Parole) may, indeed probably will, soon change, in view of NPB's recent decision to examine the possibility of using some CRC's for Day Parolees, depending on their program needs. It is also conceivable, of course, as discussed earlier in this paper, that CRC's could be used for certain offenders for the full period of their sentence, so that they never even set foot in an institution of any sort.

This entire question of the respective roles and policies of CRC's and CCC's is being dealt with separately, but still as part of the Task Force, by a specialist team under the chairmanship of Hugh Christie, who is both a member of the NPB and a member of the FCA Task Force.

It is nonetheless necessary to discuss the subject at this time, so that we consider the full spectrum of the community interface.

The CCC is a critical item in this interface since it combines elements of both CPS and NPS. It is a CPS institution housing residents on Day Parole whose selection for the centre is handled by a joint committee of both agencies. Previously, of course, it was an exclusive CPS responsibility, with the inmate simply undergoing an institutional transfer.

The above-mentioned team is conducting a pilot study to analyse the inmate population of Stoney Mountain institution, to assess how many would make suitable candidates for community based residential centres. The team will then attempt to relate the adequacy of existing facilities in the area to meet the needs of the candidates, in terms of space, security and program. The team should then, it is hoped, be in a position to define the full range of facilities required, broken down by type of offender, and to recommend the respective roles of CCC's and CRC's.

Questions:

12. *Should more use be made of CRC's and CCC's? Should we encourage the establishment of more CRC's (run by private agencies) or should we establish more CCC's of our own?*

13. *Is there any basic difference between the two types of centre? Should we encourage some degree of specialization for each type? If so, what forms of specialization should we aim for?*
14. *Is it feasible to permit certain types of inmates to serve their full sentences in such centres? Which types would be the best candidates?*
15. *How should the supervision of residents be handled? Is the present joint responsibility between parole and CCC staff satisfactory? Or should the Parole Officer have sole responsibility, since the resident is on Day Parole? Are there any other alternatives if so what are they?*
16. *What kind of program should exist in the CCC's and CRC's?*
17. *Should Day Parole continue to be a requirement of CCC's? Or could transfers to such centres (and, in future, CRC's also) be handled by a regional board working in accordance with selection criteria approved in advance by the NPB?*

MINIMUM INSTITUTIONS

Minimum security institutions are similar in basic purpose to the CCC's and CRC's. Sometimes, in fact, CCC's are referred to as "urban minimums" or "minimums in the city".

These terms imply that the traditional minimums are rural or, at best, suburban - which of course is true in many cases.

Another difference between the two designations is, perhaps, that the residents of minimums are often - but not always - employed by the institution, whereas the residents of CCC's usually work in the community.

However, even though these surface differences exist, they are minor when compared with the fundamental similarities. It is submitted, therefore, that minimums are an important part of the community operations, and they should be included in any discussion of the community-institutional interface.

Although both CCC's and minimums are official institutions of the CPS, with the same community-oriented purpose, control over the selection of inmates varies significantly. Those in CCC's are on Day Parole, approved by the Parole Board; whereas those in the minimums do not require Day Parole (except when working in the community). The residents are selected and transferred in the same way as between the institutions of a higher security level, that is, through the auspices of the Regional Classification Board or its equivalent.

The Hugessen report argued that all transfers from one security level to another should be endorsed by the NPB, since such a change could have an impact on public safety. If such a recommendation were carried out, however, it would be extremely cumbersome to manage and would provide only dubious benefits. If its argument is sound, in fact, it could be extended to say that the initial classification at reception should also be endorsed, since

this is where the first security decision is made.

Nonetheless, although the recommendation may not be valid for transfers between maximums and mediums, it does have a great deal of validity with regard to minimums. If Day Parole is required for the CCC's, why should it not be required for the minimums, where the resident has virtually the same amount of freedom in the community? This question will be put formally, therefore, in the list of questions at the end of this section.

DAY PAROLE

Day Parole (which for the purposes of this paper includes Temporary Parole) has already been discussed as part of the subjects in the preceding sub-sections.

We have dealt with it in connection with the requirements of CCC's and, in the future, CRC's. We have raised the subject again, in connection with TA's generally and Hugessen's argument that Day Parole should be a substitute for rehabilitative TA's. And we have touched on the possibility of it being a requirement for minimum institutions.

In addition to these uses - and potential uses - it is of course also used for inmates in the medium institutions who are using community facilities on a regular basis for training or other rehabilitative purposes, but who are still housed in the institutions at all other times.

For such cases, the procedure is much the same as for all other uses of Day Parole, that is, a joint committee of NPS and CPS prepare the case for submission to the Board.

In connection with such cases, there is an increasing trend to develop certain types of projects in the community on which suitable inmates can be employed. If this is done it is anticipated that the NPB will be asked to approve such projects in advance and to work out the criteria jointly with NPS and CPS for the selection

of inmates. This, it is hoped, will make the planning of the projects more clear cut and will speed up their introduction once the details have been worked out. It should also, of course, minimize the chances of having to cancel or abandon the projects due to a shortage of candidates who can obtain NPB approval.

Questions:

18. *Should transfers to Minimums require Day Parole, or should they continue to be institutional transfer under the jurisdiction of what is now CPS? What are the pros and cons of the case?*
19. *Who should be responsible for developing outside projects for inmates on Day Parole? If it is an institutional responsibility, who specifically should develop and coordinate such projects? If it is a Parole responsibility, how should the coordination with the institution be handled? If it is a regional responsibility, who at Regional Headquarters should handle the coordination?*

Summary

We have reviewed in this sub-section, those programs or activities which are community-oriented in that the inmate is, to a greater or lesser extent, spending some time in the community for rehabilitative purposes. These are: Temporary Absences, CCC's, Minimum Institutions and Day Parole. All play a large part in what we call the community interface, which simply mean the merging of institutional life with community life as part of the progression to eventual release.

It seems clear that, given the present trends, these aspects of corrections will receive greater emphasis in the years ahead. It follows, therefore, that with the creation of a single corrections agency these areas will have to be clarified, since they involve what are now separate agencies, CPS and NPS, and also the NPB, which will soon become an independent board.

AFTER-CARE AGENCIES

The after-care agencies (which include all private agencies for the purposes of this discussion) are involved in many aspects of the correctional process, but most of all in this interface.

Such agencies may prepare Community Assessments in connection with Day Parole or Temporary Absence. They are also involved in Case Preparation and, of course, they play a fairly large part (depending on the region) in Parole Supervision.

They often run CRC's, an expanding area, and there is a trend among some of them to increase their family counselling involvement. In fact, the John Howard Society of Ontario has recently announced its intention of putting more emphasis on family involvement and less on parole supervision.

The total picture regarding the role of the after-care agencies is not clear, and the subject is therefore taken up again in the next part of this paper. There is, for instance, no clear-cut policy in the agencies regarding their utilization, just a general commitment to continue to use them whenever possible. Also, of course, the future plans and policies of the agencies themselves are not known, although some are now in the throes of re-evaluating their role.

It is clear, therefore, that any discussion of community interface, and of the respective responsibilities of institutional staff vis-à-vis parole staff must also consider the part to be played by such agencies.

PART V: COMMUNITY BASED CORRECTIONS

In this paper, we have defined community-based corrections as the correctional involvement in that period of an offender's sentence that is served in the community under parole. Because in the last section we focussed on those specific issues that bridge both the institutions and the community, our definition of community-based corrections in this paper is perhaps narrower than that used by others such as the National advisory Commission on Criminal Justice Standards and Goals. We have done this intentionally as we do not want to cast any prejudices on the institution-community issues during the consultative process.

Present Situation

The community has become the area of major correctional focus at this time in all jurisdictions. Within the federal system over the past 15 years, the community has been the scene of substantial growth in the parole area. The increased parole emphasis began in 1958 with the passage of the Parole Act and has led to a tremendous growth in paroles granted and in the size of supervisory staff in the national parole service who handle case preparation and parole supervision and counselling. Further responses to the needs of an effective correctional program in the community have led to the decisions to regionalize both the Parole Board and the Parole Service.

Throughout this period of growth the federal system has worked together with the private agencies. The Parole Service has maintained a case preparation and supervision partnership with the private agencies. As paroles granted expanded so have the caseloads of the National Parole Service and private agencies reaching about a 50-50 position in 1970. Since then the public-private caseload balance has moved towards a 60-40 ratio. The Parole Service, Penitentiary Service and Ministry Secretariat have all been involved in getting the halfway house movement off the ground. All three organizations have helped fund halfway houses through direct grants or contracts for service. And the federal agencies have become increasingly active in stimulating employment opportunities for offenders and in bringing citizen volunteers into the corrections process.

Current Considerations

Just as the community has become the correctional focal point, it has also become the prime area of concern for several major studies in the last few years. At the federal level the Hugessen task force looked at the overall question of the release of inmates, the Outerbridge task force examined the question of community residential centres and this month the Senate has issued a report on "Parole in Canada". Similarly, in the United States, community-based corrections have been the centre of active

discussion, study and research.

In this part of the report the Task Force attempts to raise the questions being asked at this time by all the authorities. The areas that we will review include:

1. The role of the Parole Officer;
2. The provision of support services to the parolee, e.g., employment, social, medical;
3. The role of the private agencies;
4. The role of the community in community programs;
5. Post-sentence involvement;
6. Police liaison.

1. The Role of the Parole Officer

The current discussion surrounding the role of the parole officer has led to three main themes. These themes reflect a basic controversy over the efficacy of parole supervision and can be characterized as:

- Intensify the focus on parole supervision to maintain full control of all parolees;
- De-emphasize parole supervision except for high risk releases and direct the parole function towards being a broker for community services;

- Separate the assistance from the surveillance function.

Intensify the focus on parole supervision

The recent Senate Report has come out strongly for strengthened supervision in the parole system. The basic assumption appears to be that the amount of time a supervisor spends with his parolees has a significant effect on the outcome on parole success. The more time spent with the parolee the less serious are his difficulties on parole, he commits fewer offences and is able to remain longer under parole supervision in the community. The Senate Report points out that a parolee now gets about 3 hours of contact per month with his supervisor, which is totally inadequate. As a result, the Report suggests that parole resources should be expanded in both the federal government and the private agencies.

This particular approach to parole can be characterized as 'keep doing what we are doing now, only do it bigger and better'. The present role of parole is reinforced and strengthened in this approach, but not changed. This includes the dual and sometimes conflicting objectives of controlling the offender and assisting him in becoming a law-abiding member of the community.

Shift the parole function towards the role of
'broker of community services'

The National Advisory Commission on Criminal Justice Standards and Goals has recommended a role for the parole officer that would be somewhat different from the present approach in the federal system. The basic argumentation in the NACCJSG approach is that the 'emphasis has been on changing the individual - on a "treatment" philosophy that largely ignores the enormous potential of the community as the place for the reduction of criminal behaviour". "Crime is conceived as linked more to social factors than to factors in the individual". This in turn leads to the feeling that treating the individual in isolation of the community is not enough; 'it is behaviour at home, on the job, and on the streets that matters". As a result the NACCJSG sets out two operating objectives for community programs: (1) "to use and coordinate existing community service agencies offering resources in areas such as family planning, counselling, general social service, medical treatment, legal representation, and employment;" and (a) "to involve other agencies in the mission of corrections".

Under this philosophy towards community programs the role of the parole officer would shift away from supervision towards facilitation. The parole officer would have to be fully aware of all the services that

exist in the community and be an activist in initiating those that do not exist. This means that the focus of the parole officer would be heavily oriented to those services that surround the parolee in the community. The officer is as much seeking to mould a natural positive community for the parolee as he is in changing the behaviour of the individual.

Such a parole concept requires a flexible if not specialized approach to the problem of controlling parolees. For many offenders, there would be outright release from institutions or perhaps minimum supervision. With this category of released offender there could be no surveillance, the parole emphasis would be on facilitating the required community services. Parolees that do present some risks would require surveillance but with the community parole approach this would likely centre around a few definite parole rules. The intent is to limit the discretion in parole supervision and to confine the revocation process to a few mutually understood conditions. This approach is said to also strengthen the positive aspects of the parole function. Finally, for those parolees who do require intensive supervision, a special surveillance oriented parole officer would be used to maintain tight controls on the high-risk offender. The surveillance role of this parole officer could be extended to the point of quasi-police power, including the authority to arrest. This type of parole officer would have little

if anything to do with facilitating social support or counselling.

Completely separate the surveillance from the assistance function.

Perhaps the most extreme revision to our current concept of parole is being promoted by a research school that argues that the surveillance aspect of parole should be structurally separated from the assistance function. Within this model the parole function could be confined solely to surveillance or the surveillance function could be completely transferred to a law enforcement agency.

There are several arguments used to support this approach. One is that when the two conflicting responsibilities are combined in one job, the assistance function is inevitably the poor cousin. The administration of parole and measurement of performance is judged by the number of contacts or caseload size, but quality of relationships is not considered. The second argument is that the parole officer is not that good at surveillance anyway. While the law enforcement interventions out-number the parole revocations by about 2 to 1, there are studies that indicate relatively few of the revocations were brought about by surveillance, but rather more through direct information from the parolee, his relatives or employer. A final argument is that the cost of

corrections for offenders involved in property crimes exceed the estimated direct property loss to victims. Moreover, this school argues that only a portion of the parolees who do return to prison are convicted of new major offences. This argumentation leads to the question - why ask parole to carry out any surveillance?

Having reviewed these possible parole models, it is apparent that there are several alternative roles the parole officer could assume in the new FCA. Reaching a point of view will require answering several tough questions:

Questions:

1. *Should we continue our present approach of combining surveillance and assistance in the same function? Is our level of activity adequate? If not, what scale of increase do we require?*
2. *Should we take a much more selective approach to supervising our parolees. Can we avoid surveillance for part of our parolee population? Can we move to such tight surveillance that it will control the high risk offender. Should we create a separate community organization to carry out surveillance on the tougher cases?*
3. *Should we de-emphasize our current orientation towards treating the individual and concentrate on the 'broker's role', making sure the community provides an adequate or natural environment that brings out the positive aspects of the parolees behaviour, i.e., adapting the environment as much as the insight of the individual?*

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4. *Does surveillance work? Should we get out of the surveillance business altogether? If we go that far, should the assistance function be provided by an organization that is related to community services rather than tied to corrections? Should it be provided by the police?*

2. The Provision of Support Services

In the previous section we talked about the role of the parole officer and the alternative models. This section discusses the question of services in an effort to determine the whats, the hows and the whos of providing the service. The following is a list of possible direct and indirect services that have already been considered by the Vancouver District Office. Please examine this list and expand as you see appropriate:

1. Individual counselling
2. Family counselling (including family planning)
3. Basic life skills training (budgeting)
4. Employment (interviewing, placement)
5. Education
6. Vocational Training & Apprenticeship
7. Union certification
8. Welfare services
9. Medical services
10. Release funding
11. Legal services
12. Shelter and residence

13. Recreation and Social resources
14. Community volunteer assistance
15. Drug and alcohol addiction treatment

For each of these service areas, consider the following questions in proposing to the Task Force the service details of the parole role:

Questions:

5. *Should the parole officer be involved in the service area in any way, e.g., education, release funding, legal services, drug treatment?*
6. *Should the parole officer play a direct role in providing the services? For example, in the employment area should there be any direct assistance in finding jobs through employment programs or employer solicitations? Should the parole officer stay out of direct employment and broker the services of Canada Manpower or offender employment agencies like the Fortune Society. In this case, would the parole officer counsel on interview skills or emotional stability problems in the transition to a full working day? Or should finding a job be left entirely up to the parolee on the basis that "they'll only keep the jobs they find themselves".*
7. *What should be the priority service areas? If you were to allocate the time of a parole officer with respect to your proposed list of functions, how would you do it?*

3. The Role of Private Agencies

As we have seen, the private agencies are heavily involved in nearly all aspects of community corrections. The private agencies do case preparation, supervise parolees, operate community residential centres,

run employment organizations, provide specialized treatment for offenders with alcohol and drug problems, and create opportunities for the involvement of the ex-offender.

The private agencies have traditionally been fairly equal partners with the federal agencies in carrying out the federal responsibilities in the community. Moreover, the private agencies have prided themselves on their roles as innovators in the corrections process. There are many examples where they have showed the way to new approaches in corrections, e.g., halfway houses, or the successful involvement of ex-offenders. Often, after the private agencies have initiated new services, the federal government has come along later to move into these new service areas, e.g. community corrections centres.

The private agencies are now at the crossroads in deciding where they should head next. Their core problem is evolving new roles is their financial dependence on the federal government. Too often the private agencies are locked into traditional functions because they provide their main source of funds. Many agencies have become a part of the corrections bureaucracy

and have foregone their innovative activities.

The Task Force must face the question of what role it wants the private agencies to play in the correctional process.

Questions:

8. *Should the private agencies stay in the mainstream of the correctional process?*
9. *Should they be encouraged to stay as fragmented as they are or is a regional or national coordination required on their part?*
10. *Should they be encouraged to be more innovative?*
11. *Should private agencies be assured of a fixed level of funding that will support innovative activities?*
12. *Is there a role for them in dealing with the families of offenders? Should the private agencies play a bigger part in the employment area?*
13. *Should private agencies be encouraged to do research, evaluate projects, demonstrate projects, participate in policy task forces?*
14. *How can greater cooperation be achieved with the private agencies?*

4. The Role of the Community in Community Programs

With the growing emphasis on community-based corrections, the effective involvement and utilization of community resources has become a major focus of

attention. As we discussed in the last section, the private agencies play an important part in recruiting public participation in the correctional process. While the agencies are a vital vehicle for rallying community involvement, the FCA must also continue to develop and strengthen a full range of direct and indirect relationships with the community.

Community participation has always been considered to have a two-fold benefit for corrections. Firstly, citizens are a boundless resource whose contributions can very often lead to real success in a program. The citizen volunteer can bring areas of professional expertise, solid models of successful life skills, and new levels of enthusiasm to a program. Moreover, the citizen resources can often be utilized to amplify the cost-benefit effectiveness of professionals. Secondly, community participation is one of the best ways to help develop an informed and concerned public. These people not only become the friends of corrections in the community, they also spread a positive picture of corrections among other people.

Both parole and penitentiaries have worked hard to bring community volunteers into the correctional system. Parole in some cases has even made citizens into "semi-professionals" who are often as effective as

professional supervisors at less cost. Indeed, there is no question that the new agency will want to actively solicit community participation. However, there are important questions that concern the way this should be done.

Questions:

15. *In what capacities do we want to involve the volunteers? Should they be given "professional equivalent" responsibility for a program such as counselling, vocational training or education? Should the majority participate as lay persons or non-professionals in socialization activities such as cultural groups, information groups or social clubs?*
16. *What kinds of people or class representation do we want in our volunteers? Are we too heavily oriented towards the well-educated middle class?*
17. *Should the agency seek out volunteer specialists in the community who reinforce or complement the professional skills in the Agency such as financial, legal or medical services?*
18. *Should a coordinated function with the Agency be established to activate, screen, orient, train and monitor volunteers?*
19. *How involved should volunteers be in the decision-making processes of the Agency? Should they play a policy-making role on task forces? Should they form advisory committees for program planning? Should they advise on individual offender programs?*
20. *Should monetary incentives be used to encourage the participation, involvement and contribution of volunteers?*

5. Post-Sentence Involvement

This section on community-based corrections looks at the involvement and relationship of the new Agency with ex-offenders. The possible areas of concern include both the ongoing services that should be provided to ex-offenders (an individual who has successfully completed his parole) and the employment of ex-offenders in the Federal Corrections Agency.

There exists at least three schools of thought as to what the posture of the FCA should be in the provision of services.

1. Keep the door all the way open

The proponents of this position argue that the best approach to protecting society is by preventing crime. The ex-offender has already identified himself as an individual who is on a course in life that is tough to interrupt. The consequence of this line of reasoning is 'why then should we not do whatever we can through our corrections organization to keep these people on the street'. This means the provision of a full range of services such as individual counselling, psychiatric treatment through regional medical centres, residential services or employment assistance. In effect the community-based function in the organization

would use as its criterion for clients - someone who has served a sentence of two years or more, regardless of how long ago that might be.

2. Don't push it, but don't close the door all the way

This point of view stems from a belief among many correctional workers that the real test of the correction of an offender, perhaps in fact his greatest need, is a complete separation from the correctional process. The real test 'making it' is being able to carry on a normal life on one's own. These correctional workers, in fact, would look with some skepticism at an ex-offender who never made the break from the process. These professionals are as eager to rid their caseloads of this individual as the high rehabilitation potential offenders are to lead their own lives. However, the proponents of this position do not push a black-and-white approach but point out that some ex-offenders may well require a helping, but infrequent, hand, which we should be ready to give.

3. Cut off our involvement when the sentence expires

The advocates of this case argue that if a parole officer is going to have a significant impact on a parolee it will happen within the first 6 to 12 months.

To worry about the whole spectrum of parolees spreads a parole officer too thin and dilutes his concentration on the critical points in the release process. This position is often reinforced by the legal argument that 'our responsibility only runs to the end of the sentence and we should disengage ourselves at that point'. 'If the ex-offender needs special services he should get them in the community just like everyone else'. The line of discussion, however, does suggest that parole officers and parolees will inevitably develop lasting friendships and help may be provided in this relationship. Although people following this point of view also suggest that it's not much of a friendship if the 'big brother' role is not dropped pretty soon.

In reviewing these options, the following questions require your attention and resolution:

Questions:

21. *Should the new agency provide services in a planned and active way to ex-offenders? Should the agency serve as a broker in this capacity to arrange for the delivery of community services?*
22. *Should the agency budget for and finance direct services to the ex-offender by the agency?*
23. *If such services are to be provided, under what basis and to whom?*

The other component of the relationship of the FCA with the ex-offender is the increased utilization of this individual as a correctional manpower resource. To date the record of our federal correctional agencies has been singularly unimpressive in employing the successful ex-offender in the corrections process. The resistances are not imbedded in law, but, they are created in many other ways. For example, the parole field is difficult to enter without a master's degree. Within the institutions both staff and unions strongly resist the idea, and within headquarters the opportunity for live contact is lost. The new Federal Corrections Agency must face the issue of the employment of ex-offenders head on:

Questions:

24. *Should the new agency employ ex-offenders? Should there be restrictions on where they can be utilized?*
25. *What should the criteria be for selecting ex-offenders?*
26. *Should special training programs be developed to facilitate the preparedness of the ex-offender to work in the agency?*

6. Police Liaison

Any increase in emphasis on community-based corrections reinforces the need to establish a position with respect to the relationship between the Federal Corrections Agency and the police. The Senate Report

suggested as a result of its hearings a year earlier that existing relationships are characterized by a "distrust and hostility that appears to exist between agencies, police, parole and after-case". However, since the hearings several positive steps have been taken to improve the relationships. We need now to look at some of the basic questions we face and try to determine where we should be heading in building cooperative links with the police:

Questions:

27. *Should the police be involved in a federally oriented regional justice co-ordinating committee that includes the FCA, the regional NPB, provincial corrections organizations, private agency representation, and the community?*
28. *Should the police become part of the parole decision-making function along the lines of the Hugessen recommendations? Under this arrangement would they become participants in the mutual agreement programming?*
29. *Should the police take on a more active role in parole surveillance?*
30. *Should the police be recipients of internal information relating to parolees?*

Inmate Rights

This is an issue which could affect every aspect of the new agency, from program selection to parole supervision. It has not been dealt with as an issue

in our discussions because it would tend to bog down the sessions in a matter over which, ultimately, the agency will not have the final voice, since it does not fall exclusively within our own jurisdiction.

The new agency will, of course, have a great deal to say on the subject, but many other departments and agencies are also involved, even at the time of writing. There is, in fact, a study group (which predates the Task Force) already working on the subject within the Ministry Secretariat, as a result of a decision reached at the last federal-provincial conference on corrections.

Nonetheless, the input and opinions of the members of the two correctional agencies is all-important. This is, therefore, being handled separately, in another series of consultations, by a member of the Role Team, Ozzie LeBlanc. The field will at all times be kept up-to-date on his progress and, we hope, his general findings and recommendations will be tabled for discussion at one of the later consultation sessions in this series.

PART VI: RELATIONSHIPS WITH SECRETARIAT
AND MANAGEMENT SUPPORT FUNCTIONS

INTRODUCTION

In the previous parts of the report, we have concentrated on the operational side of the new agency, since this is the area which affects most of the field staff on a day-to-day basis.

However, there is another major area of great importance on which field input is sought, namely, the relationship with the Ministry Secretariat, especially in respect of the principal management support functions.

Some of these functions are, to a greater or lesser degree, already provided in the agencies, but in many instances the Secretariat provides the services to them.

We can safely assume that the Secretariat will retain some capacity and involvement in all these areas, as part of its Ministry mandate. However, the creation of a single corrections agency makes it feasible for the agency to develop a greater capacity to serve its own needs; and it also makes it necessary to clarify the relationships in respect of several other key management functions.

BACKGROUND

Until two years ago the department (as it was then known) had a departmental headquarters in Ottawa. In respect of many functions, the headquarters held a form of functional authority over its counterparts in the agencies. However, the extent of this authority, especially when it touched on operational matters, was difficult to define. Consequently, confusion arose regarding the role of the headquarters vis-à-vis the agencies.

When the ministry concept was introduced, the departmental headquarters was phased out, along with the functional authorities, and it was agreed that, as far as possible, the agencies would be operationally independent.

The role of the Secretariat itself was primarily that of policy adviser to the Minister, and in connection with this it retained enough authority in respect of certain functions to ensure it could develop the bases for its policy analysis and formulation.

In addition, it was decided that the Ministry as a whole would be more out-looking, concerned with the Criminal Justice System in its entirety, of which

the agencies formed important components but which were nonetheless only part of the whole.

Finally, it was decided the Secretariat would keep several functions which could broadly be described as management supportive, and which would be provided to the agencies only on request, so that there would be no possibility of unwarranted intrusion in the agency operations.

The functions are all highly specialized and, in many cases, the full implications of modifying them can only be dealt with at the corporate level. The creation of a single agency does, however, throw a new light on them, and for this reason field reaction to them is being sought.

FUNCTIONS

The functions under consideration are as follows. These will be dealt with separately, although briefly, underneath.

- Policy Planning
- Evaluation
- Management Consulting
- Management Information Systems

- Research
- Statistics
- Communications & Consultation

POLICY PLANNING

This is the quintessence of the Secretariat role, being concerned with the analysis of existing policies within the Ministry and the coordinated development of new ones.

Although the function is concerned with policies in respect of the Criminal Justice System as a whole, it also has some responsibility for advising the Minister on the overall policy umbrella within which the operational policies of the agencies are developed by the agencies themselves.

Policy making is an inherent part of the management responsibility at every level of an organization, but it must of course always be consonant with broader policy guides set at a higher level. Similarly, in this instance, the agencies have responsibility for the formulation of their own operational policy, but always within the broad framework of the Ministry policies.

EVALUATION

This is the twin of the Policy Planning function, since it is concerned with evaluating the success or relative value of existing Ministry policies in the light of changing conditions.

Although it is regarded as a major Secretariat role, the function has not yet been developed, nor has its relationship with the agencies been fully defined.

Again, however, as with policy making, the management personnel of the agencies also have responsibilities with regard to the evaluation of the policies which they themselves have set. Such evaluation is then used as the basis for adjusting or modifying such policies.

Because of the abstract nature of policy, it is clearly necessary to keep a close working relationship between the agencies and the Secretariat to ensure the alignment of the operational policies with those set for the Ministry as a whole. This applies equally to evaluation. However, the method by which this will be done has not yet been worked out, although the existing joint policy advisory committee (SPAC) is one of the means of doing this.

MANAGEMENT CONSULTING

The Management Consulting Division has been in existence for six years, during which time it has undertaken many major studies on a wide range of subjects. However, with the exception of a handful concerned with Secretariat organization and administration, the studies have been carried out exclusively for CPS and NPS.

Neither agency has responsibility for this function at the present time, although CPS does have a system and procedures group, under the O & A Division, which carries out work of a related nature.

MANAGEMENT INFORMATION SYSTEMS

This function has been developed at the Secretariat only since its formation. Its prime responsibility is for the development of information systems for the Ministry as a whole, but in particular ensuring the Secretariat's needs can be met by tapping the systems developed within the agencies, (such systems are usually computerized) and those within the Criminal Justice System.

In addition to the foregoing, the MIS Division provides a service (programming, technical advice) to the correctional agencies, and also manages the Inmate Data System, which provides basic data on the inmate population.

The correctional agencies have only limited MIS capacity to-date. NPS has been developing this capacity as part of its Research Division, and is currently working on a computerized reporting system in respect of District Office operations. CPS has responsibility for the IDRIS system, a manual system which it is hoped will eventually be computerized, but otherwise has only limited MIS responsibility. Some small computerized studies have been carried out by its B.C. Research unit but these are not part of a total MIS system (which by definition implies full management scope). In addition, one section of the O & A Division carries out the coding of input for the Inmate Data System but has no responsibility for programming or overall development.

The bringing together of the two correctional agencies and the need for a continuous flow of data pertaining to the inmate from admission to release through parole makes the MIS field one of the major importance.

RESEARCH

The Research Division of the Secretariat has just been reorganized in line with the recommendations of a study carried out by commercial consultants specializing in this field.

Under the revised organization, the newly constituted Research Division of the Secretariat plays a leadership role in the Research function for the Ministry as a whole. The agencies will have their own research capacity to conduct research of an operational nature. But all contracted research and research of a general nature will fall under the aegis of the Secretariat, although all contracted projects will be approved by a central committee consisting of members from all agencies. In addition, the Secretariat's Research Division has the responsibility for monitoring the projects and evaluating their worth.

At the moment both agencies have small, but active, research units, organized along completely different lines. NPS has a relatively new unit located at Headquarters, which it will retain even after its separation from NPB. However, NPS has no field research capacity and recently decided against creating one.

CPS, on the other hand, has no Headquarters research unit, but it does have one in one of the regions (B.C.), which has produced a great deal of valuable work. However, lacking a central unit, there is no overall coordination of the function throughout the agency.

In addition to their membership on the Research Project Committee already mentioned, both agencies have senior staff representing them on the Ministry Research Strategy Committee, which concerns itself with larger questions of research policy and approves all contracts over \$5,000.

STATISTICS

This function is a close relative of MIS, although it is often more concerned with the provision of statistics for Ministry and public use than for management purposes.

Statistics Canada is also involved in this area, by virtue of its legal responsibilities under the Statistics Act. There is a possibility that a satellite unit of Statistics Canada may be established to serve the Ministry and the agencies, or at least to provide raw data from which specialized Ministry statistical series can be derived.

The area is a very complicated one, but this should not deter field staff from expressing their opinions on what statistical responsibilities the FCA should have vis-à-vis the Secretariat. Once these have been decided the mechanics for obtaining the statistics will then have to be determined by separate study.

At the moment CPS have a small statistical capacity, producing among other things, the population statistics. NPS also have a small statistical capacity, but, as with its MIS component, this is incorporated in its Research Division.

COMMUNICATION AND CONSULTATION

General

This is a dual function within the Secretariat, which was organized in this way so that the resources of the former could be used to boost and publicize the work of the latter.

Communication is concerned with the traditional field of public and internal information, along with the related area of public education, in the broad sense of making the public aware of what we are doing in the Ministry.

Consultation is concerned with consultation with municipalities, provinces, private agencies and other government departments in respect of all phases of the Ministry activities, but with particular emphasis on promoting new correctional policies and procedures.

Communication

Both agencies have Information Service responsibilities, although at the moment only CPS has any specialized resources concerned with the function. In addition to a unit in Ottawa, at CPS Headquarters, Information Officer positions have been established in all regions.

Consultation

In connection with this function, the Communication & Consultation Division has recently appointed regional representatives to be located, wherever possible, close to the provincial correctional authorities. The Division also has responsibility for the budget for Demonstration Projects, although the agencies have some input into which of these will be pursued, and for the coordination of these across the country.

At the same time, within the agencies, the trend to community involvement has led to an increased emphasis on similar consultation responsibilities.

In CPS the function has been recognized at Headquarters since 1971, when the Community and Special Program Division was created, although this still has only a very small staff with no regional counterpart.

In NPS a Community Services Coordinator was appointed two years ago. In addition, with the recent regionalization of the Service, regional counterparts for this position were created, but none has as yet been staffed. The position is concerned with dealing with private agencies, provincial departments and private groups in connection with community programs pertaining to the overall subject of parole and Day Parole.

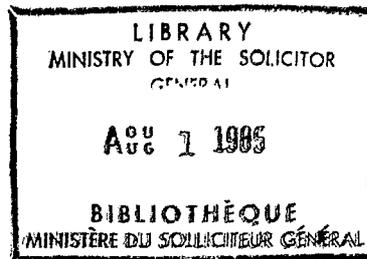
The way in which these functions will be handled in the new agency and how they will relate to the Secretariat Communication and Consultation responsibilities needs very careful delineation.

Questions:

In view of their highly specialized and intricate nature, it would be unrealistic to expect detailed answers to many of the questions that arise in connection with the various functions dealt with. Nonetheless, some general indication of field feelings on the subject would be useful to the Task Force in formulating the role and, ultimately, the structure of the FCA.

1. *To what extent should the FCA develop its own capacity in respect of the following functions; and*
2. *What should be the relationship of the Secretariat function vis-a-vis its counterpart in the FCA?*

- a. *Policy Planning*
- b. *Evaluation*
- c. *Management Consulting*
- d. *Management Information Systems*
- e. *Research*
- f. *Statistics*
- g. *Communication & Consultation*



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