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National Parole Board

NOTES OF MEETINGS

Regional Representatives'  
Conference

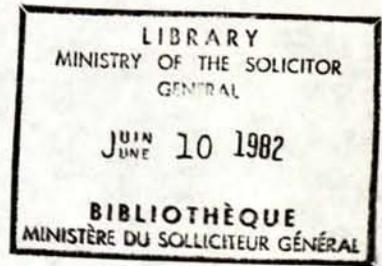
Laval, P. Q. May 12-17,  
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[District representatives conference (1968: Lawal, P.Q.)  
= Regional representatives' conference (Lawal, P.Q.)  
May 12-17, 1968.]

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TABLE OF CONTENTS



<u>DATE</u>	<u>TITLE OF DISCUSSION</u>
May 13 - 9:00 a.m.	OPENING OF CONFERENCE - J.H. Leroux
	OBJECTIVES OF PAROLE - T.G. Street, Q.C.
May 13 - 10:15 a.m.	PLANNING THE CORRECTIONS PROGRAM - J. Braithwaite
	Copy of Paper Prepared - J. Braithwaite
May 13 - 1:45 p.m.	CRITERIA FOR PAROLE - T.G. Street, Q.C.
May 14 - 9:00 a.m.	FUTURE DEVELOPMENTS FROM PROPOSED CHANGES IN THE LEGISLATION - F.P. Miller
May 14 - 10:15 a.m.	ORGANIZATION AND ADMINISTRATION OF CORRECTIONAL PROGRAMS WITHIN THE DEPARTMENT OF THE SOLICITOR GENERAL - D.G. Brown
	Copy of Paper Prepared - D.G. Brown
May 14 - 1:45 p.m.	SIGNIFICANCE OF RECOMMENDATIONS OF P.S. ROSS REPORT AND PROCESS OF IMPLEMENTATION - F.P. Miller
May 15 - 9:00 a.m.	THE REHABILITATION PROGRAM IN FEDERAL INSTITUTIONS - H. Smith
May 15 - 10:15 a.m.	CO-ORDINATION OF PAROLE PREPARATIONS WITH THE INSTITUTIONAL REHABILITATION PROGRAM - J.A. Phillips

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ii.

- May 15 - 1:45 p.m. THE ROLE OF GROUP THERAPY IN  
PAROLE  
- G.P. Spiro
- GROUP COUNSELLING EXPERIENCE IN A  
MONTREAL POST RELEASE REHABILITATION  
AGENCY LA SOCIETE D'ORIENTATION ET  
DE REHABILITATION SOCIALE  
- L. Genest
- May 16 - 9:00 a.m. THE ROYAL PREROGATIVE OF MERCY  
- L.L. England
- Copy of Paper Prepared  
- L.L. England
- May 16 - 10:20 a.m. ADMINISTRATION OF THE SERVICE  
- P. Hart
- May 16 - 11:30 a.m. PERSONNEL MANAGEMENT AND MANPOWER  
PLANNING  
- Miss M. Vining
- May 16 - 1:45 p.m. ADVANTAGES AND LIMITATIONS OF DAY  
PAROLE  
- R.R. Gillies
- EFFECTIVE WORKING RELATIONSHIP  
WITH POLICE  
- A. Therrien
- May 17 - 9:00 a.m. WORKSHOP #1  
- W.F. Carabine
- Report of Workshop #1  
- W.F. Carabine
- May 17 - 10:25 a.m. WORKSHOP #2  
- G. Genest
- Report of Workshop #2  
- G. Genest

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... iii.

iii.

May 17 - 11:00 a.m.

WORKSHOP #3  
- B.K. Stevenson

Report of Workshop #3  
- B.K. Stevenson

May 17 - 12:00

SUMMATION  
- F.P. Miller  
- J.H. Leroux

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Regional Representatives' Conference [Laval, P.Q.]

May 12-17, 1968 /

Monday, May 13 - 9:00 a.m.

OPENING OF CONFERENCE

- Mr. J.H. Leroux,  
Conference Chairman.

OBJECTIVES OF PAROLE

- Mr. T.G. Street, Q.C.,  
Chairman, National Parole Board.

The conference was opened with a welcome by Mr. J.H. Leroux, Assistant Executive Director. Mr. Leroux introduced Mr. Levesque, Chief Instructor at the Staff College, who was speaking on behalf of Mr. Baril, the Superintendent. Mr. Levesque welcomed the Members of the Board and the staff of the Parole Service to the College. He quickly outlined the various rules of the College and emphasized the need to maintain strict timing for meals, coffee breaks, etc.

Mr. Leroux advised that the conference had been planned to promote maximum opportunity for discussion by the representatives. He said that the former Solicitor General had once said that there was room for fresh views and a fresh approach to the correctional field. He went on to say that the workshops had been set up to exchange views and ideas and to promote discussion.

Mr. Leroux then introduced Mr. T.G. Street, Chairman of the National Parole Board.

Mr. Street welcomed the officers to the conference. He said he had hopes for a more efficient and progressive parole system and that more paroles would be granted proportionately in the coming years. He said he believed that the number of people who were given parole is more important than the number who were turned down. This is the real test for a good parole system. He said

that in 1964 approximately 1,800 paroles were granted, that is, 29% of those who had applied for parole. In comparison to this, he mentioned that in 1967-68 over 3,000 paroles had been granted, or 44% of those who had applied. The recidivism rate still remained at 11%. Mr. Street mentioned that it was his hope that the parole increase would reach 70% of those applications received for ordinary parole.

With reference to the coming Mandatory Parole, he stated that when the legislation is actually passed, this type of parole would be known under some other name, as some distinction would have to be made at that time between it and ordinary parole. It was his hope that 4,000 paroles would be granted in 1968 and that this number would continue to increase in the coming years.

Mr. Street stated that, in his opinion, imprisonment could not be abolished by any means altogether as there must be some sort of punishment for violators but that it was not beneficial for the majority of the inmates and should be used as a last resort only. He went on to say that, unfortunately, Canada uses imprisonment more than any other country in the civilized world, when probably more than half the inmates could be treated in some other way. He stressed that the use of prisons had obviously decreased over the last few years and that he was hopeful that this might be the result of better sentencing practices. He pointed out that in previous years 48% of the persons convicted were sentenced to imprisonment but that in 1966, only 40% were sent to prison, thus emphasizing that punishment does not necessarily mean imprisonment but can be carried out in other ways. He went on to say that the Parole Board could assist in a very substantial way to reduce the number of persons who return to prison.

In respect to the concept of parole, Mr. Street stated that we were dealing with some of the worst criminals in Canada and not only with those who may possibly be reformed. He said that approximately 22,000 paroles had been granted by the Board over the past nine years. He stressed that parole should be part of the sentencing and treatment processes. There is actually very little real treatment available for most of the inmates in the penitentiaries and paroles should be granted wherever possible. He further stated that the inmate should be assessed on his behaviour in prison and given every possible chance for treatment and parole. Obviously, within a short time, more treatment will be available in the community than there is at the present time.

Mr. Street stated that with increased efficiency, shorter submissions being submitted to the Board, and an effort to avoid duplication of work on behalf of the Service and the Penitentiaries, more assistance can be given to the inmates. He said that the hiring of professionally trained staff should assist in achieving this outcome.

Mr. Street then briefly advised that the staff would be increased during the coming year. The 1967-68 staff increase from 232 to 265 positions had been effected; 29 of these positions had recently been "frozen" by Treasury Board but the Service had been able to get Treasury to lift the freeze on 23 of the positions. It is expected that more trained personnel will have to be recruited following the incorporation of the legislation for mandatory parole.

With reference to deferring paroles, Mr. Street asked that he receive the views of the representatives as to whether too many paroles were being deferred; what the effect was on the inmate; was there any beneficial effect to defer rather than use the regular two year review period, etc. He suggested that perhaps the hopeless cases should be deferred outright unless some significant change in the inmate was evident and that we should rely on the institution to inform us of any further progress made by the inmate. He requested their views as to whether deferrals actually were to the best advantage of the inmate or were too much waste of time for the achieved results.

Referring to Minimum Parole, Mr. Street stated that in 1967, of the 420 persons eligible for minimum parole, 267 of these had been released, which showed that approximately 60% of the persons eligible were willing to accept about 8 months supervision in order to cut 2 months from their sentence; this in itself was indicative of possible rehabilitation.

Mr. Street mentioned that he thought Day Parole could be used a lot more than it is being used at the present time, particularly in the local gaols where no facilities or training courses are available.

He said with regard to research that no follow-up surveys were being done and perhaps should be considered very seriously in the future. He referred to a private survey which Mr. Andre Therrien, our Montreal Regional Representative, had just completed on failures subsequent to termination of parole. Research projects are now being undertaken by some of the Centres attached to universities but he felt more follow-ups should be undertaken.

In our liaison with the penitentiaries, he felt the field staff had a little better liaison than headquarters. He stated that sometimes the reports from the institutions are not as good as they should be and sometimes did not give proper information. He suggested that perhaps if the institution did not want to put something in writing in any particular report, a meeting could be arranged between the appropriate persons to exchange ideas or information.

Mr. Street stated that it was his hope that eventually all the reports would be done in the field and would not have to be reviewed by headquarters staff. He said he would have more confidence in a field recommendation rather than one submitted by a headquarters officer as the field officer is "on the scene".

Public relations, he thought, are satisfactory at the moment and editorial comments much better than they used to be in the past. He felt that there was no really bad cases from the point of view of publicity at the moment but that he was sure that it was much better to have people come out on some sort of supervision than to run free in the community after discharge.

Mr. Street stressed that it was advantageous to the public to have men out on parole. He estimated that of the 2,500 men now on parole, approximately 2,000 were working. He referred to the survey that was presently being done by Mr. Leroux to determine how much money every parolee earned in Canada in one given month.

Mr. Street advised that he had confidence in his field staff and that the Minister had been advised of the good job being done, and of the highly trained correctional staff available in the Service. He referred to the P.S. Ross Report which sets out the excellent position of the staff in the field and the consultants' complete satisfaction with the results.

Mr. Leroux then advised that a paper had been prepared by Mr. Reeves on public relations. (This paper was later distributed to the regional officers at the conference.)

With reference to establishment, Mr. Leroux advised that in 1½ years the regional offices had increased from 16 to 21 (with the Guelph office to be opened very shortly). He said the number of parole officers in the field

had increased from 43 to 76, and that of the 23 positions unfrozen, 19 were in the field and 4 positions at headquarters. Of these positions, some are existing positions which are vacant: there will be 11 new parole service officers in the field, plus approximately 6 stenographic assistants.

Mr. Dumaine announced that the newly completed Special Corrections Unit at St. Vincent de Paul complex could be visited by special arrangements with the Warden. He would take charge of escorting persons through the Unit during the week.

During lunch hour, the Board Members were taken to see the Unit by Mr. Therrien. Arrangements were made for other representatives at the Conference to visit the Unit later in the week.

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MADE IN CANADA



EVERETT BROS.  
BIRMINGHAM

Regional Representatives' Conference

May 12-17, 1968

Monday, May 13 - 10:15 a.m.

PLANNING THE CORRECTIONS PROGRAM

- Mr. John Braithwaite,  
Director of Correctional Planning,  
Department of the Solicitor General.

Mr. Braithwaite spoke from a prepared text, a copy of which is attached.

Mr. Braithwaite's presentation covered such subjects as the duties of the Director of Correctional Planning and some of the problems which have been encountered to date; the recommendations of the Juvenile Delinquency Committee; the setting up of a Correctional Programme Development Committee last Fall, which include Messrs. Miller, Smith and Benoit as its members, and some of the recommendations which the Committee had made in its recent report to the Minister. He also advised of the creation of a Committee to report on the Financial Assistance to After Care Agencies, some of the suggestions which had been made, and the proposed trips across Canada to meet with representatives of After Care Agencies.

Mr. Braithwaite then stressed the need for better manpower assistance. He said that the Canadian Corrections Association had recently been studying the need for training courses which will be available to the correctional staff very shortly, and the participation on a joint committee of Messrs. Miller, Smith and himself in this matter. He explained fully the various scholarships and pilot project which are being put into force this year.

Subsequently, Mr. Braithwaite covered matters such as the redrafting of legislation for the expunging of records; the recent meeting held with the bonding companies for assistance to ex-inmates and ex-parolees; the proposed setting up of a Community Advisory Committee within the respective areas to advise the Federal institutions of advantages and facilities available to the inmates in the communities after release.

In summary, Mr. Braithwaite completed his presentation to the conference by reiterating that his objective is to work towards an integrated correctional system to include increased use of community resources, especially as alternatives to institutional programs, coupled with the most appropriate division of labour between the levels of governments involved in corrections in Canada.

#### Question Period

In this discussion period, it was suggested that the position of the Regional Representative should be strengthened in relation to the private agencies as the result of the specific cost contract which is being proposed with the private agencies. Mr. Street pointed out that hopefully the National Parole Service will be in a position themselves to supervise the bulk of the parolees and therefore less use could be made of the private agencies; however, additional staff will have to be acquired for this purpose. He also said that mandatory supervision will present a great increase in supervision requirements. It was pointed out that by use of the contract basis, the private agencies must meet the requirements and conditions outlined therein, and money will be provided on a prescribed cost basis for that contract.

In a discussion regarding the actual use that a private agency would make of the money paid for specific services and whether their other roles in the community should be recognized and supported financially, it was suggested that the money for social action should be obtained from other sources by the private agencies. Money could be paid to the private agencies for other than community assessments, in addition to any money paid for some other specific service, but not necessarily for such things as social action.

With reference to whether the voluntary agencies had been considered on this subject, Mr. Braithwaite advised that they had not been considered at this time but the Committee hoped to cover this point in the coming meetings to be held.

On the matter of educational leave, Mr. Braithwaite advised that it was proposed to establish 15 training positions. These would be shared by agencies of the Department but would not include the R.C.M. Police. It was hoped that money will be available as a separate item

in the estimates. He stressed that there would be freedom of movement for persons after taking training within the corrections field. Mr. Brown added that persons now with Bachelors degrees would be given training to obtain Masters degrees, since this level is where the professional field is deficient.

On the question of bonding, Mr. Braithwaite advised that if any of the regional offices had an immediate problem to be dealt with, the Committee had been assured of co-operation by the bonding companies, and that he would greatly appreciate hearing of any difficulty experienced in this regard. He also mentioned that it was a matter of discretion as to how much information was to be given to the bonding company, but naturally if the individual involved was not in favour of giving out confidential information, then the bonding company could not be criticized for not granting a bonding application.

Regarding the Community Advisory Committees, Mr. Braithwaite advised that Mr. Hazen Smith, the Director of Inmate Training for the Penitentiary Service, would be at the conference this coming Wednesday and would be in a better position to discuss the problem. The responsibility is with the operating agency, i.e. Penitentiaries. However, it was hoped that the National Parole Service will continue to participate. It was suggested that the Regional Advisory Committee will have to be established at a later date.

Reference was made to the Pre-Release Centres. One is now in operation in Montreal; one is located in Winnipeg. Vancouver regional officers advised that one is being planned for Vancouver but the National Parole Service local office have not been involved or advised of the specific plans. Mr. Braithwaite advised that probably Mr. Smith will cover this question on Wednesday. Mr. Miller advised that the Committee was recommending that the Centres be called "Community Treatment Centres" rather than Pre-Release Centres.

Mr. Leroux thanked Mr. Braithwaite for taking part in the conference and for his contribution to our work.

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NOTES OF A TALK GIVEN TO THE  
REGIONAL REPRESENTATIVES CONFERENCE, NATIONAL PAROLE BOARD

MONDAY, MAY 13, 1968, LAVAL, P. Q.

Prepared by J. Braithwaite  
Director of Correctional Planning  
Department of the Solicitor General

I was extremely pleased and, indeed, honoured, to have been invited to participate in your meetings today and, hopefully, for as many additional days as I can remain relatively in Ottawa.

My enthusiasm for this Conference has been tempered somewhat by a chance remark that I happened to overhear. Some representatives were discussing their quarters and intimated that Hazen Smith and I had been invited in deference to our experience as institutional wardens and that the Conference was really, as our presence and our quarters indicated, designed as an experiment in incarceration for those of you who have not as yet been detected and convicted.

Judging from reports regarding the conviviality of past conferences, I doubt that in these pleasant but monastic confines we shall experience a scene such as Frank Miller drinking out of a chorus girl's slipper. However, being in such close proximity to a major penitentiary, we may yet experience the spectacle of George Street adorning the impressive perimeter wall of that institution with the exhortation "Vive la liberation conditionelle"!

In his introductory remarks, Mr. Leroux was most effusive in his praise. I wish I shared his enthusiasm for my qualifications. While I was once known as the youngest warden in Canada and, subsequently, the youngest Correctional Planner in Canada, I have too often heard it said that in either capacity I am a person most in need of experience. Or to put it a different way, I recall an evaluative statement made of a senior military personality. The statement read, "is keenly analytical and his highly developed mentality could best be utilized in the research development and planning fields. In short, he lacks common sense."

I am sure that at times I do display a lack of common sense but then perhaps that is a failing that all of us in Corrections share.

While my remarks up until now may not have impressed you with my qualifications for planning, I would hasten to point out that they were designed to indicate that I might have one quality which is essential for anyone in a staff position.

That is a degree of humility. I notice that the title of my contribution is "Planning the Corrections Program". On the basis of my limited experience, I submit to you that no one plans the Corrections program - - all anyone can do is attempt to guide it.

Moreover, if anyone assumes to plan or develop by himself a whole new array of innovations, he is not only playing with fire he is flirting with disaster. Even someone as skilled in manipulation as Machiavelli once said, "There is nothing more difficult to carry out nor more doubtful of success, nor more dangerous to handle, than to attempt to initiate a new order of things".

Perhaps my humility is due to this Conference giving me cause to review the all-too modest achievements of my first twelve months. As you know, this is a new position and it might be well for me to refer briefly to my Position Description by way of general orientation to my responsibilities.

A summary of the responsibilities is as follows, "Under the general direction of the Deputy Solicitor General, the Director of Correctional Planning develops plans for the correction and rehabilitation of offenders in the field of Corrections for which the Department of the Solicitor General is responsible; recommends on correctional policy; advises the Minister, the Deputy Minister and the Heads of Agencies concerning improvements in correctional programmes; assists in implementing approved changes in programmes".

I should like to quote three of the specific duties mentioned in the description.

- 1). Conducts correctional planning and advises the Deputy Minister and other senior officials of the Department on correctional policy and the operations of the Canadian Penitentiary Service and the National Parole Board and, in certain respects, the Royal Canadian Mounted Police.
- 2). To take charge, under the Deputy Minister, of the implementation, to the extent decided upon, of the Report of the Department of Justice on Juvenile Delinquency.
- 3). And finally, to keep in close touch with the work of the Canadian Committee on Corrections and to advise the Minister and Deputy Minister in respect to implementation of that Report.

While this would suggest an involvement in what might be referred to as global correctional planning, I am the first to admit that this kind of planning has not really commenced as yet. There are three basic reasons for this. First of all, before such planning can be entered into with the assistance of the agencies involved, one must first gain the acceptance of those who are currently responsible for these programs and become familiar with the needs, problems and aspirations of practitioners.

In short, as we were so often told in our social work training, we must start where the client is. Perhaps I am like King Sol. when he viewed his harem, I had a vague notion of what was expected of me but no clear direction as to where to begin.

A second reason, or if you wish to be harsh, rationalization, for not developing a total plan at this particular time, is that one must meet the need as initially expressed by the client. For example, much of the current thinking and policy development within the Department at the present time is based on the Report of the Fauteux Committee 1956. Now, I do not wish to be critical of that very excellent Report but it was submitted a decade ago and there have been many changes in Federal-Provincial relations and the whole attitude of provinces towards the responsibility for the provision of services. For example, the Fauteux Committee recommended that the Federal Government assume responsibility for all offenders serving more than sentences of six months. I would not attempt to predict the recommendations of the Canadian Committee on Corrections even though I did serve as a consultant to that group prior to assuming my present position. However, I have grave doubts that the Canadian Committee on Corrections will make a similar recommendation regarding the division of responsibility between Federal and Provincial Governments for incarcerated offenders.

A further and final reason for not attempting to develop, at this stage, a total plan for Federal Corrections Services, is that the first priority given to me was directed towards the implementation of the Report on Juvenile Delinquency as a means of diverting the flow of delinquents into adult crime.

I suppose one could add a fourth reason for the relatively slow development of across-the-board planning. I refer here to the role as described in the position description and the role as defined in practice. There was initially a tendency for others to see me, at best, as a trouble shooter and, at worst, as an inspector general. Thus, one of my first assignments was to be despatched to Leclerc Institution with the responsibility of returning with a report to explain why there had been an undesirable increase in the number of escapes. I had to accept the assignment but in carrying it out I was very careful to avoid, hopefully, being seen as a carping critic and, instead, focused my remarks on positive recommendations designed to improve not only the program at Leclerc but perhaps other institutions as well.

Thus during this first year, I have been content with the achievement of fairly limited objectives, the establishment of a cooperative relationship and defining, in practice, a role for correctional planning.

Or, in terms of the current popular jargon, I am neither a 'correctional hawk' nor a 'dove'. Neither do I consider myself a 'wise old owl', a 'cuckoo', nor a 'chicken'.

Above all I have no desire to become a clay pigeon! If I must be classified as a member of the bird family, I would prefer to be thought of as a feathered friend participating as a member of a flock striving towards a common objective - - in this instance, an improved correctional program.

To deal with specific planning activities, the first priority assigned to me was the Department of Justice Committee Report on Juvenile Delinquency. This Committee chaired by Allen MacLeod and of which Miss Lynch was a member, submitted a report containing one hundred Recommendations. These Recommendations could be divided into two broad categories - - recommendations for changes in legislation, specifically the Juvenile Delinquents Act, and recommendations related to a more active role by the Federal Government in the prevention and correction of juvenile delinquency.

The first step in the implementation phase was to convert the recommendations pertaining to legislation into a draft for discussion purposes. Subsequently two conferences were organized. The first was an interdepartmental conference at the Federal level and the second was a Federal-Provincial Conference in January of this year. At this latter conference the views of the Provinces were obtained on many issues raised in the discussion draft. The difficult job of drafting a proposed Children and Young Persons Bill based on the recommendations of the Report and on other current ideas has now begun.

Some of the proposals may be of interest to you. For example, at present maximum age at which the Juvenile Delinquents Act applies varies from province to province. The Report recommended that the maximum age be uniform throughout Canada and should be set at seventeen. This would mean that the juvenile court would have jurisdiction over offenders sixteen years of age and under, to the minimum age of criminal responsibility.

At the Federal-Provincial Conference most provincial delegates were in favour of retaining the maximum age presently in force in their province.

After careful consideration and further consultation, it has been tentatively decided to set the maximum age at seventeen but that any province would have the option to elect to set its maximum age at eighteen if it so desired.

This position has been taken because we feel it would be a retrograde step to force British Columbia, Manitoba and Quebec to take away from the juvenile court jurisdiction over seventeen year olds.

In addition, it was felt that if the maximum age was raised uniformly to eighteen it would place a real burden on those provinces whose present maximum age is sixteen as they would have to increase their facilities and resources to start handling the age group of sixteen year olds who would be coming into juvenile court if the maximum age were raised to seventeen.

Another major issue revolved around the question of provincial offences. Under the present legislation, a child who has violated a provincial statute would be charged with delinquency and tried under the Juvenile Delinquents Act. We are now proposing that provincial offences be omitted from the revised federal legislation and the provinces be left to deal with them. Many of these provincial offences are related to Highway Traffic Laws and all involve the proper use of privileges granted by provincial statutes and are therefore to a great extent matters of a provincial nature.

Of perhaps greater interest to Parole personnel is the proposed abolition of the catch-all offences of delinquency and of the offence of contributing to juvenile delinquency. It is proposed that a young person be charged with the specific offence he is alleged to have committed. It is our feeling that criminal legislation should not be used to achieve welfare purposes if these purposes can be achieved by non-criminal legislation.

An adult who commits an offence in which a child is a victim, and where the evidence of the child is necessary, could be tried in juvenile court. The pertinent offences would be set out in an attempt to ensure some uniformity in enforcement.

Action has been taken to implement recommendations of the Report which relate to an increased role for the Federal Government in combatting delinquency.

The specific unit that is to be established for this purpose is a Youth and Delinquency Research and Advisory Centre or, to use its abbreviated title, the Youth Services Centre.

The Centre will serve as a clearing house for all published material devoted to the prevention and treatment of delinquency within Canada and other countries. To further facilitate the dissemination of current information it is anticipated that the Department may publish a professional quarterly journal to include contributions from international as well as leading Canadian authorities.

The Youth Services Centre will maintain a close liaison with provincial programs. It is our hope that consultative and advisory assistance will be made available to all organizations involved with juvenile delinquency. This may include the cooperative development of standards, guides and instructional materials on services for delinquent youth.

A further proposal is to organize a number of demonstration projects related to various aspects of delinquency. The basic consideration for any such project would be to introduce, and evaluate a new concept and, if it is successful, to encourage its adoption in other regions. All such projects would require Federal-Provincial preparation and planning not only as to the merit of the project itself but also in the determination of the criteria for evaluation.

The initial staff for the Centre will include, a Chief, a Consultant who is also responsible for demonstration projects, and an Information Officer. However, it is hoped that a budget may be provided to hire short term expert consultative services of police, probation officers, juvenile court judges, institutional and after-care workers and make these experienced practitioners available to jurisdictions across Canada.

It is hoped that with the new Children and Young Persons Act and the development of the Youth Services Centre, our Department may, in co-operation with other Federal Departments and provincial governments, stimulate the development of successful measures to curb delinquency.

The development of this Centre has been characterized by care and caution rather than by dash and determination because of the delicate constitutional matters involved. But delinquency grows without concern for constitutional limitations. For example, one cannot discuss programs for delinquents without becoming involved with the whole question of child welfare which is a provincial responsibility. All of us are very much aware of the constitutional allocation of responsibility. If, in Canada, we are to improve services to the delinquent and divert him from a criminal career then it is felt that our Department should play an active role prior to the point where the delinquent becomes an inmate of a federal penitentiary.

This kind of role for our Department in relation to an area of provincial responsibility will be viewed with great interest. Indeed, the concept of the Federal Government's role as an informational, standard setting, research, consultative, and funding agency might be expanded in the future to include certain spheres of adult corrections, especially in the less affluent provinces.

But regardless of the form which Federal corrections may take in the future, there is unanimous agreement on the need for expanded research in the field of corrections. Many of the accepted correctional practices of today are based on tradition and opinion and few decisions regarding policy, programs or prisoners are based on research.

There is a dramatic gap between research needs and research resources. The budget for Federal correctional services is approximately \$70 million. Of this total only \$140,000 or .2 per cent goes to research.

With these considerations, it was proposed and accepted that a Research Unit be established to serve our total Department. This Unit will plan, organize and direct research into all aspects of crime and delinquency and the rehabilitation of offenders. It will assess the need of the Department for specific research projects and will initiate and carry out projects but, other studies will be conducted by university research personnel under contract.

A director and perhaps two or three research assistants will initiate the work of the Unit.

They will evaluate operational concepts and practices, develop measurement criteria, and collect relevant statistics. It is the sincere hope of all of us that these activities will lead to the creation of a comprehensive information base which can then be used in correctional planning and in decision making.

The role of the Research Unit in relation to program innovation is a most vital one. First, research findings can point the way to possible productive innovations and, secondly, proposed innovations will be much more readily accepted by practitioners and the public if they have built into them a research design to continuously evaluate their merit.

Last Fall, as I began to experience the full weight of my responsibility, I was desirous of sharing the burden with others. Not having a staff of my own, I decided to borrow staff from the existing agencies. This was achieved through the creation of a Correctional Programme Development Committee of which Frank Miller, Hazen Smith and Bernie Benoit, Director of Financial Services, are members. Probably, because we all served as consultants to the P. S. Ross Study Group, we anticipated the recommendation for such a committee in their report.

The objectives of the Committee are:

- 1). The implementation of integrated correctional planning;
- 2). The evaluation of existing programs and the establishment of priorities, and

- 3). The development of innovations designed to re-integrate the offender into society.

The Committee reports directly to the Deputy Minister and we are permitted, on approval, to make field trips and to consult any appropriate authority.

You might be interested in the following quote from the original submission to the Minister. "This proposed Committee would be a further step in the development of an integrated correctional program. It is essential that Parole be represented in discussions of institutional programs because Parole performance is directly related to the ability of the institution to prepare and to initially select candidates for continued supervision and training in the community".

There is no doubt that the major contribution of the Committee and the bulk of its work and mine will commence after the Canadian Committee on Corrections submit their Report. However, in the interim, we have not been entirely idle. Because of the priority attached to the establishment of community release centres, our initial effort was devoted to an evaluation of existing similar programs such as St. Leonard's House, Windsor, and the Federal Bureau of Prisons Community Treatment Centre in Detroit, Michigan. On the basis of our visits discussions and deliberations, a report was submitted for consideration and, hopefully, implementation in the development of community release centres in Canada. Some of the more interesting recommendations included:

- 1). The correctional agencies of the Department should work together to ensure the successful implementation and continued operation of these centres. In this regard, it was felt that the regional representative of the Parole Service should be actively involved in the planning and implementation of these programs.
  
- 2). All residents in the release centres should have the status of parolees. While it was recognized that this might not be immediately possible, it was nevertheless expressed as an ideal situation as it permits much more flexibility in the development of programs for each individual resident.
  
- 3). All residents released from the centre should be on the caseload of a Parole Officer who has worked with them while they were in residence and perhaps of most importance, it was strongly recommended that a professionally trained director with previous experience in community programs, in parole, manpower services or minimum security programs should be appointed. As a result of this recommendation and, of course, the broader recommendation of the P. S. Ross Report, it is my understanding that the position of director of these centres is available for competition to Parole Service staff.

Another Committee project of significance to Parole personnel is the evaluation of the current system of providing grants to after-care agencies. We came to the unanimous conclusion that the current grant system was both inadequate and unsystematic. While attracted to the concept of payment for services received as distinct from grants, we encountered considerable difficulty in attempting to develop units of service for which the Federal Government, would be financially responsible. Our dilemma was further complicated by the fact that any proposed new policy must cover the growing phenomena of half-way houses as well as traditional after-care agencies.

We have now developed a proposed policy that will greatly involve you and your staff in the definition of services to be rendered to your clients. For both half-way houses and after-care agencies, we defined as subjects of Federal responsibility, the following categories of offenders:

- 1). Those discharged from a Federal Penitentiary;
- 2). Those under the supervision of the National Parole Service; and,
- 3). Voluntary referrals up to 90 days after their release from a Federal institution providing that the after-care agency obtains the approval of the Regional Representative within one week of the referral.

This latter category would exist until statutory supervision comes into effect. At that time this category would become part of those under the supervision of the National Parole Service.

The next step was to define units of service. As far as half-way houses were concerned it was a relatively easy matter to say that we would pay the per diem cost of maintaining a resident. As to the after-care agencies such as the John Howard Society, we have proposed tentative defineable units of service and have requested the agencies to attribute some specific unit cost to these. The services we have proposed include an induction fee, a community assessment fee, an office interview held either within an institution or the agency office, a home interview, a group session for the purpose of orientation or information, a group session for counselling or therapeutic purposes, and a fee for referrals to other community resources. In addition, of course, we would have to take into account such matters as transportation costs involved in carrying out interviews for example in a distant penitentiary.

At the present time, the proposal has been tentatively accepted by the heads of both agencies, the Deputy Minister and the Minister. The Committee will soon be enlisting the co-operation of the agencies in discussions of the proposed contract approach. If we are successful then certain general observations might be made.

The agency will receive support to the extent that they render service and the size of the Federal financial contribution will be based on service rather than grantsmanship. Moreover, the individual Parole Officer need no longer feel like a mendicant when he requests certain services for his client. It is also of interest to note that the formula could apply equally well to the use of provincial probation staff. Finally, the formula defines Federal responsibility and leaves to the individual agency the responsibility for obtaining funds to support services to inmates of provincial institutions not released on national parole and funds required for other activities of the agency such as social action or criticism of the Federal correctional program. While the latter two activities are, in the long run probably helpful, we feel that private agencies should not receive support from the Federal Government for such endeavours.

One final comment on this proposal, it will eventually provide us with the kind of cost analysis required to make a decision as to whether or not it is more economical for us to continue to contract for services or whether we should provide them through more parole staff.

The very mention of staff brings to mind another area of concern for the Committee, the whole question of manpower needs. The opinion of the Committee, the recommendations of the P. S. Ross Report, indeed, the daily realities with which we have to cope, indicate the need for a systematic development of trained manpower.

Not only must we look at the possibilities of recruiting more trained personnel but we must also look at the way in which we deploy our manpower. For example, as of September 30, 1967, there were 4500 personnel on the staff of the Canadian Penitentiary Service. Of these, there were only 105 full time classification officers, psychologists and psychiatrists and 24 part time staff members in these same categories. This amounts to less than three per cent of the total force that is professionally concerned with individual treatment. This seems to me to be what might be termed a bottom heavy approach that needs re-appraisal.

In terms of staff training and development there are certain exploratory efforts being made. One of these is attendance of the Director of Staff Training for the Penitentiary Service at the Southern Illinois Centre for the Study of Crime and Correction. The program he is attending and evaluating is one which includes shared participation by administrators and staff training officers in order that the training program that is ultimately developed is related to the values expressed by the administration and that the ultimate program of training has the commitment of the administration.

Mr. Miller, Mr. Smith and I are participating on a joint committee with the Canadian Corrections Association to establish a pilot project in training existing personnel for first-line administration and individual treatment roles. This program would serve those who do not have, or are unable to obtain, university graduation.

It is anticipated that, if approved, these pilot projects will be conducted within the Staff Training Colleges at Kingston, here and British Columbia, under the direction of university personnel. Those in attendance will be drawn from the total field of corrections. In this way it is hoped the training will be focused on training for corrections and not training for a specific function in a given agency. As part of this study, consideration is being given to the creation at the community college level of pre-entry training for corrections. Under this proposal the Canada Manpower Service would pay for the training of potential employees selected by the correctional agencies and referred to the community colleges for pre-entry training in corrections.

There has, however, been one achievement in regard to the development of trained personnel and that has been the establishment of National Correctional Scholarships and Federal Correctional Staff Development Grants.

The national correctional scholarship scheme based on the Welfare Scholarships Program provides \$2500 per year for deserving candidates who are completing post graduate studies in social work or the social sciences. A National Selection Committee will be established and applications are now being received. Those who participate in the program must enter Federal corrections for a period equal to that for which they received financial assistance.

We are also desirous of making the optimum use of experienced staff within our own services who desire undergraduate or post-graduate training.

Commencing this fall, it will be possible to send fifteen staff members of our correctional services to university for training in social work or the social sciences. They will receive tuition fees, travel expenses and full salary. Neither of these programs are a solution to the problem nor are they necessarily sufficient in their breadth, however, they do represent a beginning.

As I indicated earlier much of my activity during the past year has been to react to an expressed need on the part of the Department. I would like to give you three brief examples of this kind of activity. The first relates to the expunging of records. As you know, our former Solicitor General was extremely interested in this subject and requested that some proposal be prepared. The Canadian Committee on Corrections was asked to make a submission and, in addition, I endeavoured to obtain as much background information regarding practices in other countries as was possible. As a result, legislation is currently being drafted to consider applications for Ordinary Pardons three years after the completion of a sentence on summary conviction and five years after completion of a sentence for an indictable offence. Anyone receiving such a Pardon would have his record, not erased or destroyed, but removed or sealed from the existing R.C.M.P. records. Access to his record could only be obtained on the express approval of the Solicitor General.

One exception to this is the individual's fingerprints. It was felt that the retention of the fingerprints in the general fingerprint file would be desirable for the protection of the individual in clearing him from suspicion in a routine manner without necessarily identifying him by name.

Stemming from the interest in expunging of records, the Minister was concerned about the problem of bonding. With the invaluable assistance of Mr. Alex Edmison, we met with representatives of bonding companies. The meeting was extremely productive and resulted in a submission now approved by the Minister for a program to increase bonding opportunities for ex-inmates. The program has two phases, the first is what I refer to as enlightened co-operation in which bonding companies and parole officers would co-operatively screen applications for bonds. By the Parole Officer providing confidential reports and recommendations to the bonding company, the number of offenders obtaining coverage could be greatly increased.

The second phase of this bonding project will involve the establishment of two hundred bonding opportunities across Canada in major population centres. A bonding opportunity would be \$2500 coverage for an ex-inmate for a twelve month period. If a Parole Officer recommended a potential bondee and the company refused coverage to him, that ex-inmate could then be provided one of these bonding opportunities.

After a period of demonstration within this project, we could provide evidence to bonding companies to make more liberal coverage or, failing this, we would have statistical

evidence to support a request to the Government to extend the demonstration project. In either event, bonding would be somewhat less of an obstacle to former offenders than it is now.

I am indebted to the very helpful co-operation of Mr. Alex Edmison in preparing this proposal and I am also grateful to the Members of the Board for their consideration and helpful comments on the proposal.

Another unanticipated request arose in regard to the integration of institutional programs with community resources and activities. In considering whether an inmate group should participate in a program in the community, it was decided that a general policy covering such activities should be developed. Fortunately or unfortunately, I was assigned the task. One of the basic recommendations made was to establish for each Federal institution a community advisory committee which would be responsible for seeing that the institutional programs were related to current practices in the community and ensuring that the institution was receiving the optimum benefit of community resources either by bringing resources to the institution or by bringing inmates out to the resources.

Each advisory council would have on its membership established and influential leaders within the community and in this regard it is hoped that the community will become more of a working partner in our correctional programs.

If there is an integration of the Penitentiary and Parole Services, such advisory councils could serve the total correctional unit within a given area. Provision is also made for the establishment of sub-committees to deal with facets of the total program such as vocational training, employment, counselling and informational services. If the proposal is implemented with enthusiasm and appropriate citizens are selected to serve, these councils could serve as real catalytic agents.

In addition to the activities which I have mentioned I have had the privilege of participating as a consultant in the development of the P. S. Ross Report. Gordon Brown will be discussing this Report in considerable detail and, at this time, I have no desire to detract in any way from his presentation. However, I would like just to say that I was pleased with the recommendations of the Report, especially those that call for an integration of the correctional services, a stress on the development of rehabilitation programs within our institutions, the proposed ultimate evaluative function of the National Parole Board, the emphasis on development of new programs related to community resources and opportunities, and the suggested division of labour between what might be referred to as security personnel and those who are responsible for making a positive impact on the lives of individual inmates.

I will not comment further on the report at this time but, as you can see, I was pleased with its references to program development and will be prepared to comment further on these aspects after Mr. Brown has presented his paper.

While in my remarks I may have suggested that some of my activities were of a relatively ad hoc or spontaneous nature during the past year and while my role, to a certain extent, is still being defined, I would like to indicate that there is no confusion in my mind as to the objective. That objective is to work towards an integrated correctional system to include increased use of community resources, especially as alternatives or adjuncts to institutional programs, coupled with the most appropriate division of labour between the levels of Governments involved in corrections in Canada.

Perhaps my working philosophy could best be summed up by a statement made by Herbert Morrison when he was Home Secretary for Great Britain. "The harm done by crime is caused by a few members of the community, but the harm done by wrong methods of treating the offender, for that the whole community is answerable. If we continue to tolerate unenlightened methods of dealing with offenders when better methods are known then we are all guilty."

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Regional Representatives' Conference

May 12-17, 1968

Monday, May 13 - 1:45 p.m.

CRITERIA FOR PAROLE

- Mr. T.G. Street, Q.C.,  
Chairman and Moderator.

For the afternoon of Monday, May 13th, the Parole Board formed a panel for a general discussion with the field officers of the Criteria applied by the Board in determining eligibility for parole and the expectations of the Board in the submissions received from the field offices.

Mr. Street opened the discussion by stating that the submissions were far too long and could be shortened considerably without loss of substance. He noted further a considerable duplication of information repeated in different parts of the submissions which obviously causes a wastage of time in preparing the reports. Mr. Street suggested that the penitentiary staff might be asked to prepare Part 1 of the submission for use by our Service and asked the representatives for their views.

In the discussion which followed, it was generally agreed that it would be very helpful if penitentiary officials prepared Part 1 of the submission. Several regional officers pointed out, however, a number of difficulties which would need to be overcome before this arrangement could meet our requirements. It was pointed out that information available to the penitentiaries at the time of completion of their Intake Report is incomplete since not all relevant information is available at that time. It was also pointed out that information is frequently inaccurate since it is obtained in part from the inmate's version and the Classification Officer does not have the means of verifying.

Mr. Rempel suggested that it would be possible to review the Intake Report prepared by the Classification Officer and note in our submission the differences and discrepancies in the information but this

would also be very time-consuming. He would prefer to prepare his own summary and have this on file for reference, rather than go back to the penitentiary file for further information.

The question of confidentiality and distribution of reports in the event of a common report prepared for use by both the Penitentiaries and Parole Board was raised. Mr. Edwards stated that aftercare agencies in the Kingston region have full access to all reports in the penitentiaries files. It was generally agreed that there is no insurmountable problem on the matter of confidentiality. Mr. Stevenson noted that officers at Matsqui are now supplying their reports to the Abbotsford office for use by our Service on an experimental basis. Mr. Phillips added that he received information for Part 1 of the submission from the Pilot Treatment Unit. This involves only 15-16 inmates. Information on the main body of inmates is supplied but it has to be assembled by our officers into Part 1 for submission to the Board. It was originally proposed that the penitentiary prepare Part 1 in the form we need but this has not been followed through for no apparent reason. Mr. Phillips feels that officers at Matsqui are awaiting permission from top level. He also felt that the information is inadequate since inmates will give one story on entry but will change this when applying for parole. He felt that penitentiary reports are inadequate for the needs of their own Service, and suggested that information in our reports could be presented in a better arrangement.

Mr. Carabine advised that his workshop would be examining this problem. The majority of the field officers apparently felt that we should consult with the Penitentiary Service at the top level to consider how much they might do for us, thereby avoiding duplication. Institutional staff have a different focus on the type of information required.

Mr. Street said he appreciated that information relating to a security risk and other information pertinent to the penitentiary but not to the Parole Board might be included in the reports. He felt that in spite of this, we would still have a tremendous saving of time and effort on our part and could draw from the report information we require.

Mr. Gaw noted that submissions contain both factual information and interpretative material. He pointed out that much of the material obtained from the penitentiaries is either inadequate or inaccurate. If we put too much emphasis on information obtained from the penitentiaries and the material proves to be unreliable in the first instance, our own appraisals and conclusions will not be correct.

Mr. Gillies expressed the opinion that the penitentiary in Saskatchewan would be quite willing to co-operate and do our Part 1 on our forms but would also expect us to co-operate with them in the format of reports. It was his opinion that the penitentiary recognizes our type of reports as being superior to theirs and are referring to our cumulative summaries in their discussions. He stated that there is already a free exchange of ideas and opinions between the penitentiaries, Parole Service and the aftercare agencies in Saskatchewan.

Mr. Dumaine referred to the possibility of personality conflicts in obtaining a working arrangement with the penitentiaries to supply us with information on our forms, and suggested we should accept the information as they are prepared to give it.

Mr. Street stated that perhaps too much material was being kept in one agency and that there should be a greater sharing and interchange with all parties concerned with corrections.

Mr. Byman noted that the B.C. Penitentiary was ready to share information, except for psychiatric reports. Psychiatrists consider their reports to be strictly confidential and will not consent to their release. They appear to feel that if their reports are made public, they might become part of court actions. Mr. Stevenson noted that this problem is being overcome to a degree by using private psychiatrists as consultants. The psychiatrists in the institutions are pleased to have copies of these reports for their files and with this arrangement, information is more easily exchanged. He stated that the institutional psychiatrists appear pleased when we seek help from outside consultants. Mr. Edwards remarked that the opposite was the case in the Kingston area.

Mr. Carabine cautioned that in our concern in seeking reports for specific information, we should not lose sight of the fact that we are dealing with individuals.

Mr. Street requested that this subject be continued in the workshop to seek a solution, whereby it would be possible to get reports from the institutions which could be used as Part 2 of our submission without the need of recopying information. He stated that it was his hope that a co-operative arrangement would be put into effect almost immediately.

Mr. Street advised that the Board needed the psychiatric reports in some cases. He said it might be that the new Minister will require psychiatric reports from outside consultants rather than use the penitentiary psychiatrists.

Mr. Rempel stated that in the Winnipeg area, the psychiatrist will sometimes give his assistance but not always. He said they are very reluctant to put their reports on the regular penitentiary file because of leakage of information in the institution and for the same reason, Mr. Rempel felt that he did not want to put his reports on the penitentiary file. He said inmates learn some information from these reports and will use it against another inmate. Consequently, inmates will not give out the required information to the parole officer on his interview because of the leakages.

It was then suggested that the Board advise the regional officers exactly when they require psychiatric reports to be sent with the submissions.

In commenting on this suggestion, Members of the Board made the following observations. Mr. Edmison noted that in most cases of violence, the Board looks for an up to date psychiatric report. Mr. Tremblay stated that in particular cases of second offenders, a psychiatric report could be required. He noted that it was particularly important if there had been previous signs of mental illness or emotional disturbances in order that the Board could assess the individual, and satisfy society and all concerned that all possible precautions were taken. He stated that a psychiatric report could clarify the situation where there was even a slight suspicion of mental illness.

Miss Lynch said that a psychiatric report is valuable in cases of violence, and also in cases of sadistic indecencies. Psychiatric reports should be obtained in cases where there has been press publicity. She felt that reports were not necessary in cases of statutory rape or murder where there is a clearly defined motive.

Mr. Dion would like to have psychiatric reports in all sex cases, particularly rape and attempted rape. He feels that in long sentences, there should be periodic psychiatric reports which could be compared in preparing submissions.

Mr. Street commented that a psychiatric report is required in any cases of bizarre behaviour but not necessarily in all cases with sex involvement; in cases where violence is involved or extreme sadistic cruelty; and in some arson cases. He estimated that psychiatric reports are needed in perhaps 10-15% of cases.

On the question of briefing psychiatrists, Mr. Miller said they should be given more than just our file when we request a report. He thought psychiatrists should be given a reason as to why the Board requires a report. Mr. Tremblay confirmed that psychiatrists at St. Vincent de Paul had complained on this very ground. He said they feel we should tell them why a report is needed. He stated that he did not rely too much on the assessment of the psychiatrist but these reports often clear up points of confusion and uncertainty.

Mr. Edmison noted that he could not remember a case where the Board had actually made a decision contrary to an adverse psychiatric report. Mr. Street added that the main purpose of the psychiatric report was to assess the likelihood of the inmate repeating the violation if he were released on parole.

It was suggested that panels are much more valuable than individual reports but they are also more expensive and more time-consuming since it is very difficult to get three psychiatrists together at any one time. This also brought up the question of availability of funds.

Mr. Leroux explained that our budget had been increased and specific provisions had been made to provide for greater use of psychiatric services, both for diagnostic and treatment. Mr. Miller encouraged the field staff to use psychiatrists and psychologists in case conferences wherever possible. He pointed out that psychiatrists can be hired for consultation but that post release psychiatric treatment and assistance is only available if arrangements for this have been made while the man is still in the institution.

Mr. Rempel informed the meeting that he had just met with the psychiatrists attached to Selkirk Hospital and that it was proposed that these meetings take place regularly, the next one being in the Fall.

Mr. Gaw stated that in the Victoria area, we are using two psychiatrists and a clinical psychologist for consultation and this has been found to give better results. Mr. Sullivan noted that at Dorchester, psychiatrists and psychologists work together with good results. He said they meet together to assess each case, then decide whether the case is one for the psychiatrist to take over.

Mr. Street said that he would appreciate receiving the views of the field officers at any time on the best use to be made by the Board of the psychiatric reports. He also said he would welcome the opinion of the field staff on what reports should be obtained and suggestions for a general plan to obtain reports more conveniently.

The session proceeded to discuss the use of Clause 8 of the conditions for parole. The requirement here is clear-cut -- that violations must be reported to the Board. The Chairman suggested, however, that perhaps the field staff should use discretion whether or not to report minor violations, particularly if the paroled inmate is doing well in other aspects of his parole.

In general discussion, the Board agreed that a person with an alcoholic problem may be put under Clause 7 in certain circumstances, rather than under Clause 8. It is evident that a man with this problem will look for a drink and under Clause 7 the field officer could warn him and keep an eye on him. If the condition to abstain is under Clause 8, it would be necessary to suspend until the Board had reviewed the case.

It was suggested that the field officer should not suspend unless he feels that this is necessary but that the violations should be reported to the Board in the event that it does become necessary to suspend on further violation or in the event of a charge, which would then make it mandatory to return the case to the Board.

Miss Lynch advised that the condition of going to school or attending a specified training course was put under Clause 8 so that the matter must come to the Board for a final decision, if the parolee just decided to quit school or "change his mind". Under Clause 7 there would be no authority to bring the case back to the Board

and/or return the person to the institution if he violated these conditions. It was pointed out that if for any valid reason the original plan did not work out, the Board could permit the parolee to remain at liberty.

Mr. Street stated that it might be possible to give further delegation and greater flexibility to the field staff to handle particular situations under Clause 8 but warned that so many times the inmate thinks he can do just what suits him and can freely disregard parole conditions, so that the Board must retain authority. Mr. Tremblay pointed out that parole officers should remain objective and not be put in a position of finding excuses for the paroled inmate. He emphasized that the parolee is responsible to carry out the conditions of his parole.

Mr. Therrien suggested that the condition "not to associate with persons of ill repute" is adequately covered under Clause 7 rather than Clause 8. The field staff must in fact define who are actually considered as of "ill repute". If this condition is not in the Parole Agreement, there is more likelihood that the parolee will come to the field officer for advice and counsel. The Board agreed that upon recommendation, the condition could still be lifted and placed under Clause 7 but otherwise discretion is still with the Board and it should be informed of any violation under Clause 8.

Mr. Miller proposed that perhaps some freedom should be given to the staff as to whether a violation is sufficiently serious to report to the Board since often decisions must be made "on the spot". He pointed out that the staff are responsible for their decisions in all cases. The reason for telling a parolee that he may be returned to prison whether he is an habitual criminal or not does not depend on whether the condition is under Clause 7 or 8, but is intended to prevent the parolee from returning to criminal activity.

Miss Lynch agreed that this was a very good point but also noted that a violation of a condition put under Clause 8 must be brought to the Board's attention. She also pointed out that drinking is only put under Clause 8 if the field officer recommends it. Mr. Sullivan remarked that sometimes the written word has more effect on the parolee than a verbal warning.

Mr. Gillies commented that "on the spot" decisions frequently have to be made but there is real value in having the conditions written down. He suggested that much more responsibility has been decentralized to field officers in other areas than discretion on reporting of violations under Clause 8, and perhaps delegation of responsibility could be extended to include this. The field officers now have responsibility to authorize a man to travel from coast to coast and for discontinuing police reporting but they have no discretion over minor violations of conditions under Clause 8. He suggested it should be a matter of discretion as to whether the field staff refer the case to the Board or handle it "on the spot". He went on to say that sometimes a parolee is involved in an offence where no charge is laid. It would be the field officer's responsibility to determine whether to bring the matter to the Board's attention because of the possible seriousness of a further violation which might occur at a later date.

It was generally agreed that Clause 8 should continue to be used by the Board but that some discretion with respect to abstinence clauses should be given to the field staff for making decisions on reporting violations unless the Board directs otherwise.

Mr. Genest advised that a directive would be prepared shortly which he hoped would be agreeable to all concerned.

In discussing exceptions to the time rules, Mr. Street said that he would appreciate receiving any particular case which the field staff feels should be considered as an exception, whether in the interests of the inmate or whether on account of a special reason. If parole plans are ready, the case could be put to the Board and the man might be granted parole. The recommendation of the field officer is usually accepted in these cases.

In answer to a question as to whether a case should be submitted to the Board by the headquarters staff as an exception, without involving the field office, Mr. Miller stated that a directive was now being prepared on this subject. With decentralization, cases should not be put to the Board by the headquarters staff without first communicating with the field office. Mr. Miller said he usually endorses a recommendation for an exception but finds that in almost all cases, the wrong reasons for presenting the case are being used. This will be covered in the new directive.

Consideration was given to handling of cases where a Magistrate recommends early release or making of an exception. The Board felt that if a Magistrate asks for special attention to a case, it is for good and valid reasons. Sometimes this is due to the fact that under the Criminal Code or some other legislation, he was forced to give a longer sentence than he would ordinarily have done. Usually when a Magistrate opposes an early parole, the case turns out to be a poor risk.

Mr. Miller stated that all marijuana cases are now being co-ordinated because of written opinions from Judges and Magistrates in these cases favouring early parole.

In considering the application on "short parole", it was stated that by definition, "short parole" applies when there is 30 days or less remaining before termination of the sentence. This applies only to inmates in provincial institutions. The only condition which applies is good conduct until expiry of sentence.

In cases which involve the disposition of stolen goods, Mr. Street informed the meeting that as a general rule, the Board would want to know what happened to any stolen money or bonds not recovered at the time of the arrest. This point should be covered in the submission to avoid the necessity of the Board asking for a further enquiry from the field office. Mr. Miller pointed out that sometimes there is too great a time gap between the offence and the investigation by the field officer to establish the disposition of stolen goods. In many cases, we must rely on the information from police and institution reports in our files.

Where, in certain areas, complete information cannot be obtained for any reason, the Members of the Board requested that the field office inform them that a report cannot be obtained, or that specific information is not available, thus enabling the Board to make a decision without further enquiry for the missing report. Mr. Carabine suggested that a short explanatory sentence in the submission could save much time and effort, e.g. "Supervision not available in proposed destination area."

Referring to Mr. Carabine's example, Mr. Tremblay said that many parolees would be pleased to accept parole on the understanding that they correspond regularly and directly with a named supervisor. This arrangement has proven satisfactory in many cases in the past.

Mr. Gaw questioned the practical value of reviewing parole applications in short gaol sentences. He said that many Magistrates give as short a sentence as possible. He wondered whether the time and effort involved by the Parole Service in preparing submissions for these cases if a maximum parole possibility of a few weeks really produced worthwhile results.

Mr. Street pointed out that under the law, we are forced to review all applications. He stated that if some of the information is lacking, and the sentence is about to expire, the case should be presented to the Board right away. If the case is a poor one, it will be turned down, but the Service does not have the right to exclude any applicant from consideration for parole. It was also pointed out that in many cases a short time on parole can provide the opportunity for the guidance an inmate needs to facilitate his return to society.

In cases which are being held up because of lack of police reports or other pertinent information, it was suggested that sometimes a phone call will obtain the information required. In larger centres, it is often difficult to reach the officer who was involved with the case and find him in a position where he can readily give this information. The Members of the Board concluded that the field officers use discretion in submitting gaol cases minus the police report but should give a short explanation as to why it is not on the file.

The question of police reporting was then discussed. It was pointed out that in many cases, it is a real inconvenience to parolees when they have to report to police during the day and possibly lose a day at work. Also, in the larger cities, it is possible for a parolee to go to a police station to report without drawing too much attention to himself; however, in the smaller towns it soon becomes common knowledge that a certain person is on parole and sometimes hinders his chances for success in that community. However, it was suggested that the regional office can recommend if a person should be reporting to the police, and also have the right to request the Board to lift this condition if it is felt unnecessary for the parolee.

It was noted that the Fauteux Report had recommended discontinuing police reporting. Mr. Street requested the views of the field as to the general policy on

police reporting. He said that this matter should be cleared with the police in each area before any alternative action is suggested. In the meantime, the field staff could indicate whether police reporting should be a condition in their submission to the Board.

In summary, Mr. Street said he hoped the case submissions would be prepared concisely, carefully, efficiently wherever possible, without too much duplication of information, in order to save time and effort on the part of everyone.

He concluded the session by thanking the Board Members and staff for their active participation in the discussion and many constructive proposals.

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Regional Representatives' Conference

May 12-17, 1968.

Tuesday, May 14 - 9:00 a.m.

FUTURE DEVELOPMENTS FROM PROPOSED  
CHANGES IN THE LEGISLATION

- Mr. F.P. Miller,  
Executive Director,  
National Parole Service.

Mr. Miller commenced his talk by referring back to the year 1867 when persons were let out of prison, not on parole but in some other way. He then proceeded to divide the past years into several stages or periods, and to explain the type of rehabilitation which took place and the efforts which were being made at that time towards an improved system of releasing inmates for rehabilitation.

With reference to the period 1965-67, Mr. Miller said that he had called this period the "age of exploration". He set out many steps which had taken place within the Government and specifically within our own Department in order to make improvements on the organization which should be beneficial to all concerned.

Some changes to take place were the implementation of some of the recommendations made by the Glassco Commission; the creation of the Committee on Corrections; the Interdepartmental Committee on Manpower; the Committee on Indians and the Law, as well as the many new qualified persons employed within the Department.

Mr. Miller advised that there had been an increase in staff in our field offices and that presently there were 21 persons employed with a Masters Degree; 13 with their B.S.W.; 12 with other post graduate degrees, and 22 with B.A. degrees, as well as 7 persons with no degrees but who are producing very good work.

Mr. Miller then referred to some of the proposed amendments.

In respect to an amendment to allow the Board to grant parole to persons serving consecutive sentences under Provincial law, he mentioned that each Province would have to pass appropriate concurrent legislation. British Columbia has already passed this legislation.

Another amendment will make it possible to do away with automatic parole review if an inmate signs a waiver of his right to have his case reviewed. Of course, such a person has the right to change his mind at a later date.

On the question of criteria for parole, Mr. Miller advised that it was proposed to amend Section 8 to read, "... a release of the inmate on parole would not constitute an undue risk to society." He requested the views of the representatives on this amendment.

With regard to consecutive sentences, Mr. Miller said that best arrangements as possible were presented at this time for the amendments.

He said that some of the amendments again being proposed had been put before the Department in 1961. This demonstrated the difficulty in changing any legislation. He said the Director of Criminal Law Section in the Department of Justice was reviewing the whole Omnibus Bill for the new Parliament.

Mr. Miller advised that he would appreciate receiving the views and comments of any of the field staff on the proposed changes to the legislation.

Mr. Miller then outlined what the situation might be in the future and what his own personal views are on some of these changes.

He said that Board Members would be increased from the present five Members to probably nine Members, with divisions of two or three persons in each group for adjudication. He said that parole work would continue in the field; that further delegation of power for all aspects of supervision should be given to the field.

Mr. Miller said that the field staff must be able to justify their action for rehabilitation and protection of society. He said suspension could be made by the field and the decisions will be made by them at their discretion to return parolees to the community if they so see fit. He said a limit of 14 days had been put forward but he would appreciate the views of the field on this time limit.

With regard to the new legislation, Mr. Miller advised that "parole" would probably be changed to another name under statutory or mandatory supervision.

Discussion Period

Mr. Braithwaite advised that the statutory supervision would apply to inmates in federal institutions, but may also be extended to provide for inmates in the Provincial institutions after discharge from Provincial institutions. He said amendments would have to be made in the Prisons and Reformatories Act.

Mr. Miller advised that this point was not mentioned and is not in the planning of the National Parole Service at this stage. In certain provinces, parole is to be handled by the Provincial Parole Board only. Ontario is one province which wants this type of authority: it wants to abolish the indeterminate sentence but would come under the jurisdiction of the Ontario Parole Board. Statutory supervision would also work for the inmates in Provincial institutions.

It was suggested that some of the Provinces would be willing to take on this type of parole providing adequate financial arrangements could be made. Mr. Stevenson asked if credit would be given to the parolee for the period of time that he was out on parole. Mr. Miller advised that it had not actually been put in the amendments but may be taken care of in the discharge of parolees.

On discussion regarding the time limit of the proposed 14 days on the suspension of a parolee, it was decided that 14 days is not sufficient time, and that preferably 21 days should be substituted.

On the question of whether the Magistrate has a choice of signing the suspension, Mr. Miller advised that on the revocation and forfeiture, the Magistrates should still be involved. Actually, the Magistrates have no choice and they must sign the suspension. However, he said that recently the Magistrates had been submitting their views on various subjects, and that they were obviously (a) fearful of becoming 'rubber stamps'; and (b) of the opinion that they should be involved but should have all the prerogatives. He said that one Magistrate even felt that the parolee should appear before him on a continuation.

Referring again to statutory supervision, Mr. Stevenson noted that it would be necessary to take some very risky persons on supervision without choice.

Mr. Miller said they still had the power of suspension and revocation and a person may be returned to the penitentiary if necessary. Mr. Miller advised that he had expressed the view that the same kind of service would be given to a person on mandatory supervision as to that given to a person on parole. Some people thought that this mandatory supervision would relate to cases which are hopeless and unmotivated and could be very risky and useless.

Mr. Miller made reference to the California and Wisconsin systems, and quoted a statement relating to "good time" given to persons while on parole, before they are returned to prison for a breach of conditions.

Mr. Miller said the National Parole Service is still geared to supervise all types of offenders coming out of prison under supervision, and that effort should be made by the staff to try and focus on this point.

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Regional Representatives' Conference

May 12-17, 1968

Tuesday, May 14 - 10:15 a.m.

Speaker: D.G. Brown,  
Director of Adminis-  
tration & Personnel,  
Dept. of Sol. Gen.

RE: ORGANIZATION AND ADMINISTRATION OF CORRECTIONAL PROGRAMS  
WITHIN THE DEPARTMENT OF THE SOLICITOR GENERAL

To illustrate his talk, Mr. Brown distributed and used charts prepared by the Consultant Firm on step one of the implementation of the proposed organization of the department, and especially the Penitentiary Service, leaving aside changes in the organization of the National Parole Board, which were covered in detail by Mr. F. P. Miller. Throughout the session, Mr. Brown demonstrated his points with a drawing on the blackboard (see Mr. Miller's notes - May 14 - 1:45 p.m. for details).

This is step one towards the integration of the two correctional agencies, but Mr. Brown stressed the fact that total integration is a long term objective and may not be applicable at this moment, because

1. the present status of the Penitentiary Service as an exempt agency;
2. the many changes in the financial and administrative procedures; and
3. the priority that has to be attached at this moment to collective bargaining.

About the organization of the Penitentiary Service, Mr. Brown stressed that emphasis is being placed on the Program Division to be responsible for the treatment of inmates and the other divisions such as Services, Personnel, and Finance becoming service divisions to help the Program Division attain its objective.

Question Period

In regard to a question as to the function of the National Parole Board, Mr. Brown advised that the Board's

function, in relation to the community release, is an open question. He said that the Board would still retain responsibility of Paroles Granted, etc., and will also have an advisory role to the Solicitor General re policy.

Mr. Miller then asked how quickly the classification of positions could come into effect. Mr. Brown advised that the Personnel Committee would be responsible for looking after all new positions and the co-ordination for the staffing of the positions, whether in the Penitentiary Service or the Parole Service, and they would assist in the selection process and help in the filling of the positions.

Mr. Miller said that the Management Audit Branch was a new concept to our people in the Service and asked that it be explained. He also asked what the role of the Assistant Deputy Solicitor General would be and what will be his qualifications?

Mr. Brown said that the Assistant Deputy Solicitor General should take much of the load off the Deputy Solicitor General and will look after the legal, research, and correctional planning problems. Mr. Brown suggested that in view of the fact that this person will be dealing mostly with lawyers, it will probably be necessary for him to be a lawyer himself. He should later be in a position to replace the Deputy Solicitor General when necessary.

With reference to the function of the Management Audit Branch, Mr. Brown advised that this was really a very large problem. He said they would be responsible for developing management directives and policies and to do follow-ups to determine how effective these policies and directives are in implementation. He said the Branch will ensure that management practices are modern, progressive, etc., or if there is any need for change in the policy or improvement in the working of the directives. Mr. Brown advised that this type of system will be put into effect in most government departments shortly. He said that there were approximately 16,000 people in our Department, which is one of the largest departments within the Government.

With reference to the public information Section, Mr. Brown advised that this section would be working from the headquarters level and would be expected to co-ordinate the public information for the Penitentiary Service and the Parole Service, with possibly a small portion of its work relating to the R.C.M. Police. Mr. Brown said that eventually this function would be turned over to a Director of Information Services on the correctional side of the program.

Mr. Leroux, referring to integration, observed that transfers from the Penitentiary Service to the Parole Service have occurred in the past, but that apparently no transfers have been made in the other direction, and he wondered whether this is connected with a problem of different job classification in the two services.

Mr. Brown agreed in part, but added that in the past it may not have been too tempting for people trained in the Social Sciences to work with the Penitentiary Service where so much attention had to be given to the more simple problems of custody and care of inmates. He said that within ten years it was anticipated that most of the wardens of institutions would be people trained in the Social Sciences.

Mr. Stevenson asked if we could be given some degree of assurance that the Parole Service would not be "swallowed up" by the Penitentiary Service. Mr. Brown said that he sees no danger at all in the new scheme where there are two important divisions, mainly institutional programs and community programs. He feels that the latter division will set the tone and become the real leader of the total organization. To this, Mr. Braithwaite added that he could confirm, from his own experience in an integrated provincial correctional system, that this is what actually goes on in practice.

A copy of Mr. Brown's paper is to be made available to the conference representatives at a later date.

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OUTLINE OF TALK GIVEN TO THE  
REGIONAL AND DISTRICT REPRESENTATIVES CONFERENCE OF THE  
NATIONAL PAROLE SERVICE

IN LAVAL, P. Q., TUESDAY, MAY 14th, 1968

Prepared by Gordon Brown

Director of Organization and Personnel

Department of the Solicitor General

Correctional Programs - Their Organization and Administration  
within the Department of the Solicitor General

Mr. Chairman, ladies and gentlemen:

It is true that I am self-conscious about the fact that I do not possess a University degree. I am particularly conscious of this because of the very great weight placed upon a degree in the selection of Administrators for promotion to higher level responsibilities. Don't get me wrong; I am not so narrow or bigotted in my outlook as to be opposed to the use of University graduation as an important qualification standard for Personnel administrators in the Public Service. I regard higher learning as not only a desirable but necessary standard for appointment to senior levels in the Government Service. I also regard professional standards of treatment as being essential to an effective correctional program among the inmates of our penal institutions. Having said, that, let me qualify my views by suggesting that there are some non-University graduates among the employees of the Department of the Solicitor General who should be given promotional opportunity where their potential for correctional work can be clearly established.

In expressing this middle of the road stand in respect to the subject of professionalism I trust that I have satisfied both the professional and non-professional members of your group.

I was anxious to clarify my position on this subject right at the outset so that you would understand that I do not pretend to be competent in the very complex fields of the behavioural sciences and criminology. I have great admiration for those who are competent in these fields and it is my purpose as a Personnel Administrator to try to assist corrections people in organizing and staffing this important work. I have been asked today to talk to you about the organization of the Department of the Solicitor General and in particular about the results of recent studies of the Corrections Agencies i.e. the National Parole Board and the Canadian Penitentiary Service.

As you know, the Organization Act of 1966 established a Department of the Solicitor General made up of a Headquarters and 3 agencies i.e. the Canadian Penitentiary Service, the National Parole Board and the R.C.M. Police. The Act did not set down in any detail the way in which the Department should be organized but simply provided for the Solicitor General to take charge of the 3 agencies and to appoint a Deputy Solicitor General to be the Deputy Head of the Department. The Act made no changes in the legislation governing the affairs of the 3 agencies. Thus with very limited terms of reference and rather hazy organizational lines of authority and responsibility the new Department of the Solicitor General came into being October 1st, 1966.

The Honourable L.T. Pennell, then the Solicitor General, was faced with the very difficult task of pulling together three, heretofore, relatively independent agencies. Previously the agency Heads each reported separately to the Minister of Justice and each had gone about his duties much as a Deputy Minister in his own right and each with his own particular area of responsibility and concern. I think it is necessary to paint the picture which prevailed when the Department was created in order to explain some of the difficulties which have been encountered in coming to grips with the organization of the Department and its agencies.

One thing seemed evident from the beginning. That was the need for an independent appraisal of the organization structures of the agencies and the relationships which should be developed between the agencies and with the Headquarters of the new Department. Not long after the Department came into being, the Commissioner of the R.C.M.P. asked for an organization study of his Headquarters in Ottawa. Both the Canadian Penitentiary Service and the National Parole Service expressed interest in organizational studies of their operations. The R.C.M.P. study was deferred until 1968 because of the pressures placed upon the force in the Centennial Year of 1967. I do not propose to deal during this discussion with the R.C.M.P. and its organizational problems. My purpose here is to discuss the corrections agencies and their organization.

The Montreal Consulting Firm of P.S. Ross & Partners was retained early in 1967 to begin a study of the Canadian Penitentiary Service, the National Parole Board and the relationships of the agencies to the Departmental Headquarters. A final report was submitted to the Solicitor General and the Heads of the Agencies about the end of last year. Since that time, for several good reasons, decisions have been delayed and it is only recently that we have been authorized to proceed with a number of the recommendations put forward by the Consultants. Both agencies and, in particular, the National Parole Board co-operated actively with the consultants throughout the course of the study and the management of both agencies reacted favourably to most of the proposals put forward.

The most significant of these proposals is the suggested integration of the Penitentiary Service and the Parole Service into one corrections agency, as an ultimate and desirable goal. The proposed merger would, of course, require major changes in legislation and some changes in the organization and functions of the agencies. A shotgun marriage of this type between the Penitentiary and the Parole Services would result in complex organization and personnel problems. Because we now seem to have as many of these kind of problems as we can adequately handle, a complete integration of the Services at this time does not appear to be practicable.

The difficulties inherent in the Treasury Board's new classification and pay system and in staffing, collective bargaining and other personnel management matters make the suggested integration of the corrections agencies an unattainable, even if highly desirable objective, at this time.

Mr. Justice L.T. Pennell, former Solicitor General, expressed an interest in the proposed integration and most Senior Corrections Officials, both within and outside of the Government Service, appear to have few, if any, reservations about the proposed merger. Before he left, Mr. Pennell authorized the Department to proceed with the short range and preliminary steps recommended by the Consultants. These will not make mandatory the ultimate merger of the Services but will facilitate the integration when such action is taken in the future. The Consultants presented a detailed proposal for these first steps of organizational change. The first stage would not require changes in legislation but would provide for greater co-ordination of the activities of the Parole Service and the Penitentiary Service and would provide for some realignment of organization structures within each of the agencies designed to improve both the correctional programs and the administrative services connected therewith.

Many of the observations presented by the Consultants were directed towards the Canadian Penitentiary Service. I don't think it is any secret that the Penitentiary Service has had considerable difficulty in developing effective Inmate Treatment and Training Programs.

Of necessity much of the effort of the management of the Penitentiary Service has been directed towards improving the housing and the physical and spiritual care of the inmates. This has been a herculean task and the Penitentiary Service is to be congratulated upon the way in which it has tackled these problems. It has been done, however, at the expense of treatment and training programs. Now that the housing and feeding of the inmates is being improved significantly, attention must be directed toward the correctional and rehabilitation aspects of the program. For these reasons, the Consultants have recommended more co-ordination of correctional programs and a number of changes in the lines of authority and responsibility. The purpose is, of course, to give more attention to and to place more weight upon the treatment program. Also recommended are improvements in administrative Services, particularly in the Personnel and Financial fields. Significant changes in Regional Organization have been proposed. Little criticism was directed at the activities of the Parole Service but some recommendations were put forward in respect to Regional Organization and increased emphasis on planning at the Headquarters in Ottawa.

At this point I think it would be wise to distribute a number of organization charts to you which will illustrate the proposals put forward by the Consultants and will permit me to dwell on some of the detail connected with these suggested changes.

It should be pointed out that these charts do not represent approved and official organization structures. They are copies of charts presented by the Consultants along with their recommendations. The boxes or squares on the charts illustrate functions rather than positions and do not reflect existing or approved reporting relationships. I hope you will not expect me to dwell in great detail upon specific aspects of National Parole Board organization at this time. I have the dubious honor to be chairman of an implementation committee made up of representatives of the Penitentiary Service and the Parole Service and we hope to begin work shortly in implementing stage one of the Consultants proposals. However, much consultation and discussion will be necessary before significant developments occur. Mr. Frank Miller intends, I understand, to speak to you today in some detail about the organization of the National Parole Service. It would be unfair of me to steal any of his thunder and in fact it would be unwise of me to do so because I value Frank's co-operation very much. It is preferable, therefore, that you hold any questions you may have about Parole Service organization until Frank has an opportunity to speak to you. I will try to answer questions about the Departmental Headquarters and the basic structure of the Penitentiary Service.

The first chart to which I would like to refer is the largest one and it depicts step 1 of the proposed changes put forward by the Consultants.

You will note that it shows the Solicitor General and Deputy Solicitor General with a Departmental Headquarters function to include Special Services which are in fact Legal Services; Management Audit and Management Services, which will probably be rolled into one unit; Public Information; Correctional Planning and Correctional Research, which will probably not be one unit; Administrative Services and Organization & Personnel which are in fact one unit. The chart illustrates, of course, the fact that there are three agencies, including the R.C.M. Police, in the Department of the Solicitor General. Shown in some detail is the proposed organization of the Penitentiary Service and of the Parole Board and Service. One of the most interesting recommendations made by the Consultants is that the Parole Board itself, i.e., the Members and the Chairman of the Board serve as advisory board on Correctional planning and that they be available to the Minister for guidance in respect to matters of policy. This would represent additional responsibilities over and beyond those now carried by the Board.

I would like to now call your attention briefly to the chart of the organization of the Departmental Headquarters. This illustrates the existing plan of organization for the Deputy Solicitor General's Office and provides for an Assistant Deputy Minister to be responsible for Legal Services, Correctional Planning and Correctional Research. Other positions include a Director of Organization & Personnel reporting to the Deputy Solicitor General along with a Director of Management Services, Director of Public Information etc.

It should be pointed out that the prime role for the Deputy Solicitor General and his staff is intended to be Policy formulation. Efforts are being made to limit the size of the Headquarters staff with a view to keeping the Headquarters out of the operational area of responsibility and confining it to research and policy preparation. You may be interested to know that it is intended, apparently, to wipe out my position as soon as organizational changes have been implemented. My future, therefore, appears to be rather bleak. Hopefully, however, someone will be kind and make a place for me after my organizational role has been played.

I would like now to refer to the Canadian Penitentiary Service and the changes which are proposed there. I don't have a chart of the existing organization but perhaps I could draw it for you on the board. It illustrates I believe that the Commissioner of Penitentiaries presently has a very large number of people reporting directly to him. This can have the effect of limiting his time, particularly the time required to deal with policy matters, and makes it difficult I am sure to deal effectively with many of the matters to which he would like to devote his time. The proposed organization would reduce the number of people reporting to the Commissioner and puts a special emphasis on Institutional Programs by drawing them together under one man, i.e. Director of Program.

Let me now deal briefly with the detailed proposals put forward by the Consultants in connection with the organization of the Canadian Penitentiary Service.

Presently the inmate program is planned and administered chiefly by two divisions, i.e., Inmate Training and Industries with other divisions such as Services & Supplies also participating in some ways. I am speaking here, of course, about the staff divisions at the Headquarters in Ottawa. Regionally the Regional Director and his staff provide various services to the institutions which can best be done centrally. Understandably, there is considerable emphasis placed on Inmate administration and most positions at the Regional Headquarters are presently devoted to Services & Supplies. Without discounting the importance of Administrative Services to the program, the Consultants recommend greater attention to treatment and training programs. To bring this about organizationally they propose to combine the Industries Division with the Inmate Training Division in Ottawa and to add custodial planning, Medical Services and Religion as responsibilities of one all embracing program directorate. This, it is hoped, will permit more coordination in the planning of Inmate Programs and will put special emphasis upon the raison d'etre of the service. Financial, Personnel and other administrative Services will play a staff role to the Program Directorate, provide important services and help the program staff to achieve the correctional goals of the Service. At the Regional Headquarters i.e., Montreal, Kingston and New Westminster the plan is to strengthen the Program side by adding staff at the Regional Headquarters level and to improve Personnel and Financial Administration so as to permit greater attention to program problems.

Regional Directors and Institutional Heads (Wardens) are often so busy with Administrative details that they do not have sufficient time to tackle the main effort i.e., Inmate Correction and Rehabilitation. The Consultants did not make specific proposals in respect to the organization of institutions but it was suggested that further study should be conducted by the Department with a view to relieving the Warden of as much administrative detail as possible and permitting him to devote his time to the Inmate program. This concludes my comments about the charts and the Consultants recommendations. I will be pleased to try to answer questions.

There is a related matter in which I feel sure you and all employees of the National Parole Service will be greatly interested. The Canadian Penitentiary Service has been, in recent years, an exempt agency and is not subject to the provisions of the Public Service Employment Act. It is covered by various Treasury Board regulations and by the Public Service Staff Relations Act. However, the transferability of staff between the National Parole Service and the Canadian Penitentiary Service is at the present time anything but easy. The Parole Service is covered by the Public Service Employment Act and is subject to the many regulations governing appointments and promotions. The Penitentiary Service proceeds on its own in most cases to make appointments and promotions from among its own staff. The Parole Service has a relatively high percentage of well qualified and professional staff while the Penitentiary Service has been unable to attract professional employees in the numbers required.

There are several factors which have contributed to this situation but in my view, the greatest single cause is the current separation or segregation of the two agencies. The exempt status of the Penitentiary Service and the general environment associated with the institutions of the Penitentiary Service do little to attract professional staff. Transfers and promotions from the Parole Service to the Penitentiary Service and vice versa sometimes occur but these are by accident rather than by design. In other words, there is little or no opportunity for career planning in the Federal Government's Correctional Agencies and the professional is often frustrated by his inability to advance to managerial levels and to higher earnings because of the lack of opportunity to move freely from one agency to the other. Of course, the program suffers as a result. There are many fine people in the Canadian Penitentiary Service and the senior staff i.e., the Assistant Wardens, Deputy Wardens and Wardens often have progressed the hard way to important levels of responsibility. However, for the good of the whole corrections program it is my contention that professionals and non-professionals alike should be permitted to compete with each other for various managerial opportunities. To this end we have been pressing for one correctional service and for the extension of the Public Service Employment Act to cover the Penitentiary Service. Bringing the Penitentiary Service into the Public Service would put the employees of both the Parole Service and the Penitentiary Service on the same footing and enable the correctinnal service to do a much more effective job of planning careers for the staff of the agencies.

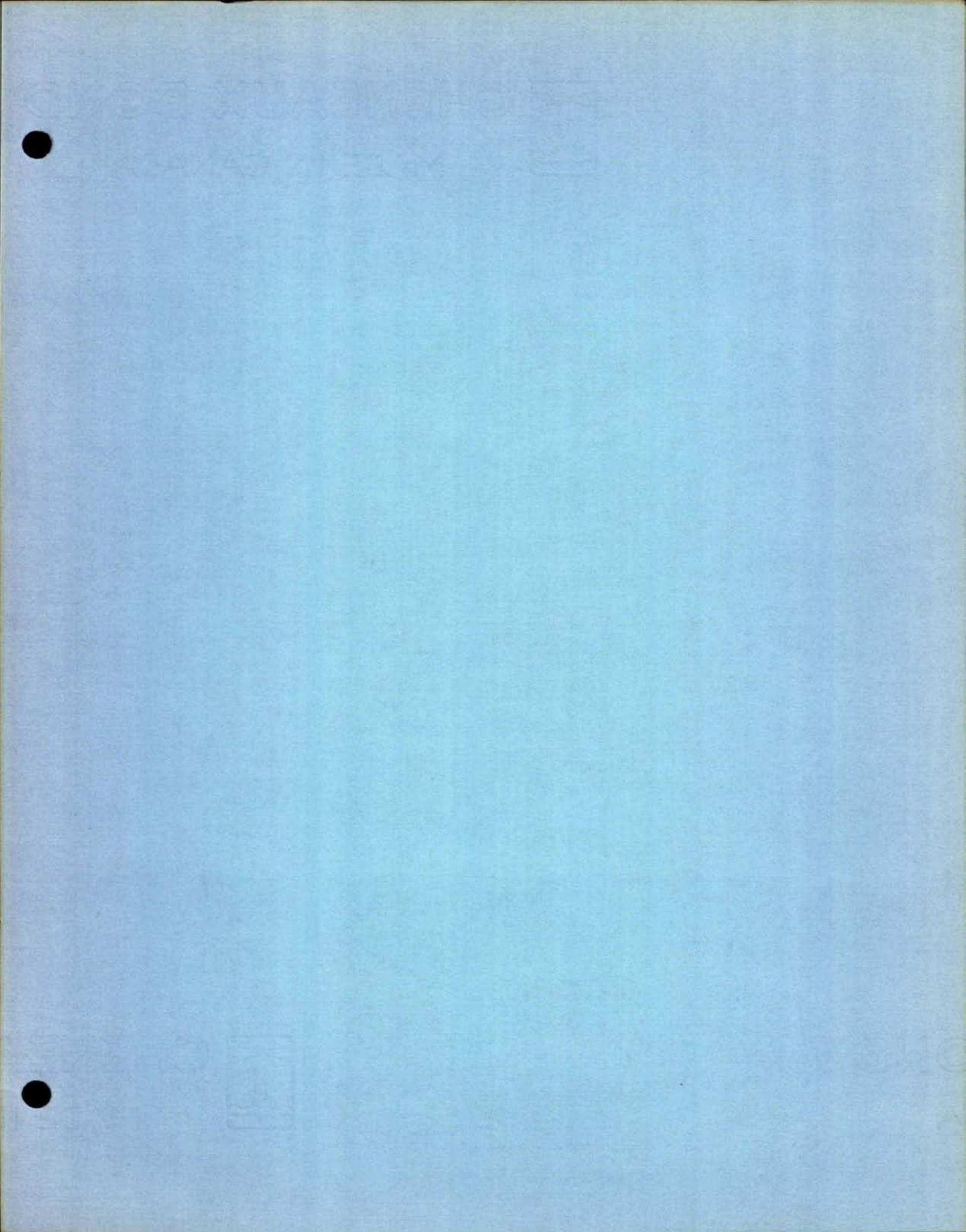
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Recommendations have gone forward to the Deputy Minister and to the Public Service Commission for the extension of the Public Service Employment Act to cover the Penitentiary Service. Hopefully, action to proceed with this will be taken within the next few months.

To facilitate Policy development, Program Planning and Personnel & Financial Planning and Administration it has been decided to set up four joint committees with representation from both the Parole Service and the Penitentiary Service. The policy committee will include the Deputy Solicitor General and the heads of the two agencies along with the senior staff from Departmental Headquarters. The program planning committee includes Mr. J.W. Braithwaite, Director of Correctional Planning at the Departmental Headquarters and senior officials of the two agencies i.e., Mr. Frank Miller of the Parole Service and the Director of Programs from the Penitentiary Service. The Personnel and Financial committees have representation from both agencies as well. These committees will assist considerably in the co-ordination of policy and of Personnel Planning and Administration. However, they represent at best only a hesitant step toward the ultimate goal of developing a unified Federal Corrections Service. It will take many months and much discussion and persuasion to bring about real co-ordination and co-operation. Elections, vested interests, pride of service and other problems will delay and frustrate the integration plan.

It is, however, my firm opinion that an integrated Corrections Service is essential to effective programs of correction. Perhaps I am whipping a dead horse in pounding away at this issue here. You are, no doubt, among the converted. I feel very privileged to be able to participate, even in a small way, in the developments that are taking place and I hope that I will be with the Department long enough to see some of the changes made that I feel certain will ultimately come about. The sooner an integrated service is established the sooner the corrections programs will show real improvement.

Thank you for your kind attention to my rather amateurish and fumbling presentation. I will be pleased to try to answer any questions which you may wish to put to me.



Regional Representatives' Conference

May 12-17, 1968.

Tuesday, May 14 - 1:45 p.m.

SIGNIFICANCE OF RECOMMENDATIONS OF P.S. ROSS  
REPORT AND PROCESS OF IMPLEMENTATION

- Mr. F.P. Miller,  
Executive Director,  
National Parole Service.

Mr. Miller stated he felt quite confident that the criticisms which had been made in the P.S. Ross Report towards the National Parole Service were valid. He distributed a document which set out briefly the Essential Criticisms of Parole Board and Service, which dealt with the policy and planning, as well as the structural problems of the Parole Board, making such points as the role of the Board is not entirely clear, and there are no clear policy statements in respect to public relations and public education, objectives in supervision or consideration of special categories of offenders. The quasi-judicial function of the Board is so time-consuming that it has little chance to give attention to anything else.

With regard to the Parole Service, the P.S. Ross Report criticized such matters as: the unclear role of the Assistant Executive Director; planning function receives too little attention; inconsistent organization within the regional offices; too much time spent by senior field officers on minor matters; and little opportunity for communication between the National Parole Board and the National Parole Service.

Under the Proposed Changes, Mr. Miller stated that the Parole Board would have a separate function from the Service, and would have a three-fold role, i.e. (1) quasi-judicial; (2) public education; (3) advisory to the Minister on correctional policy.

He also stated that the Board would be increased from the present five Members to nine Members, and would travel to the various institutions to interview inmates and receive reports from the immediate source. He said they would probably be in divisional groups of two or three to cover the country, rather than trying to deal with the cases in the privacy of their own offices as is now done.

Some other changes proposed include provision of a Secretariat for the Board; the position of Assistant Executive Director, to be replaced by several Regional Directors; integration of the operational control functions of the Case Preparation and Parole Supervision Divisions into one unit; creation of a separate Program Division for the establishment of guidelines, evaluation and planning; continued decentralization of operations; and the reorientation of headquarters functions, to be consistent with all these changes.

By way of explanation of the proposed changes in Organization, Mr. Miller then distributed two charts: one being Chart 10 as proposed by P.S. Ross Report, the other being Chart 10 (Revised), intended for discussion purposes only by the conference representatives. He pointed out that perhaps the Clemency and Legal Division will be included under the Solicitor General, but for our discussion purposes, having in mind the expunging of records and greater use of pardons, it might be that this Division will remain with the Parole Service. He stated that the Program will include supervision, as well as case preparation.

Mr. Miller informed the representatives that we are now in the process of implementation, i.e. in Phase 1: reorganization is taking place in the Case Preparation Division consistent with the basic recommendations of the Report; guidelines, etc. have been commenced; Program Development and Personnel Planning are proceeding in co-operation with the Penitentiary Service.

Mr. Miller pointed out that Phase 2 will involve establishment of Regional Director positions; establishment of new Program Division; and the consolidation of Case Preparation and Parole Supervision operations control (which are now the two existing functional divisions), to be combined under the Director of Operations.

Mr. Miller then quoted some of the main recommendations of the P.S. Ross Report which deal specifically with the Parole Board and co-operation of the Parole Service with the correctional agencies.

#### Question Period

Mr. Miller stated that the orders to the field staff, under the new organization, will be coming from the Deputy Solicitor General, and not from the Board.

He further stated that the Case Investigation Unit is already in existence and is regarded actually as a clerical unit.

On a question from Mr. Rempel, regarding research, Mr. Miller advised that the Departmental Research Branch will be in charge of all major research projects. However, it will still be necessary for the Parole Service to keep basic statistics available for their use and for any research projects undertaken as regards parole. He further stated that our present research facilities will definitely have to be improved, that is more than the now one person on staff for this responsibility.

At this point, Mr. Gordon Brown, the Director Of Administration and Personnel for the Department of the Solicitor General, advised that in future there will be personnel for the Research Branch, i.e., a Director of Research Branch, with two or three staff members. The role of this Branch will be primarily to arrange for research contracts at universities, to carry out some research on its own in a minor matter, or to prepare research tables for any or all of the three agencies connected therewith.

With regard to the proposed travelling Parole Board, Mr. Miller said that possibly some operations only could be carried at the level of the local office but that material may still very well go to Ottawa as it does now. It is obvious that the Board will interview in only certain types of cases. Violation hearings might be the first thing that one could have brought forward to the Board. Cases will have to be selective for the Board's review. It is proposed now that the Board see all penitentiary cases but a selection process may be necessary on an experimental basis.

With regard to the importance of committees at Headquarters, Mr. Therrien asked if regional level committees should be established now. Mr. Miller said he hoped to have the regional level involved in committees as soon as possible.

At this time, Mr. Brown advised the committee structure would be extended to the regional level because eventually there will be a Correctional Regional Director: he said a Director is to be established for both correctional and penitentiary levels.

Mr. Stevenson advised that in British Columbia, Senior Wardens and Senior Parole Officers were meeting together as a committee. As of June 5, 1968, the Western Wardens were to be included therein.

Mr. Braithwaite advised that at the forthcoming meetings across the country of the Committee on Financial Assistance to After Care Agencies, the recommendations of the P.S. Ross Report were to be discussed with the various agencies, as most of them are not now aware of this Report.

With reference to the Community Release Centres, Mr. Miller advised of the proposed involvement of the Regional Representatives at the local level. He said this was discussed with Penitentiary officials and was set out in the Report submitted by the Committee on Financial Assistance which had been made available to certain officials but to date the Committee had received no comments on their report. He was aware, however, that some amendments had been made by the Penitentiary Service on the Committee's recommendations.

Mr. Braithwaite referred to a meeting in Winnipeg which he had had with Ted Harris, Jim Stone and Mr. Rempel. He advised that the National Parole Service had not been informed of any planning for such a Centre in that area.

He also referred to the project of the Company of Young Canadians in British Columbia, about which he had heard nothing further. He stated that there was definitely a lack in communication and consultation amongst various agencies and officials.

Mr. Rempel asked if possibly the Board could be in a position as an Advisory Board to inform the Solicitor General on matters that were of concern in the field, as so-called "experts in the field". Mr. Miller

said that in all probability the new Board would be a "lay" Board as such, and will not be made up of highly professional people, as is the case with Michigan, Wisconsin, etc. The Parole Board will be charged with case adjudication, visiting inmates, Halfway Houses, etc.

Some discussion took place about the added responsibility towards a regional office when the Board is to be visiting in their area, and their lack of staff to take on this added responsibility. Mr. Miller advised that probably the Secretariat would be in charge of making the necessary travel arrangements. Secretarial services, etc. will have to be made available to the Board, but the majority of arrangements will be made prior to the trip. It was pointed out that in most instances, the demands will be put on the various penitentiaries who will be receiving the Board on its travels. Mr. Miller advised that other methods of assistance used by some of the American Boards are tape recorders, secretaries with court reporter status who travel with the Board, or local arrangements could be made for these services.

Mr. Braithwaite pointed out that the Minister will be receiving information from other sources on various correctional activities, as well as from the Parole Board, so he will have a fair amount of knowledge of the integrated correctional program being set up.

Mr. Carabine pointed out that with the new role of the Board, the Chairman will be in a position to bring conflict of interests to the attention of the Minister, rather than having to argue on behalf of his own agency. Mr. Miller added to this by saying that the Board will be able to go to the Solicitor General if full co-operation is not received from the penitentiaries on any particular program being planned.

Mr. Wright asked at what point of duties does the Classification Officer in the penitentiary stop, and the Parole Officer take over a case? Mr. Miller advised that the classification people would probably carry the case to a certain point and then the parole people would take over.

Mr. Phillips advised that in the United States, the Parole Division people go to the institution and interview. Then about 60 days is given to the Parole people to do the investigation. The Parole Officer does the release planning and gives the authority to the institution for the release of the inmate or advises if the inmate is to be held in the institution.

Mr. Dumaine suggested that in this way parole is based on the merits of the man himself and not on what the situation outside has to offer.

Mr. Phillips said the Board merely decides that the man is ready to go but everything else is left with the Parole Division. Any case can be brought back to the Board for a reconsideration if the Parole Division is not satisfied with the outcome.

With regard to the integration of the two Services, Mr. Miller said that this would be put in under Departmental Personnel and that he guessed it would take about five years to come into effect. Mr. Brown, however, stated that the consultants felt that 18 months would be sufficient for the first stage, and the second stage of the planning to take only a couple of months longer. The important factor would be the passing of the required legislation. It was pointed out that with the coming election, and with the new Parliament resulting therefrom, it would have to depend on the priority given to this project.

As part of his demonstration, Mr. Miller used the chart which Mr. Brown had drawn earlier on the blackboard, and expanded this chart to explain the new organization which has been proposed. A copy of the chart is attached for information and clarification.

Mr. Brown advised that there were presently Staff Colleges in Ontario, Quebec and British Columbia. However, the In-service Training would not be sufficient for both the penitentiary and parole officers. He said a Training Unit would have to be established for the correctional services as a whole. He also stated that the Director of Training will have to come from a professional background for obvious reasons. Accordingly, the existing Colleges will become Correctional Colleges, and not Penitentiary owned as at present, or as an alternative, additional Colleges will have to be acquired.

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Solicitor  
General

National  
Parole  
Bd.

- 1. Case Adjudication
- 2. Advisory to Minister on correctional policy
- 3. Public education

D/M  
Corrections

Fin. &  
Admin.

Pers.

Public  
Info

RCMP

INST.  
BRANCH

COMMUNITY  
PROGRAM  
BRANCH

Case Investigation & Analysis  
 Parole Supervision  
 Community Treatment Centres  
 Community Advisory Council  
 Relation with After Care Agencies

Regions

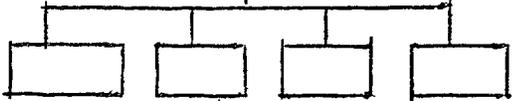
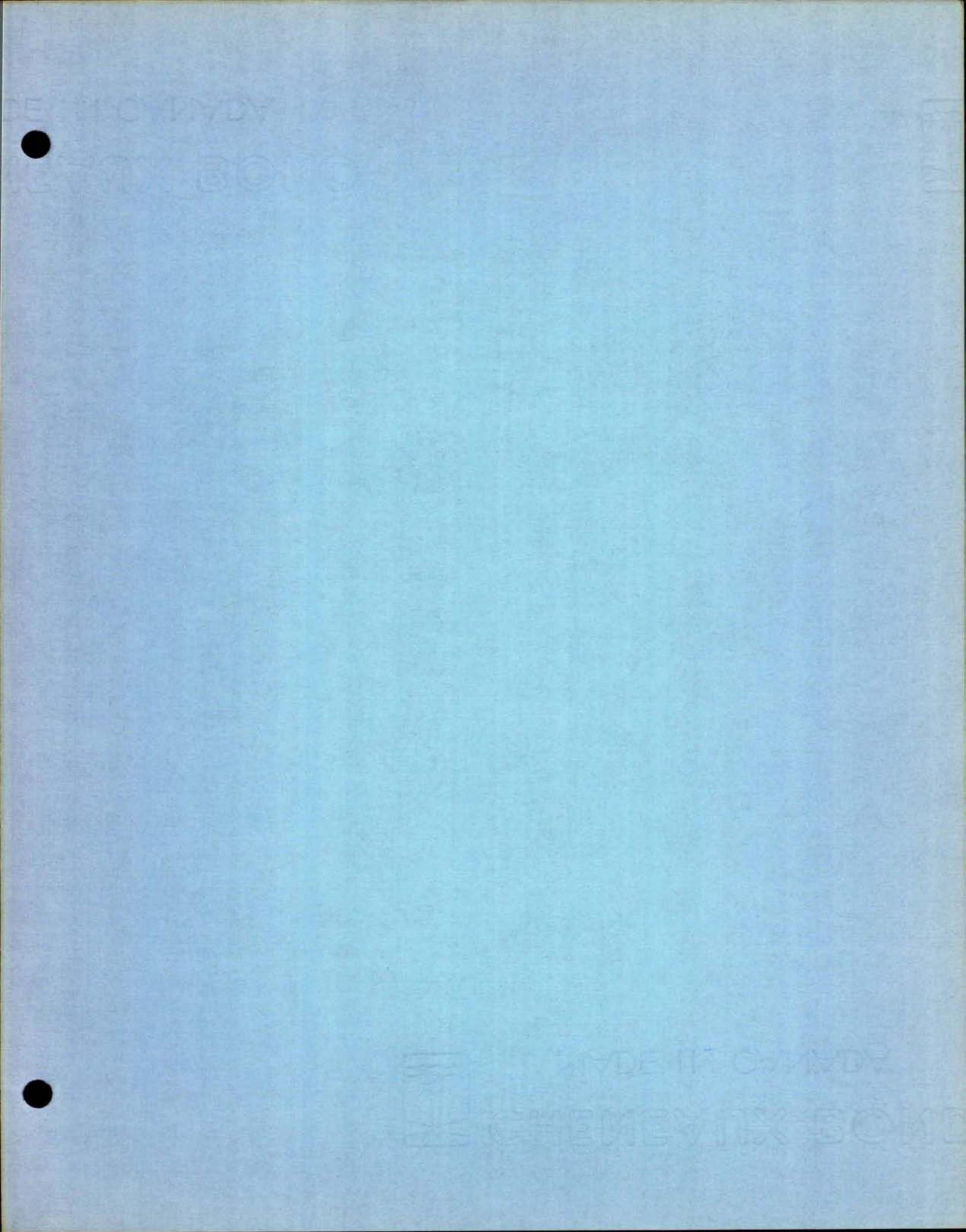


CHART USED FOR DEMONSTRATION  
 PURPOSES BY MR. BROWN AND  
 MR. MILLER



Regional Representatives' Conference

May 12-17, 1968.

Wednesday, May 15 - 9:00 a.m.

THE REHABILITATION PROGRAM IN FEDERAL INSTITUTIONS

- Mr. Hazen Smith,  
Director, Inmate Training,  
Penitentiary Service.

At the outset of his talk on the Rehabilitation Program in Federal Institutions, Mr. Hazen Smith recalled a joint meeting in 1964 where Mr. Laferriere from the Penitentiary Service and Mr. Godbout from the Parole Service gave talks on co-operation between the two Services, and their expectations. Mr. Smith said that this frank discussion had led to some action.

Mr. Smith's talk was centered on the need for co-operation between the two agencies at different levels. He said that this co-operation should show in the field of information sharing, and relations with the community. He also talked about a committee which has been set up on Vocational Training in the Institutions, comprising Manpower officials, Provincial Education people, Trade Unions and the Parole staff.

Another feature of the rehabilitation program touched upon was the subject of conjugal visits vs home leaves. It is well known that the Commissioner of Penitentiary favours home leaves, and Mr. Smith announced that there is provision in the next budget for this purpose.

Reference was made to the opening of Community Release Centres at Winnipeg and Montreal, with another one soon to be opened at Vancouver. Again, Mr. Smith stressed the fact that Parole staff should be involved in the operation of these Centres.

The Penitentiary Service is very much interested in having group counselling programs, according to Mr. Smith, but these are not operating at this time because of a shortage of qualified staff.

Question Period

The question period was opened by Mr. Beames who inquired about the proposed Release Centre at Toronto. Mr. Smith explained that difficulties are being encountered in locating a suitable building, but efforts are presently being made by the Public Works department. In answering Mr. Dumaine, Mr. Smith stated that the aim of the Release Centres is to bridge the gap between institutional life and community living.

Mr. Smith then asked the group if they were experiencing difficulties in getting the necessary information from the penitentiary to prepare a case for parole. Mr. Stevenson replied that the problem is really not at the level of getting information, but breaking down prejudices and bad feelings between the staff of the two agencies. Mr. Stevenson further explained that we do understand some of the feelings of institutional officials, who see more and more people going into their institutions and at times disturbing the routine. With respect to this, Mr. Miller suggested that perhaps the Parole staff should have some kind of a special status in the penitentiary.

Mr. Leroux then suggested that joint committees, such as those existing at the headquarters' level, should be established in the regions.

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Regional Representatives' Conference

May 12-17, 1968

Wednesday, May 15 - 10:15 a.m.

Speaker: J.A. Phillips,  
D.O. Abbotsford

RE: CO-ORDINATION OF PAROLE PREPARATIONS WITH THE  
INSTITUTIONAL REHABILITATION PROGRAM

Following distribution of Mr. Phillips' paper on "INTEGRATION OF PAROLE PREPARATION AT THE INSTITUTION", Mr. Rempel asked a question on the value of Vocational Training in the institutions, since Mr. Phillips had explained that there are no such possibilities at this time at Matsqui. Mr. Dumaine also asked about the procedure followed in the S.N.A.P. project.

Following an exchange with several participants on the subject of integration or co-ordination of parole preparation, Mr. Hazen Smith and Mr. Miller agreed that the time has come for statements of policy or directives from the headquarters of both agencies, namely in the matters of an exchange of staff, preparation of some parts of the Cumulative Summary by the institutional people, and community investigations conducted by parole staff early in the sentence.

Several people then made comments on Mr. Phillips' opinion on the value of briefings. Mr. Phillips feels that firstly, the classification officer should know enough about parole to enable him to answer questions by inmates, and secondly, that briefings are almost useless when given to people who do not even know whether they will get parole or not. Mr. Rempel agreed in part that most of the information does not register but he felt that some results can be attained by limiting the information and by way of repetition.

Mr. Smith asked if reasons could be given for Denials or Deferrals, and Mr. Miller gave several reasons why an overall policy could not be implemented at this time. He said there are some major administrative problems but that it also remains a very delicate job, and before it is decided to give reasons on a fairly general basis, we have to be confident that it will be done by qualified people, and with the interpretation which needs to accompany these reasons when transmitted to the inmate. Mr. Carabine felt that parole officers are much too busy at this time to tackle this problem.

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MADE IN CANADA  
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Regional Representatives' Conference

May 12-17, 1968.

Wednesday, May 15 - 1:45 p.m.

THE ROLE OF GROUP THERAPY IN PAROLE

- Mr. G.P. Spiro,  
Regional Representative, Calgary.

GROUP COUNSELLING EXPERIENCE IN A MONTREAL  
POST-RELEASE REHABILITATION AGENCY LA SOCIETE  
D'ORIENTATION ET DE REHABILITATION SOCIALE

- Mr. L. Genest,  
Regional Representative, Granby.

Both Mr. Spiro and Mr. Genest had previously distributed copies of their respective paper to the members of the conference. Therefore, discussion of the papers proceeded immediately.

Mr. Spiro advised that should anyone intend to do any sort of counselling or group therapy, he would not recommend the type of "bull session" as it is rarely successful. He warned that the therapist or person heading the group should guard against being taken in with the rationalization of the group. He also stated that he must not be threatened by the high level of anxiety which will be produced in the group as this is the point at which changes will take place. The basic purpose of group therapy is to make attitudes change within the group itself. The sessions should last 1-1½ hours only, unless one is undertaking a total immersion session, which is usually of 48-56 hours duration, without stopping. However, this type of session must be done with a very skilled person in charge.

Mr. Spiro expressed the view that this type of group therapy could become a very important function of the Parole Service. With this type of session, a parole officer can see approximately 10-12 people in one hour, rather than 4 persons in one evening.

He stated that it takes a lot of practice, experience and skill to be able to truthfully handle the group therapy sessions. Mr. Spiro also said that this was not the complete answer to helping a person but it is one of the tools used in achieving this end. Moreover, he warned that the selection of the group must be carefully considered and

planning completely set out before the sessions begin. One type of person who would not fit into group therapy would be one of a different cultural background, such as a Doukhobour, who would have to be put into a group of his own kind.

At this point in the meeting, Mr. Genest began a short explanation of his paper entitled, "Group Counselling Experience in a Montreal Post-Release Rehabilitation Agency, La Societe d'Orientation et de Rehabilitation Sociale". A copy of his paper was distributed to each person at the conference.

Mr. Genest advised that the two specific cases used as examples in his paper were selected for group therapy experiment by the S.O.R.S. with the assistance of their psychologist, Andre Matte. He stated that this type of session might not prove effective for Parole Service purposes. He said that the main argument for the new type of treatment with the S.O.R.S. was that the hard delinquent core of many young people would benefit more by this type of group therapy (see page 3 of his paper). Referring to page 4, Mr. Genest re-read the quotations of Ackerman and Klapham, two leading specialists in the field of group therapy. On page 5, Mr. Genest has set out a paragraph relating to a quotation by Father Mailloux, which reads, in part: "I do not believe that it is possible to treat and to cure a delinquent separately and independently from his group." Mr. Genest stated that though we may not necessarily agree with this remark, Father Mailloux has made a very substantial argument for group therapy.

Mr. Genest pointed out that there were very strict criteria for the selection of the two illustrated cases, and the persons involved in the group sessions. Criteria for selection covered the following points: those who (1) were at the beginning of their parole period; (2) were from 18-22 years of age; (3) had average or above average I.Q.; (4) had a minimum of grade 5 education; (5) were previously involved in delinquent activities, with at least three convictions, including Juvenile Court; (6) the family environment; and (7) the delinquent's attitude and behaviour in interview. Needless to say, the groups were very selective ones and only a very special type of person took part.

With reference to the Implication of the Criteria, Mr. Genest referred to page 7 of his paper and quoted the four hypotheses which inspired Mr. Matte's treatment.

On page 7 of his paper, Mr. Genest also sets out, under Treatment Goal and Method, the main objective with the groups (parolees), which was to bring the delinquents to a point where they would feel the need to be helped at the psycho-social level. Each individual was stimulated to a state of anxiety which would result in a search for other solutions to their problem of adjustment to the social environment.

Mr. Genest stressed the fact that the only topic discussed was the members' delinquency and behavioural problems. This resulted in freeing the individual to give him insight into his problem (see page 8).

On page 9, under Results and Conclusions, Mr. Genest has set out the various group sessions which took place. He pointed out that all sessions were mandatory, that is, they were a special condition to the Parole Agreement. The recidivism rate was 3 out of 15 persons, or 20%. Also, there was a notable difference in the change in their attitude toward the therapists and a better comprehension of their role. The results of these sessions are shown on pages 10-12 of Mr. Genest's paper.

#### Question Period

Mr. Rempel informed that previously a woman with the John Howard Society of Montreal, a Miss Kathleen Campbell, had done some group work on this basis but apparently a report had never been completed. He also pointed out that sometimes the group therapy became a way of persons getting together to plan further criminal activity.

Mr. Byman advised that one of his parolees had told him about a group session being done at Haney where the wives are brought into the sessions, while the men are still in the institution (approximately a few months before their release), and take part in discussions of the home environment and social problems. These sessions may then be continued after release. He pointed out that this particular parolee was very interested in the sessions and was still attending them even while on parole. Moreover, he had sought Mr. Byman's advice regarding some films which he might be able to show at these sessions.

In answer to a question whether group work could be used by itself or just as a supplement, Mr. Spiro advised that it could be used by itself but selection of the participants in the group must be very careful. He said the S.O.R.S. insight therapy would be useless unless the individual has the ability intellectually to use the insight advantageously. It can have a harmful effect on the individual if he does not understand the proper meaning of obtaining this insight, i.e., he might feel that since he knows why he has committed the crime, he can now commit a further crime because he knows the reason for it. He also said that the group therapist must be available for individual as well as group counselling.

Mr. Spiro went on to say that group therapy is presently being organized in the State of California, the State of Wisconsin and the State of Washington. He said that Montreal has the advantage of having one of Canada's top group therapists attached to the Sir George Williams University.

Mr. Gaw suggested that it was not intellectual capacity alone that an individual requires to gain real insight, but emotional growth is also required to develop this insight. He stated that there is a difference between an individual being able to verbalize change and being able to perform this on the outside. He stated that many of the N.P.S. parolees have a sociopathic background and these individuals do extremely well in a group setting but cannot transform this on the outside. They have the motivation but not the ability to change.

Mr. Spiro advised that this might be explained by stating that if the needs of an individual are being met, there is no desire to change. These people might be really tremendous in a group setting. He claimed that you cannot force a person into group therapy and he would be very much against putting the condition under Section 8 of the Parole Agreement. He felt that this in itself could be self-destructing of a group session.

On the other hand, Mr. Dumaine pointed out that if the condition does not fall under Section 8 of the Parole Agreement, and an individual attends the sessions only to a point where he is anxious "to move", it could have a dangerous effect in that he might recommit his crime. He said one must have some sort of control to force the individual to continue to attend the sessions; the supervisor would have to follow up with the individual as to his reason for not attending a previous session.

Mr. Stevenson advised that with regards to the habitual criminals in B.C., there is presently a group of three therapists who have taken charge of group work sessions and that these are not working out at all. The sessions were not set up properly, there were conflicts between the therapists themselves, and there was much confusion, due to the lack of planning. However, apparently the therapists feel that this confusion was helpful to the individuals in the group.

Mr. Spiro advised that with regard to the Parole Service, the audio-visual type of group therapy might be worked out. At this type of session, the whole session is recorded and then played back at the next session to enable the participants to see themselves and to discuss their problems. Also, there is the drama type of therapy session, where an actual situation is acted out and the participants see themselves in a similar situation and then discuss the problems.

Mr. Miller then raised the question as to whether there was actually any saving of time in these group sessions. Mr. Spiro referred to an experiment to which he was associated where he had 30 individuals and was later able to increase the number to 90. He took four groups of ten at one hour sessions each and found that much time was saved. This same individual counselling of 30 individuals would have taken him 30 hours, plus travel time, etc. Mr. Spiro then referred further to the Provo experiment, which is set out on page 3 of his paper.

Mr. Carabine asked if this was actually considered as insight therapy. Perhaps this would lead the individual to the possibility of insight therapy.

Mr. Wright referred to a group session which he had previously held with six parolees. Full attendance turned out at the first meeting; gradually by the fourth session there were only two parolees participating. He wondered whether this type of counselling was time saving, as usually it is necessary to continue the individual counselling. However, he did say that quite a bit of information was received about the individual and the kind of relationships he establishes and some of the problems which were not freely expressed in individual counselling were brought forward. He went on to say that the extra information and the experience was very worthwhile.

Mr. Byman advised that he did not think much time had actually been saved during the group counselling in which he was involved. He found that parole officers generally were in a better position to work with the groups because of the common goal of all participants, that is, all being on parole and hopefully wanting to complete it successfully. However, in his opinion, he felt that it was necessary to have the attendance at these group sessions mandatory.

Mr. Beames advised that the J.H.S. have been running a group for the past two or three years. He said the officers also work individually with each of the participants. Questions were raised at these group sessions which could later be discussed in private sessions with the individuals. However, the officers really did not conduct these sessions with the idea of saving time.

It was suggested that the lack of success is not the group's fault but is due to the lack of training of the officer in charge, i.e., one who has no planning or objectives and no real guidelines to follow when setting up the group sessions. However, it was suggested that since group therapy is still in the experimental and exploratory stages, it would be difficult to determine just who should be held responsible for the failure of the sessions.

Mr. Spiro drew attention to page 6 of his paper where he has listed the 19 levels of growth and development through which the individuals and the group should pass.

Mr. Spiro also referred to the work done by Valerie Satier and her report entitled "Conjoint Therapy". Her experiment was with families and worked out very well. However, it was recognized that any type of group therapy which was undertaken depended upon the knowledge, know-how, and ability of the officer to plan and that family counselling in a group was a special type of qualification over and above that.

Mr. Dumaine raised the point about the pitfalls of group therapy as against the individual type. He told of one group session, in which he had taken part, where they used the "attack" approach on one individual in the group. After a few sessions, the group had to be abandoned because the participants did not want to be "centered out" this way.

Mr. Spiro remarked that this was the intensive attack on individuals in a group. He said that sometimes the inmate breaks under the attack and will not return to the sessions for more; other times he will sit aside of the group and do nothing. At this point Mr. Spiro referred to page 5 of his paper where he has set out the results of the pitfalls of the therapist which are transposed to the client.

Mr. Wright advised that in his group sessions, two of the participants became drinking companions and he felt that the selection had obviously failed. However, it was suggested that this could have been a good point to discuss at one of the sessions and to try to understand why these two actually felt contented with each other's friendship.

With reference to a question on whether the group should be made up of one type of person, i.e., passive, aggressive, etc., it was suggested that the group should be well mixed and balanced, with some passive, some not so passive, and some very aggressive. It was said that the aggressive personality is probably the stronger of the two but that quite often in a group session the passive person will take a very active part to hold his own place in the session.

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Regional Representatives' Conference

May 12-17, 1968.

Thursday, May 16 - 9:00 a.m.

THE ROYAL PREROGATIVE OF MERCY

- Mr. L.L. England,  
Chief, Clemency & Legal Division,  
National Parole Service.

Mr. England spoke to the conference representatives from a prepared paper on the subject of the Royal Prerogative of Mercy. A copy of this paper is attached.

He distributed to the representatives a copy of the Letters Patent of 1947, as well as a copy of excerpts from the Criminal Code relating to this subject. He advised that very little material has been written on this subject and that there are many loopholes in its legislation. He referred to the chapter by A.J. MacLeod in the book "Crime and Its Treatment in Canada".

Mr. England then explained fully the enactment of the legislation affecting the prerogative of mercy and its effect on the work of the Parole Service to date.

He advised that every application received is examined and receives the personal attention of the Chairman of the Parole Board. He said that any parole matters where the clemency aspect is involved should be referred to the Clemency Section at headquarters for further consideration.

Mr. England stated that a recommendation and a submission is sent to the Solicitor General by the Chairman of the Parole Board in all deserving cases, who in turn forwards the submission to the Governor General for final approval. He advised that the submission and a draft pardon are then forwarded by the Parole Service to the

Department of the Registrar General for the preparation of final documents. Following receipt of the final documents, the applicant and the R.C.M. Police, as well as the Commissioner of Penitentiaries, are advised of the granting of a Pardon in a particular case.

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## The Royal Prerogative of Mercy

L.L. England,  
Chief, Clemency & Legal  
Division, Parole Service.

### Introduction

Today I am speaking about Mercy. A particular type of Mercy exercised by the Crown. It has been stated that "Mercy is free in coming to a conclusion; she gives her decision, not under any statute, but according to equity and goodness".

Human institutions are fallible and must in many respects be imperfect. No human faculty can anticipate the various temptations which may urge a man to the commission of an offence; or foresee all the shades in the circumstances of a case which may extenuate the guilt of an accused.

Since society cannot sufficiently provide for every possible transgression of its ordinances and measures or, by anticipation the degree of guilt which may attach to the offender, it has been entrusted to the Queen with the power of extending Mercy.

Mercy is one of the Prerogatives of the Crown that may be exercised. In respect of the general Prerogative of the Crown, Dicey stated:

"the Prerogative" appears to be both historically and as a matter of actual fact nothing else than the residue of discretionary or arbitrary authority which at any given time is legally left in the hands of the Crown. The Queen was originally in truth what she still is in name "the sovereign" or if not strictly the sovereign in the sense that jurists use that word, at any rate by far the most powerful part of the sovereign power."

The Prerogative of Mercy is thus an equity that resides in the Queen. The equity depends essentially upon the particular circumstances of each individual case. There can be no established rules and fixed precepts of equity laid down without destroying its very essence and reducing it to a positive law.

The rules or criteria or principles whatever you may call them are very flexible and are considerably wider now than they were in the past. Each situation is, therefore, analyzed as a whole. An automatic action is completely impossible, taking into consideration the flexibility of the rules and the number of factors involved.

The Queen's Prerogative of Mercy as it relates to Canada, was expressed in a letter from Earl Granville to Sir James Young, dated 24 February 1886;

"As the powers of pardoning is by the law of England and her settlements part of the Royal Prerogative, the power of pardoning is at and after the passing of the B.N.A. Act to be found in the Queen, or in those to whom the Queen deposes it, except so far as the Queen's delegation of this power is controlled by statute."

It is interesting to note that the Quebec Resolutions recommended that the power of respiting, reprieving and pardoning prisoners convicted of crimes and of commuting and remitting of sentences in whole or in part should be "administered by the Lieutenant Governor of each Province in Council, subject to any instructions issued from the "General Government". This clause was not accepted by Westminster and thus Prerogative of Mercy was left with the Queen.

The source of the exercise of the Royal Prerogative of Mercy in Canada is now found in the Letters Patent Constituting the Office of the Governor General of Canada, effective on October 1, 1947.

The power and authority delegated to the Governor General under article II is all inclusive i.e. he may "exercise all powers and authorities lawfully belonging to Us (the Queen) in respect of Canada".

The particular powers in respect of Mercy are set out in Article XII. Under this article you will note that,

- (a) it refers to a Crime or an offence against the laws of Canada. Since Criminal jurisdiction is a Federal matter, it is only the Federal Government that may prescribe crimes and offences Violations of provincial enactments do not come within the exercise of the Prerogative of the Governor General.
- (b) a pardon may be granted in the case of an "approver" i.e., an accomplice who informs, before trial

- (c) after trial, the pardon granted may be a free pardon or one subject to lawful conditions,
- (d) fines, penalties, or forfeitures due and payable to Us i.e. to the Queen in right of Canada, may be remitted by the Governor General.

The power of the Governor General is subject to first receiving the advice of the Privy Council for Canada with respect to the grant of a pardon or respite in Capital cases and in other cases, the advice of one Cabinet Minister. In modern times all such advice is, of course, given subject to the accountability of the Privy Council in the Executive or the Minister responsible to the House of Commons. However, by constitutional practice Her Majesty and the Executive are not answerable to Parliament in such matters.

I think it appropriate to point out to you at this time the provisions of Sections 596, 655, 656, 657 and 658 of the Criminal Code. These Sections deal with new trials, appeals, pardons, commutation of sentence and remission by Governor in Council of a pecuniary penalty, fine or forfeiture. Our legislators therefore, have made it possible to grant a pardon pursuant to a statute. Such a pardon, granted by the Governor in Council, would be reflected in an Order-in-Council. As a matter of practice this procedure is not followed.

Section 658 of the Code states:

"Nothing in this Act in any manner limits or affects Her Majesty's Royal Prerogative of Mercy".

Thus, in Canada our legislators have exercised special care not to encroach on the Royal Prerogative of Mercy exercisable by the Governor General in respect of matters dealt with under the Criminal Code.

The Prerogative of Mercy, therefore, only extends to the mitigation or remission of a punishment. There is no authority in any instance of making the condition of any person worse nor is there power to grant a pardon to a man who has died. The Queen may remit part of a sentence but cannot substitute. Finally, there is no power under the Letters Patents to remit fines or penalties payable to a person or government other than the Federal Government.

It has been submitted that to properly exercise such Clemency one must have a comprehension of the law, the composition of the Courts and the law enforcement agencies in order not to defeat, by the irresponsible exercise of Clemency the balance and the cohesiveness of the rule of law and the function of criminal law.

Clemency has been justified as a step in the corrective process, an exercise of Mercy upon purely humanitarian grounds and a means to correct a defect which the legislator would himself direct if he were present, or would have legislated had he been aware of the case.

The purpose of the Criminal Law is to protect the public. The exercise of Clemency, on the other hand, must therefore, not be permitted to frustrate the workings of the other agencies by which the purpose is effected, i.e. the legislature, the Courts, the police and the corrective institutions. It has never been intended as a device in the hands of the Federal Government to exercise some form of supervision over the administration of justice in this Country.

Public opinion must be kept in mind in applying the principles relating to Clemency. No system of Clemency will be successful if it is out of line with the views of the public generally. It must not lag or go ahead.

A guideline for the exercise of the Prerogative of Mercy was contained in a memorandum of the Home office in England in 1904. It limited the occasion of the exercise of this Prerogative to the occurrence of substantial injustice. In so doing, it stated that the Home office was not a Court of Appeal or a Court of Revision and would not interfere on,

- (a) technical grounds,
- (b) on the grounds of the wrongful rejection or misreception of evidence, or
- (c) because the jury has been misdirected unless it can be shown that substantial injustice has been done.

Later, an address by the Home Secretary in 1956 set out the British practice in such matters.

- (a) they do not act as a Court of Appeal, nor do they attempt to retry the case on paper,

- (b) they do not advise any interference with the conviction or sentence merely on the grounds that they might have come to a different verdict or imposed a different sentence. There must be stronger and more specific grounds than this before interference can be recommended,
- (c) where the petition is to the effect that an innocent man has been wrongly convicted there must normally be fresh evidence, which was not before the Court, to justify any interference,
- (d) where the petition is to the effect that the sentence was unduly harsh there must normally be fresh facts that were not before the Court when it decided what sentence to impose, or a change of circumstances since the conviction to justify any interference.

These principles, if we may call them such, are generally adhered to today in Canada in Clemency matters. Where applicable, the very words of the Home Secretary have sometimes been used in our correspondence. The following paragraph recently included in a letter, is an example.

"the exercise of the Royal Prerogative in the granting of a pardon on the basis of the innocence of the person convicted, normally results from conclusive additional evidence which was not available at the time of the trial. The exercise of the Royal Prerogative is not an alternative to an Appeal Court and it is not intended to be a method of retrying the case.

I now propose to deal with the remedies available through the exercise of the Royal Prerogative of Mercy. They are, Free Pardon, Ordinary Pardon, Remission of a Sentence of imprisonment, Remission of a fine, forfeiture, penalty, estreated bail and the granting of an amnesty or respite. You will note I have not included commutation of a punishment. Perhaps I should define the words commutation, remission and mitigation.

"Commutation" is changing the type of punishment

"mitigation" is awarding a less amount of the same punishment.

"remission" may be remission of whole or part of the sentence; thus a sentence of imprisonment may be remitted altogether or a portion of the term may be remitted.

### PARDONS

The term "pardon" has always been construed in Clemency practice as a general term embracing all forms of Executive Clemency. The particulars may be determined by examining the instrument. For example a remission of sentence is, in fact, the grant of a pardon to the offender in respect of serving the sentence.

The departmental practice in respect of the grant of a pardon is to distinguish between two types of pardons; the Ordinary Pardon and the Free Pardon. They resemble one another as they proceed from the same source as any other act of Grace. Both are based on special considerations of unusual character. Both are conveyed in a special document under the Privy Seal of His Excellency the Governor General. Both remit, to the individual on whom the pardon is bestowed, the conviction for the crime of which he was found guilty, the sentence passed upon him in consequence thereof, and exempts him from the legal consequences of the conviction and sentence.

But the Free Pardon goes a step further in that it is granted on the grounds of innocence established and admitted by the Crown, an act of Grace to which the recipient is morally entitled, as of right. An Ordinary Pardon, on the other hand, is a pure act of grace.

### EFFECT OF FREE PARDON

Hawkins, the English Authority stated in respect of a Free Pardon:

"the effect of such a pardon by the King is to make the offender a new man, to acquit him of all corporal penalties and forfeiture annexed to that offence for which he obtains his pardon; and not so much as to restore his former, as to give him new credit and capacity."

Chitty on "Prerogative of the Crown" states:

"the King's Pardon, if general in its purport and sufficient in other respects, obliterates every stain which the law attached to the offender."

"Generally speaking it puts him in the same situation as that in which he stood before he committed the pardoned offence and frees him from the penalties and forfeitures to which the law subjected his person and property."

It would seem that a Free Pardon is the only constitutional means of annulling a sentence regularly pronounced upon a verdict not impeachable in law, though in fact erroneous.!

The instrument granting a Free Pardon states therein, since 1917, that it is being granted due to the innocence of the subject in respect to the offence of which he was convicted and goes on to state that he "should no longer remain subject to the operation or stigma of the aforesaid conviction". It wipes the record clean.

In the Criminal Court the Onus of proof beyond a reasonable doubt is the burden of the prosecution. In an application for a Free Pardon in respect of a conviction, the Onus Shifts to the applicant to produce conclusive evidence that he was innocent.

An Ordinary Pardon, however, does not cause the criminal record of a person to be expunged, but permits the beneficiary to state that he has been the subject of such an exercise of Clemency and this is registered on his record.

It is an Act of forgiveness based on hardship. The test has been that the hardship endured is out of proportion to the trivial nature of the offence.

The applicant in order to secure this equity must do equity and come to us with "clean hands". He must have found his place in society and is contributing to it and be completely rehabilitated.

The principle in respect of the grant of an ordinary pardon was that a substantial length of time must elapse from the commission of the offence before an application for an ordinary pardon could be considered. For example in a survey covering the period 1910-1955 80% of the cases that were granted pardons, over 10 years had elapsed since the offence. The overall average was 19 years. It was described as a rare act of Clemency.

The principle we now follow is one gathered from precedents and policy directions. In 1956, the Fauteux report recommended the granting of pardons on a more liberal scale. In 1959, a Ministerial reference was favourable to this recommendation. Later in 1965, a policy statement was to the effect that an ordinary pardon is not normally considered until at least five years has elapsed and usually ten years since the commission of the offence".

### Remission of a Sentence

The ordinary reason for the remission of a sentence of imprisonment is pure compassion and in a rare case on the grounds of equity. It may be granted as a reward following some particular act of the inmate or where a sentence imposed has later been found to be illegal. A remission of the whole or any part of a sentence may or may not have rehabilitative value. It may or may not restore the inmate's faith in the Executive and it may or may not change the inmates outlook. It may only serve, in his mind, to confirm the fact that he has been the subject of discrimination. It is reserved for those few occasions that call for the exercise of "humanitarian Clemency".

The remission of a sentence of imprisonment is rare, particularly since the establishment of the National Parole Board.

### RESPITE

This term means to keep back and signifies the withdrawing of a sentence for an interval of time. It operates as a delay in carrying out the sentence, a temporary cessation or pause or suspension. It is a temporary Mercy.

Its use, as you know, has been mainly in the suspension of an execution in Capital cases. However, two years ago persons serving a sentence of contempt of Court were allowed their release for the festive season on the authority of a respite. A respite may be granted in respect of the execution of a sentence where Clemency, in the manner of a new trial under Section 596 of the Code, may be later invoked.

### AMNESTY

You all know about this exercise of the Royal Prerogative of Mercy. Recent grants of amnesty were in 1935 (Silver Jubilee of King George V); 1939, (The Royal Visit); 1953, (The Coronation); and in 1959, (The Royal Visit)

It is unlikely that this type of Mercy will be repeated in Canada particularly in relation to a Royal Visit as it has been stated that "As the operation of the National Parole Board becomes effective - it is not anticipated that a general amnesty will be considered on the occasion of future visits of Her Majesty to Canada."

The amount of the amnesty granted was usually one month for each year of every sentence of over 6 months. In 1939 the amnesty amounted to only one month. It was not kindly received by the inmates and it had doubtful value.

#### REMISSION OF FINES, FORFEITURES AND PENALTIES

Fines, forfeitures and penalties must be payable to Us, i.e. to Canada. They arise mainly out of convictions imposed under Federal Acts. These Acts include,

- National Parks Act
- The Food and Drugs Act
- The Migratory Birds Convention Act
- The Opium and Narcotic Drug Act
- The Excise Tax Act, and
- The Income Tax Act

A large number of applications are received for relief following a conviction for a breach of these Acts. Before granting Clemency, reference is made to the Department responsible for the administration of the particular Act. The primary object of the relevant Department is to ensure respect for and observance of their act and regulations. Once this is accomplished and in deserving cases the departments do not insist that the full penalty meted out by the Court be adhered to.

Where third parties are interested in the return of goods forfeited to the Crown, such as a finance company, the principle is that the Prerogative of Mercy should not be used to effect a legal right for that party. Further it is thought that the Royal Prerogative of Mercy should not be used to do what the legislator could have done but did not do.

In all these matters it must be borne in mind the principles previously stated. Care must be taken that the judicial process should not be undermined, and there must be a finality to criminal law.

A fine imposed under the Criminal Code is in accordance with Section 626 of the Code normally payable to a province or a municipality. Such being the case the Governor-General, under the Letters' Patent, has no power to remit it. It may, however, be remitted under Section 657 of the Code by the Governor in Council.

#### ESTREATED BAIL

The remission of Estreated Bail is not a Prerogative of the Crown as the bail money is the property of the Province. Consideration of such a remission is based mainly on hardship endured. Where the person seeking Clemency is a professional bondsman his chance of a favourable recommendation would be rare.

Those of you engaged in Social Work or in the Parole Service know the source of the applications and the reasons they are made. Every application by or on behalf of a person seeking Clemency is carefully examined and each receives the personal attention of the Chairman of the Board or, in his absence the Executive Director.

To digress, I would like to mention that citizens that are otherwise respectable find themselves convicted under the Criminal Code and other Federal statutes for very minor and trivial offences e.g. for causing a disturbance, e.g. singing perhaps too loudly and too late in the evening. There are also numerous cases of people who are convicted of trivial acts of theft.

It is all too frequent that boys between the ages of 16 and 20, otherwise good citizens in all respects, due to an impetuous act, find themselves convicted of an offence.

As a matter of interest in 1966, 45,670 persons were convicted of an indictable offence under the Criminal Code and 110,191 were summarily convicted for offences under the Code. In addition 428 persons were convicted of an indictable offence and 32,186 summary convicted for offences under other Federal statutes. Forty percent of those convicted were sent to a prison or institution.

Of the indictable offences committed, approximately one half were offences against property without violence.

Except where the Prerogative of Mercy is indicated in a case being reviewed for parole or is brought to the attention of the Chairman or the Clemency Section flowing from some other matter, the exercise of the Royal Prerogative must be initiated by an application by or on behalf of the aggrieved person.

Not only is Mercy free in coming to a conclusion, it is free to rich and poor alike. There is no charge. However, it is the "squeaky wheel that gets the grease".

PAROLE ACT

Of course the main Clemency statute is the Parole Act. The granting of parole is an act of Clemency, humanitarian Clemency authorized under a statute. Similarly, the revocation or suspension of a sentence of whipping or a driving prohibition is an act of Clemency.

EXCISE ACT ch 99 RSC 1952

Section 164 of the Excise Act provides for the return to the claimant of forfeited goods, or to anyone who claims an interest in the forfeited goods, other than the person accused of the offence. The claimant must apply through the Courts.

CUSTOMS ACT ch 58 RSC 1952

Under Section 166 of this Act any person who has an interest in thing seized may, within 30 days after seizure apply to a judge declaring his interest. He may then be entitled to an order that his interest is not affected by the seizure.

FISHERIES ACT ch 119 RSC 1952

Under Section 75 of this Act a person aggrieved under the Act may appeal to the Minister who is authorized under the Act to remit penalties and restore forfeitures.

FINANCIAL ADMINISTRATION ACT ch 116 RSC 1952

Under Section 22 of this Act the Governor-in-Council, on the recommendation of the Treasury Board, whenever it considers it in the public interest, may remit any tax, fee or penalty.

CLEMENCY PROCEDURE

Under Section 18 of the Parole Act, the National Parole Board, when directed by the Minister, is charged with the duty to investigate or inquire into any request made for the exercise of the Royal Prerogative of Mercy.

Where an application for Clemency is made which clearly does not fall within the criteria for the grant of Clemency or the policy in effect, the Chairman of the National Parole Board, acting on behalf of the Minister, may inform the applicant that a favourable recommendation is not possible in his case.

Every application for the Exercise of the Royal Prerogative of Mercy is investigated. The procedure for the investigation is based on the information forwarded by the applicant in his application and from information received during the course of the investigation. All details in respect of the man's record, his social and domestic activities and his general reputation are received.

When the detailed investigation has been completed, a decision is made as to whether or not a favourable recommendation should be made. Where a favourable recommendation is made the details of the application and the results of the investigation are conveyed to the Solicitor General in a memorandum from the Chairman of the National Parole Board. Accompanying this memorandum, for the approval and signature of the Solicitor General, is a submission addressed to the Governor General recommending the exercise of the particular form of Clemency involved.

Where the Clemency to be exercised is a pardon, the submission is accompanied by a draft pardon. The submission and the draft pardon is forwarded through the Secretary of State who prepares the formal instrument and forwards it to Government House.

On the approval by the Governor General of the recommendation made by the Solicitor General, the formal instrument is returned to the Chairman of the National Parole Board who then delivers the instrument to the applicant and informs all the relevant authorities of the decision taken.

In cases other than a pardon a less formal instrument is prepared and forwarded with the submission to the Governor General. When the Governor General approves the submission he affixes his signature to the instrument.

In July 1954, a decision was made whereby Pardons and Free Pardons would be reserved to cases where the accused was sentenced to prison or convicted of an indictable offence.

Where one, pursuant to proceedings on summary conviction, is sentenced to the payment of a fine and later on found to be innocent, both the conviction and the fine and costs are remitted. The submission, forwarded to the Governor General for approval includes the following statement:

"who is now considered not to have been guilty of the offence of which he was convicted, and further that any Court and Police records of this conviction be expunged".

While no instrument under the Great Seal is issued, in pith and substance, this person has received a Free Pardon and the reference to expunging the records are the normal benefits that flow from the grant of a Free Pardon.

There has been a great change in the attitude toward the granting of an ordinary pardon and the expunging of records. A headline in the April 18th edition of the Globe and Mail states, "Cabinet supports plan to erase crime records". We have come a long way. For example an application was made for an ordinary pardon in 1955 for a veteran who served overseas for 3½ years and had led a law abiding life since the commission of his one and only offence. His offence was committed on the prairies in the depression year of 1936. He was convicted of taking coal that had dropped from the tenders of passing trains which he took from the railway track to use to heat his home for his family. His application was denied. He was told that a pardon could only be granted upon the discovery of new evidence establishing innocence.

I do not want to bore you with statistics, however, in the years 1960 to 1967, inclusive the number of ordinary pardons granted respectively were 5,0,8,9,14,11,23 and 42. At the moment i.e. 16 may 1968, there have been a total of 2 free pardons and 24 ordinary pardons granted this year, one case of a 2 years remission of sentence, one remission of estreated bail, two cases being considered by the Department of Justice under Section 596 for a new trial and one respite.

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May 16, 1968.



Regional Representatives' Conference

May 12-17, 1968

Thursday, May 16 - 10:20 a.m.

Speaker: Mr. P. Hart,  
Director of Admini-  
stration and  
Personnel

RE: ADMINISTRATION OF THE SERVICE

Mr. Hart indicated that his presentation would be related to his own area of responsibilities as Director of Administration and Personnel.

He stated that his responsibilities were:-

1. Budget and Accounting - Program Review and Estimates.
2. Purchasing and Stores.
3. Personnel and Staffing Programs.
4. Central Registry at headquarters and records generally throughout the Service.
5. Secretarial services throughout the Service.
6. Employment Requirement for the whole Service and Planning.
7. Telephone and Communications.
8. General Administration.

1. Budget and Accounting

With regard to Budget and Accounting, Mr. Hart advised that the Government had recently put a "freeze" on all vacant positions as at March 1, 1968, and that a submission had immediately been sent to Treasury Board to unfreeze these positions. In the submission, 41 continuing positions had been listed, plus 2 casual positions. Mr. Hart advised that after

... 2.

lengthy discussion with Treasury Board officers, the Service was able to get 23 positions out of the 43 positions, of which 10 were for the planned expansion of the Service, i.e. Regional Directors and their secretaries. Of the balance of 31 continuing positions, 8 positions did not receive clearance by the Treasury Board. However, Mr. Hart advised that he would have a personal discussion with each Regional Officer at a later date. He further advised that 4 of the 8 positions not cleared were positions established at headquarters.

Mr. Hart advised that eventually it is hoped that the Regional offices will have their own budget to cover such items as travelling, furniture equipment, etc., and that he hoped this would be arranged within the next two years. He said he is preparing a survey which should be completed in June as to the amount of money being spent in each regional office.

## 2. Purchasing and Stores

Mr. Hart again stressed the point that very little money is available. He advised that this portion of the budget included typewriters, stenorettes, etc., as well as stationery.

Mr. Hart told the officers that stenorettes were not available on a one-to-one basis, mainly because of the cost involved, and that it would be hard to justify such a policy to the Auditor General. If there is a proper organization of equipment in the office to share the machines, this should not present too much of a difficulty. He advised that more tapes can be obtained from headquarters if any officer requires them.

With regard to stationery, Mr. Hart emphasized the fact that the person who requisitions stationery should be aware of the proper supply required. He advised that headquarters now had a new stationery storeroom and inventory will be taken periodically to ensure that supplies can be sent out as soon as requisitions are received.

Mr. Hart advised that material can be printed fairly quickly now at headquarters, and that a directive will be sent out shortly advising the staff in the field of the services available at headquarters for

the use of the field offices. He also advised that a directive would be sent out shortly advising the staff of the proper method of requisitioning supplies.

Mr. Hart advised that up till now, electric typewriters had not been supplied in the field offices and probably would not be supplied to the field at least for this year, due to the lack of money in the budget for installation and upkeep of these machines. He said that some new electric typewriters had been made available at headquarters and that a standard type of typewriter is being purchased for economic reasons and uniformity in the work performed.

With regard to furniture, Mr. Hart advised that the amount of equipment in each office depended upon (a) the number of people in the office; and (b) executive status of personnel in each office.

Mr. Hart mentioned that it was his hope that interview rooms or conference rooms will be available to the field offices shortly. He referred to a letter dated April 24, 1968 from the Department of Public Works, which sets out certain entitlements for the field, and the number of square feet per office which is allotted to each field officer. However, he advised that he would appreciate receiving the views of the field staff with regard to the use and necessity of interview rooms, etc.

### 3. Personnel and Staffing Program

Mr. Hart advised that Miss Vining, our Personnel Advisor, would be speaking to the group on this subject and he would leave any discussion thereon until that time.

### 4. Central Registry - Record Keeping

Mr. Hart said that even though the filing system at headquarters should be flexible, some changes would have to be made to make it more efficient. He advised that as soon as one of the positions is unfrozen he should be in a position to send a person to visit the various regional offices to advise them on the setting up of a uniform filing system for administrative files.

He also advised that it is the hope of the Service that the regional offices will be able to use the Archives to obtain "dead" files. Apparently "dead" files are being kept in each regional office and subsequently, more filing cabinets are being required and more space is being taken up for storage purposes. Since these files are duplicates of the headquarters files, they should be destroyed following full comparison of material. This will be the subject of a directive when our new Records position is filled.

#### 5. Secretarial Services throughout the Service

Mr. Hart said that the position of employing secretarial help was improving somewhat but that it was hoped to increase the services in the next program review. However, he advised that it might be next year before something concrete can be done in this matter.

#### 6. Accommodation Requirements

Hamilton office - moving very soon to new location; still no word from Treasury Board; again the money situation must be considered for a private building.

Guelph office - the money is to be released from the Toronto budget hopefully sometime in July.

Sudbury office - the renovation work will be done as required.

Moncton office - going to be moved shortly; all arrangements have been made in this regard.

Mr. Hart then requested that the regional representatives advise him as soon as possible if they require any renovations or alterations to their offices so that an immediate submission can be sent to Treasury Board.

#### 7. Telephone Services

Mr. Hart advised that our telephone bills had increased tremendously. He asked that the field staff try to use discretion and use direct leased lines for long distance calls where they were available. He requested that the officers use the Bell Telephone line only when absolutely necessary.

## 8. General Administration

Mr. Hart advised that he had a request from Mr. Len Good, the officer responsible for Accounts and Purchasing at headquarters, that the following messages be passed on to the field staff:

- i. It is expected that an Administrative Manual will be made available to all field staff shortly. However, lack of office staff is hindering the preparation of this Manual at the present time.
- ii. He asked that the issue vouchers (green) must be mailed promptly to headquarters.
- iii. He requested that the travel claims be sent in to headquarters promptly following the completion of a trip, etc.

In this regard, it was advised that the reimbursement of cheques on travel claims will take approximately 30 days at least. Also, it was mentioned that errors in the travel claims naturally hold up the clearance of the claim and reimbursements are delayed.

- iv. Mr. Good wanted to advise the field staff that the cheques are not made up at headquarters but have to be sent to the Treasury Officer. Therefore, a request for an advance cheque should be sent to headquarters at least two weeks before the money is required, as the average time for issuing a cheque is 10 days, and may take much longer, particularly if American funds are involved.
- v. The field staff were informed that a memorandum listing the Canadian and American hotels which are to be used when travelling would be sent to the field staff very shortly. This would indicate the reduced rates these hotels were prepared to give to Federal employees.

The meeting then turned to the discussion of using Government owned vehicles in the regional offices. Mr. Hart advised that a survey had been done in this regard and that a saving of only \$74 per year per vehicle would be effected if Government owned cars were used. He also pointed out that the ratio of cars to the regional offices would be 3 cars to a 10 man office which would certainly not be sufficient for our purposes.

He also advised that a survey had been made by an independent firm who had recommended that 8-10¢ a mile was quite sufficient. However, Mr. Hart advised that this survey had been done over a year ago and it was his intention to go back to them again for an up to date survey. Mr. Stevenson advised that a study had been completed in the Vancouver area which would undoubtedly force this issue. Mr. Hart said he would be very glad to receive any information in this regard as most of the surveys being done are dealt with on a national basis rather than an area basis.

In an open discussion period, Mr. Hart said he did not know the position of renting automobiles for use by the field staff. However, he did realize that the use of the officer's own car was costly.

Mr. Gillies advised that the rate of mileage allowable was not consistent with city driving and that in his opinion an increase in the mileage cost would not be the solution. He suggested that perhaps an average rate could be paid for the officer using his own private car of approximately \$25.00 in exchange for buying Government cars, plus the usual mileage rate.

Mr. Leroux concluded that obviously the current mileage rate was inadequate and that something should be done one way or another to solve this problem.

In response to a question regarding the reduction in price of purchasing new cars, as apparently is done in some other Government departments, Mr. Hart said that he had no evidence on this point.

With regard to payment of meal allowances for parole officers who are required to work after the normal working hours to interview parolees, etc., Mr. Hart advised that his submission had been returned with a negative reply and that perhaps this was a problem to be taken up by Collective Bargaining. He also said that perhaps the question of mileage allowance for private cars used while on duty could also be taken up by Collective Bargaining.

With regard to parking, Mr. Hart advised that parking space would be issued on a pro rata basis, depending on the Government employees in a particular building.

On the matter of collective bargaining, Mr. Hart advised that any Parole Service Officer was entitled to become a member of any particular Association (i.e. Public Service Alliance). He pointed out, however, that certain positions had been classified as "confidential" and these persons were exempt from active membership, although they could become Associate Members and still receive the full advantages of any Association.

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CHESTERMAN BOYS



MADE IN CANADA

CHESTERMAN BOYS



MADE IN CANADA

Regional Representatives' Conference

May 12-17, 1968

Thursday, May 16 - 11:30 a.m.

PERSONNEL MANAGEMENT AND MANPOWER PLANNING

- Miss M. Vining,  
Personnel Adviser,  
National Parole Service.

Miss Vining spoke generally on matters relating to staff of the National Parole Service.

Acts and Regulations

She first advised that copies of the various Acts were ordered some time ago and as soon as these are received, they will be distributed to the Parole Service staff.

New Selection Standards - Staffing  
Welfare Programmes

The Public Service Commission and the Bureau of Classification Revision are now in the process of developing standards for Welfare Programmes based on the Classification Standards.

When the Standards have been approved, the emphasis in selecting candidates at Selection Boards will be on the quality of experience, rather than on the quantity as it has been up to now.

Miss Vining advised that the Public Service Commission had talked about setting up an inventory of the qualifications of staff in Welfare Programmes in all departments, i.e. Indian Affairs, DVA, etc. This information concerning the Welfare Programme Officers could be used by a designated committee for exchange of personnel if desired. However, she pointed out that this matter was still in the planning stage.

Staffing

With regard to National Parole Service, a system had been developed whereby all the qualifications of Welfare Officers below the level of WP.3 are being considered periodically. She advised that meetings take place quarterly and the questionnaire and appraisal forms are sent to the Regional Representative for possible promotion of a particular officer. She pointed out that this follow-up was separate altogether from the annual appraisal which is done by the Regional Representative, and is strictly for promotional possibility to WP.3.

Selection Board - Public Service  
Commission

We are still limited to the quantitative standard of years of experience but this could change when the new Standards with emphasis on quality are approved.

Miss Vining advised that the promotions are to be in line with the hiring rates for 1968 and that if possible all officers employed within the last year or so will be brought up to the appropriate level.

Administrative Support

As regards the delegation of hiring to regional offices, Miss Vining said it was hoped that within the next short while the regional officers will be able to recruit their own administrative support staff.

With reference to a question regarding the red-circled positions, Miss Vining advised that there were still a few positions at headquarters, as well as in the field offices, which are still red-circled.

With regard to employment of casual help, Miss Vining advised that there is the ceiling on the employment of casual help which greatly restricts hiring of casual help. This makes the situation different than it would be under normal circumstances. She said, however, that the regional offices should advise headquarters immediately if they are going to require casual help, particularly as replacement for secretaries on summer holidays where there is only one girl in the office.

Miss Vining advised that ST.3 and ST.4 positions were standard pattern in field offices, although in some of the larger offices there were senior positions of CR.4 and/or junior positions of CR.1.

It was suggested that once a regional office is contented to employ a typist, even temporarily, in place of a stenographer, the position upon review could be reclassified to a typist on a continuing basis when the requirement was really for a stenographer.

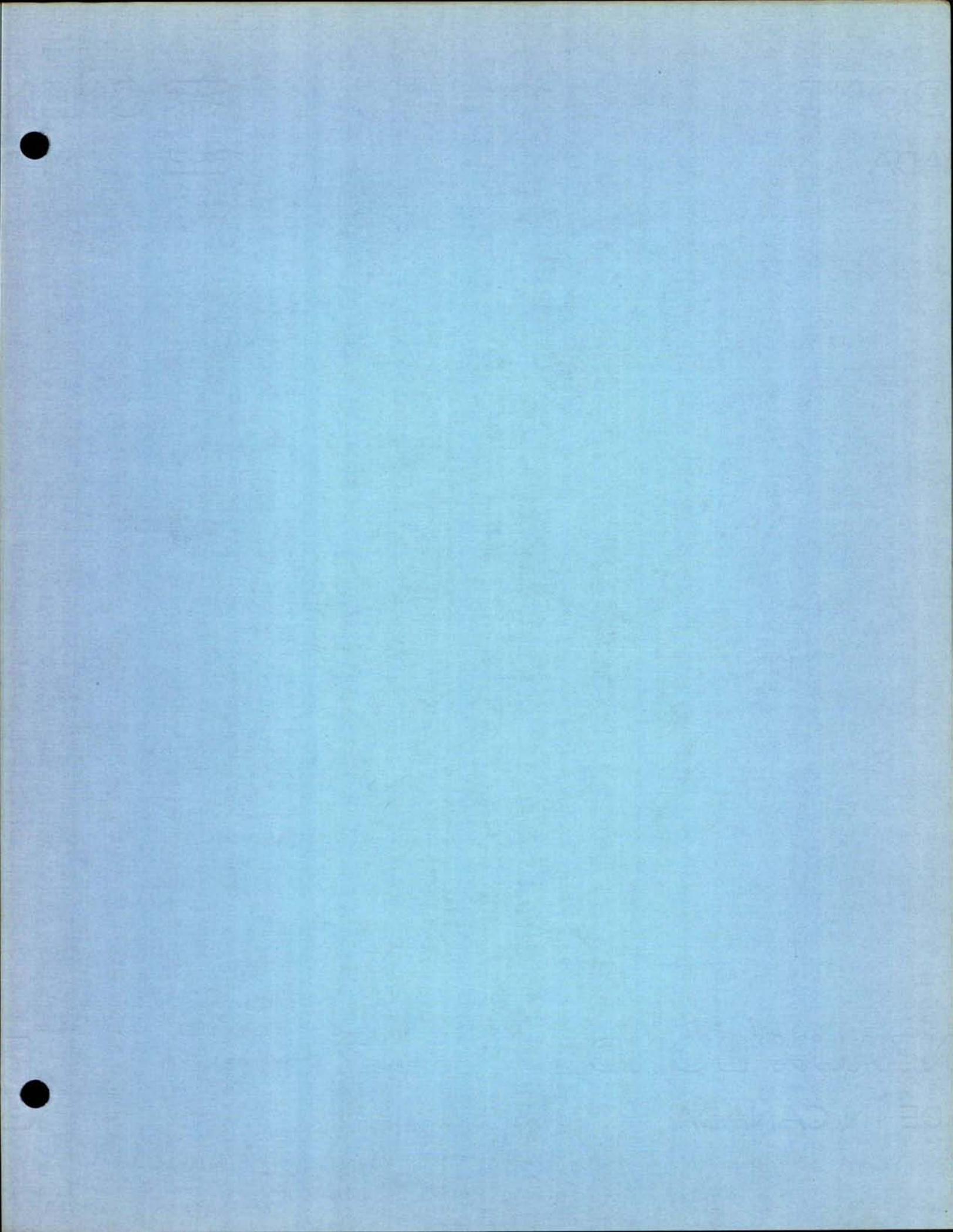
The problem of prompt replies to persons interested in employment at the professional level was then discussed. Mr. Miller advised that this has been a long drawn-out problem; that meetings had been held between the Parole Service and the Public Service Commission to try and solve it but to date there was no real solution. He advised that the Service had been successful in getting the Commission to send an interim letter to interested persons, advising them of their status.

Mr. Hart advised that usually the security clearance was the time-consuming element in the investigations but steps had been taken to have this clearance within 48 hours. It was pointed out that the Public Service Commission have full authority for the final selection of applicants and the advising of the successful applicants in a competition. The field officers were encouraged to help anyone who might be interested in applying for a position with the Service by mailing to them a copy of the application form and the poster, and possibly informing them of the opportunities existing within the Service.

Mr. Leroux pointed out also that a delay is often caused by an offer of employment being sent to the applicant receiving the highest marks in the competition and the applicant's delay in replying to the offer. Consequently, should this applicant delay his reply and then refuse the position, a letter has to be sent to the second person, and possibly by this time the second person has accepted employment elsewhere.

Miss Vining concluded the session by saying that fortunately, the Service had only 11 positions vacant at the time of the "freeze", and that the majority of these positions did not affect the present staff as such.

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Regional Representatives' Conference

Mah 12-17, 1968

Thursday, May 16 - 1:45 p.m.

ADVANTAGES AND LIMITATIONS OF DAY PAROLE

- Mr. R.R. Gillies,  
Regional Representative  
Prince Albert.

EFFECTIVE WORKING RELATIONSHIP WITH POLICE

- Mr. A. Therrien,  
Regional Representative  
Montreal.

Papers were presented and distributed by Mr. Gillies on DAY PAROLE, and by Mr. Therrien on the EFFECTIVE WORKING RELATIONSHIP WITH POLICE.

In completing his remarks, Mr. Therrien gave examples of problems which will be encountered with police authorities in the operation of Pre-Release Centres, and Day Paroles in general. Apparently one question asked by the police right from the start is, "When does a Day Parolee become illegally at large -- when he is not back at the institution at the time stipulated in his permit?"

Mr. Miller advised that it is precisely on account of this kind of problem that the departmental committee recommended that residents of the Pre-Release Centres have the status of parolees. It is quite normal that at the beginning there will be strict enforcement of the rules, and Mr. Byman gave the example of a resident of such a Centre being put back into the parent institution by two uniformed officers on the very day of a breach of the rules.

Another example of problems to be faced was put to the attention of the group by Mr. Stevenson. This is a case where the man has been suspended by the Regional Representative, but is being given a pass by the Warden after only a few days. Mr. Miller thought that this is clearly a device which defeats the purpose of the suspension.

In view of the mobility of our parolees, several representatives discussed the question as to which police forces should be advised of the fact that a man is on parole. Mr. Therrien explained that the Montreal Police receive such information for all parolees living in a very large sector comprising approximately half of the Province of Quebec, because of the fact that these people are liable to come to Montreal. At the same time, he remembered that at a meeting, the Chief of a small Police Force asked for a list of Montreal parolees, saying that these people were also liable to go to his town. The question becomes one of where is the cut-off point. Several representatives told about the solution adopted in their respective areas.

Mr. Fonseca expressed the opinion that some clarification is overdue on the status of people who are out of institutions either by way of Section 26 of the Penitentiary Act or through a Certificate of Temporary Parole which covers many situations.

In connection with mid-sentence Day Parole, Mr. Byman said that one problem frequently encountered is the situation where institutional authorities want to put an inmate on Day Parole for a period of several weeks, but request some assurance from the National Parole Service that a full parole will follow. Mr. Gillies said that the solution lies in the use of Parole in Principle with Gradual.

About the tendency of some police officers to confuse their role with that of the supervisor, Mr. Gillies asked Mr. Therrien if the reverse situation may not be true in that some supervisors may at times confuse their role with that of the police. Mr. Therrien said that he had not been faced with this problem yet, but Mr. Sullivan remembered that he had known one probation officer who tended to act in that manner.

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CHEMBANK BOND



MADE IN CANADA



CHEMBANK BOND



MADE IN CANADA

Regional Representatives' Conference

May 12-17, 1968.

Friday, May 17 - 9:00 a.m.

WORKSHOP #1

- Mr. W.F. Carabine,  
Chief, Case Preparation,  
National Parole Service.

Mr. Carabine gave a brief outline of the recommendations which had been proposed by the field staff in Workshop #1. He advised that the recommendations had been grouped into three topics, i.e. (1) short sentences and police reports; (2) decentralization of "review" function; and (3) cumulative summaries.

He advised that a report would be submitted to the representatives setting out in full the various recommendations and suggestions on the above topics. (A copy of this report is attached.)

Discussion

In commenting on Mr. Carabine's summation, the Vancouver representatives stated that they are fully prepared to assume responsibility for obtaining police reports in their region.

A lengthy discussion on case review and staff supervision followed. It was generally agreed that case review in the field and at headquarters is basically the same thing. The purpose is to ensure that the submission is complete in all details, that it conforms to regulations and that the recommendation is supported by the facts and observations in the reports.

Mr. Miller stated that decentralization allows the analysis and recommendations to be made by the field staff. The staff at Ottawa will continue to review cases until such time as it is felt this can be eliminated and cases submitted directly from the field office to the Board.

Mr. Stevenson expressed the view that staff in field offices must have their reports checked by the Regional Representative in all cases and then he takes final responsibility.

Mr. Leroux stated this would be contrary to Bureau of Classification Standards. These set up groups of responsibilities and functions for each class and level. At the WP.3 level, the parole officer when fully trained should be able to function on his own with a minimum of supervision. WP.4, 5 and 6 levels carry more complicated and broader responsibilities. A field officer at the WP.4 level is responsible for total supervision of his staff regardless of the number.

Mr. Miller pointed out that the expression "review" as used in the field is in effect staff supervision. This actually starts before the case is ready for submission and includes discussion and consultation. Mr. Rempel commented that casework supervision is a learning experience and not a checking experience, and hopefully will lead to independent preparation of submissions. The supervisor should be available for consultation and spot checks on each officer's work should be made.

Mr. Miller said that he felt the Service was not yet ready to have the field send cases directly to the Board. There must be some review at field level and some at headquarters level. Review of cases submitted is not necessary for all officers: in some cases, checking is reduced to a formality if there is a check.

Mr. Carabine concluded by saying that with training and experience, field officers will reach a level of competence when reviewing of each case is not necessary.

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Regional Representatives' Conference

May 12-17, 1968.

REPORT OF WORKSHOP #1

- Mr. W.F. Carabine,  
Chief, Case Preparation,  
National Parole Service.

The approach taken in Workshop #1 was to forward three memoranda to the members of the Workshop (and all other Regional and District Officers), with a request for replies. As a result, this report is a composite of the written replies to these memoranda and the discussions which took place in the Workshop.

As the proposals contained in the first two memoranda involved additional work on the part of the field staff, they were requested to reply in terms of agreement or otherwise "in principle" and "in practice".

Short Sentences (Time REmaining)

This was a two part proposal. The first was a question as to whether or not the field would wish to have the Board grant them authority to decide "no interview" in certain cases. In this connection, it was pointed out that Section 9 of the Parole Act states:-

"The Board, in considering whether parole should be granted or revoked, is not required to grant a personal interview to the inmate or any person on his behalf."

It was immediately stated that in practice the fact of "no interview" did now occur in relation to isolated institutions, overload situations etc., but that this, of course, was not carried out on the basis of a stated policy.

There was considerable discussion evolving around the feeling that the inmate should, if at all possible, be given a brief interview rather than no interview at all. With this strong caution in mind, the Workshop recommended:-

That the Board be requested to grant Regional or District Officers authority to indicate that they will dispense with an interview.

The procedure that would be followed in such cases would be for the field officer to dictate a brief (5-10 lines) statement why an interview would not be conducted. Specific directions would, of course, follow Board approval of this proposal, including special Notifications.

The second part of the proposal was a request to reply to the question:-

"Would the field accept responsibility for requesting police reports in all gaol cases?"

In principle, there was a unanimous agreement to this proposal. In practice, however, only four offices indicated that they could absorb such further activity within their present arrangement. In the Workshop proper, however, it was made clear that such additional activity would bring these offices to the saturation point with respect to accepting additional work with no further clerical staff. Eight offices indicated agreement in principle but the majority pointed out most strongly the need for additional stenographic or clerical assistance before such additional work could be handled.

#### Headquarters Re-organization - Review Function

The writer's memorandum in this instance advised the field that it was proposed to gradually decentralize the "Review Function" and to alter the role of headquarters. They were asked to estimate "What, if any, additional time will be required on your part, assuming no headquarters review, and assuming that you are responsible for either 50% or 100% of your staff's work?"

There was virtually unanimous agreement "in principle" that the Regional and District Officers should assume responsibility for the submissions which emanated from their office.

"In practice", however, there was a wide divergence of opinion, ranging from agreement to assume this responsibility immediately to a statement that such was a headquarters function and should remain so. The scope or depth of the "review" as presently conducted in the field will be seen from the following quotes:-

"Scan all submissions but do not actually review"

"Review but not as thoroughly as would be desirable"

"Review function is not properly done - we are too involved in direct supervision"

"Review not done - except with new officers"

Two Regional Representatives pointed out that they would require an assistant to assume the responsibility and other officers suggested that they could not assume such a function until such time as they had sufficient staff to permit them to do much less interviewing and direct supervision. One office suggested a requirement for a "Case Work Supervisor" type of position for every five officers involved.

In the Workshop the nature of the "Review Function" was described as follows:-

First and foremost their responsibility would be to ensure that the case presentation was a competent professional job. The second responsibility, which is really an integral part of the prime responsibility, is to ensure that there are no questions raised which are not answered and to ensure that no aspect of the case is left "dangling" or incomplete. Finally, and in its proper perspective, there would be a requirement to ascertain that the procedural aspects were in order. It was pointed out that if the Regional or District Officer had a thorough knowledge of procedures, this latter responsibility could be carried out in a brief period of time and in almost automatic fashion.

The Workshop recommended that this function should be decentralized but that it be done only as staff, time, etc., became available in field offices.

#### Cumulative Summary

Half of the time available to the Workshop was devoted to this topic. (As all roads lead to Rome so all Case Preparation activity leads to the Cumulative Summary.)

Two recommendations emanated from the discussion. These are:-

- (1) That we should work actively to have the Penitentiary Service assume the responsibility for the preparation of (a modified) Part One.
- (2) That the Workshop group be constituted as a continuing committee for the study of this area of our work. It was also agreed that drawing up a "report outline" would be part of the committee function.

It was agreed that there were two basic purposes of the Cumulative Summary and that these were:-

- (1) To assist the Board in making its decision;
- (2) to assist the Service to prepare its recommendation and contribute to the on-going treatment of the individual.

In connection with the second aspect of item (2), it was pointed out that the Institutional personnel who receive the Parts 1 and 2 of our Cumulative Summary have a very high regard for the information contained therein and that they indeed utilized this information for the on-going treatment of the individual. A further consideration, of course, is that the Cumulative Summary serves as a means of rapidly finding information in the case when the individual is in the community under parole supervision.

It was argued, further, that if we wish others to do for us that we, of course, must do for them. It is no doubt a compliment to the quality of our staff and their work when institutional personnel utilize their material in the manner indicated above.

There was a discussion concerning the possibility of confusion arising in the minds of our officers when they were obliged to contemplate the differing forms which the Cumulative Summary could take (as per recent memoranda).

It was agreed that the staff should be encouraged to view the Cumulative Summary as a continuum, in that the information that requires recording can be recorded in 15 lines or 15 pages, depending on the nature of the case. Or to phrase it another way, "You put as much into a case as is required by the case."

In this connection, while it was felt that the Executive Director's memorandum of March 28, 1968 with respect to Parts 1 and 2 was necessary to the moment, the Workshop members were of the opinion that this emergency measure should be terminated as soon as possible.

It was pointed out that despite appearances, things were really not all that bad. It was a fact, for example, that decentralization had taken place just over a year ago, that many new staff had been added since that time, that this was the first full discussion of the Cumulative Summary, that the field had not yet had time to fully absorb and put into effect the most recent memoranda, and yet obviously some offices had "gotten the message" and the Cumulative Summaries were generally briefer than they had been.

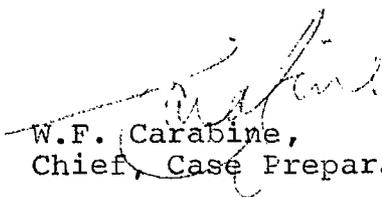
#### Miscellaneous

Flowing from the discussion of additional tasks (both professional and clerical) to be performed by the field, there evolved a discussion of the fact that clerical and stenographic functions could not be continuously added to the field without the addition of further clerical and stenographic positions.

The Workshop therefore recommended that serious study be directed to the need for additional clerical and/or stenographic positions in the field offices.

A feeling was expressed that the procedures were not always clearly stated nor were they in a readily available form. It was therefore suggested that the Procedures Manual should be re-examined in terms of continuity and in terms of an Index.

June 24, 1968.

  
W.F. Carabine,  
Chief, Case Preparation.

Regional Representatives' Conference

May 12-17, 1968.

Friday, May 17 - 10:25 a.m.

WORKSHOP #2

- Mr. G. Genest,  
Chief, Parole Supervision,  
National Parole Service.

Mr. Genest advised that his workshop had agreed on a number of recommendations. He said the subjects covered included caseload management and its problems; mandatory supervision; In-service training and the hiring of professional staff for further training in the correctional field; further delegation to the field staff regarding violations under Clause 8; parole officers appearance in court, either by subpoena or upon request of the parolee or the police officers; and the production of the Parole Service file into court upon request by the court.

Mr. Miller advised that any officer who receives a subpoena for the production of one of our files should get in touch immediately with headquarters so that the Minister may be in a position to make a statement in this regard. Discretion to produce still lies with the order of the Judge. He said that in Immigration cases, the Judge will hold a private session in his Chambers and will then decide whether the file is to be produced in court.

Mr. England advised that usually the Judge will accept the affidavit as truth; however, he must read the file to check the information. He said that an officer who receives a subpoena to produce confidential material can request a remand until instruction is received from the Minister. He also advised that a Claim of Privilege can be filed and defended by the local agent of the Department of Justice if this becomes necessary.

Mr. Genest advised that part of his report will deal with problems involved when a parolee is sent to a halfway house; the problems of supervision and the inadequate instruction often given to a parolee upon release from the institution; and the need for a revision of the Parole Agreement, both in contents and wording.

A discussion took place regarding mandatory supervision and the problems which will be encountered upon its legislation. It was suggested that more parole staff will be required, that the caseload will be increased to a large degree, and that possibly some officers who are fully trained will be required to conduct interviews even in very poor cases, and thus waste much time. Mr. Stevenson advised that a Mandatory Parole survey had recently been completed as a thesis by a group of graduate students from the University of British Columbia. Copies had been forwarded to headquarters.

A copy of the report of Workshop #2 is attached.

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Regional Representatives' Conference

May 12-17, 1968.

REPORT OF WORKSHOP #2

- Mr. G. Genest,  
Chief, Parole Supervision,  
National Parole Service.

Workshop #2 has reviewed some important aspects of supervision and the recommendations and suggestions that have been made are listed under the following headings.

RECOMMENDATIONS

Caseload Management

It was first recognized that supervision was the only responsibility of the National Parole Service and that although the services rendered by the after-care agencies in connection with supervision are appreciated, eventually all supervision should be exercised directly by our own staff. It was recognized that this was not possible now but everything should be done to reach this objective as soon as possible.

It was suggested that some material conditions needed to be improved to facilitate direct supervision. Offices should be available for night reporting; they should be situated in a place that can be easily reached with public transportation. Parking space should be available for officers using their cars and who need it to make community and home visits.

It was also recognized that there was a necessity to identify the paroled inmates as to the intensity of their needs in connection with parole supervision. This has to be done at the field level and it was realized that it will be easier to implement this system in the larger offices.

It was recommended that the maximum direct supervision caseload be between 20 to 50 for average difficult cases. The happy medium would be 35. For indirect supervision, the number suggested goes from 120 to 140.

It was agreed that police reporting is not always necessary and need not be imposed as often as it has been done in the past. It was recommended that, at the case preparation level, each case be reviewed concerning the possibility of not imposing this condition if it did not appear necessary.

#### Mandatory Supervision

It was recognized that when mandatory supervision is established, the Service will have to utilize sub-professionals and also probably non-professionals. It was agreed that the persons released under this new program will be those who apparently will need the closest and the best supervision. Because of this, it was recommended that the maximum supervision caseload be between 20 to 25.

In view of the great number of supervisors that will be needed when mandatory supervision is implemented, it was recommended first that a program of recruitment be organized sufficiently ahead of time among the University students at the B.A. level (sub-professionals) and that the opportunity of further studies be offered to them after a limited period of time.

It was recognized that there will probably be a need to hire also non-professionals (persons with experience in the field of Corrections) and in these circumstances there should be an adequate In-Service program organized for them, combined with appropriate studies in specialized schools or institutes.

#### Half-Way Houses

It was recommended that the whole subject of half-way houses be evaluated on a scientific basis.

It was suggested that half-way houses do help some individuals adjust to society and normal living. Experience has also shown that not all individuals benefit by participating in a half-way house program.

The selection should be very strict and this plan in a particular case should not be a way for one escaping his responsibilities.

The stay should be as brief as possible and because of this, the staff of these institutions cannot be involved in supervision.

### Control vs Treatment

It was felt that there was still a problem in the distinction between authority and treatment. Although treatment is implicit in authority, it was recognized that there was need to keep on clarifying the functions between the Supervisor and the Regional Representative in indirect supervision. In these circumstances, it is necessary to work as a team but the Supervisor could use the parole officer for the purpose of giving direct severe warnings to parolees.

### Review of Parole Conditions

It was recommended that the Parole Agreement be revised and amended and the following suggestions were made:-

1. The use of the personal pronoun "I" to introduce each clause;
2. the language of the Parole Agreement should be simplified somewhat;
3. the size of the Parole Certificate should be reduced to wallet size to make it easily carried on the person. This also would do away with the folding and refolding and make the Certificate more permanent;
4. the Certificate should leave out the name of the offence for better confidentiality.

### Relations with the Courts

It was recommended that if a paroled inmate is charged with a new offence, the Regional Representative should be ready and prepared to give information to the Court concerning his activities.

It was considered that although we could not represent our client officially as such, we could make our availability known to the courts, taking every precaution to explain our aim and our role, our desire to help and not to interfere with the courts' duties.

Normally, this would not come before the time of sentencing, after the parolee had been found or had pleaded guilty.

A distinction must be made between an offer of information that we make to the court and a request of information that the court makes to us.

Problems of Supervision

It was suggested that the parole conditions be explained at regular intervals.

It was also suggested that the PS-47 form be utilized in direct supervision to record events, visits, contacts; in brief, all the paroled inmate's activities.

June 25, 1968.

  
G. Genest,  
Chief, Parole Supervision.

W. C. GENEVA BOND  
MADE IN CANADA

Regional Representatives' Conference

May 12-17, 1968.

Friday, May 17 - 11:00 a.m.

WORKSHOP #3

- Mr. B.K. Stevenson,  
R.R. Vancouver,  
National Parole Service.

Mr. Stevenson advised that a copy of his Report would be made available to the conference representatives. (A copy of his Report is attached.)

Mr. Stevenson advised that certain suggestions and recommendations had been made in his workshop on the subject of community resources. The representatives were then given a copy of a paper prepared by Mr. Wallace, Regional Representative Hamilton, setting out his views and some of the problems relating to the Effective Utilization of Community Resources.

Other subjects covered in this workshop included Public Relations; Resources Facilities; Financial and Material Assistance; Social Activities for Parolees; Employment and Education; and Special Needs of the Parolee.

At this point, Mr. Sullivan stated that a general discussion had taken place in Workshop #3 relating to Supervision, and that it was generally agreed that group meetings and confrontations would assist the Parole Service and the private agencies in trying to solve the many problems and misunderstandings which occur, particularly within a local area.

Question Period

With regard to halfway houses, it was suggested that they should be checked out carefully, especially those designed to serve specific needs, i.e. alcoholics, etc. The staff at Winnipeg are looking at halfway houses in that city to see to what extent and how best we can make use of them.

On the question of using ex-parolees or ex-inmates as part of the community resources, it was advised that a very careful selection must be made but possibly they could be used at a particular stage of a situation. It was pointed out that some ex-parolees and/or ex-inmates are presently employed in the correctional field and are working out very well.

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Regional Representatives' Conference

May 12-17, 1968.

REPORT OF WORKSHOP #3

- Mr. B.K. Stevenson,  
Regional Representative  
Vancouver Regional Office,  
National Parole Service.

1. Effective Utilization of Community Resources

Most Parole Service Officers have responsibilities over a large geographical area and in a mixture of rural and urban communities. In such cases, it is possible to form a personal relationship with only a very few agencies in each community. Fortunately, the great majority of health and welfare resources found in one community are duplicated, either exactly or in principle, in all other comparable communities. There are differences and there are, of course, gaps to contend with. Even so, a person who knows the resource available in one community can very quickly ascertain if that resource is available in another community. By knowing what the resources has to offer, he can then make effective use of the service by presenting his request to the right person, at the right agency, on an acceptable basis.

For these reason, a Parole Service Officer should have a good generalized knowledge of what welfare resources are available in his immediate community and how these can be used effectively.

(a) Government Departments

- (1) Manpower Programs to be fitted within parole or vice-versa - sharing of information re parolees in order to best achieve results. It was suggested that we may get involved in training of CMC workers. Generally, Manpower is not a good resource for job placement at the present time.
- (2) Welfare Programs are in frequent use.
- (3) Indian Affairs have not given effective services to Indian parolees in general.

(b) Private Agencies

The Parole Officer should know what each resource has to offer in order that he can then make effective use of the service.

(c) Use of Volunteers

Our Workshop generally felt that a volunteer, in whichever capacity he is used, as a parole supervisor or for incidental services (meeting at bus station, going out, etc.) is one type of client and he must be helped and counselled to do the job. Their use seems mostly acceptable in remote areas. Otherwise, they may be utilized only for brief service contacts.

With reference to the use of Service Clubs, particularly for project involvement, this would appear to be more the role of private agencies, although appealing to these organizations for individual cases can at times yield excellent results.

(d) Public Information Services

Committee involvements are an excellent means of informing the public and gaining acceptance and support.

News Media - behind the scene roll preferable. Caution to be exercised. Refer to Walford Reeves' paper entitled "Public Relations in the Parole Service", May 1968.

2. What are the Community Resources Needed by Parolees?

- (a) Types of Accommodation - Should each office have a special file listing various types of accommodation available? Should we measure their value in terms of referral, program, staff, etc., so a choice can be made in accordance with a parolee's needs?

(Family Home	(Half-Way Houses
(Boarding Homes	(Group Living Homes
(Supervised Boarding Home	(Hostels - YMCA, etc.
(Residential Schools	(Pre-Release Centres
(Residential Treatment	(Single room or apartment
Centres	

(b) Financial and Material Assistance

(Welfare Assistance	(Government Loan and
(Unemployment Insurance	Scholarships
(Paroled Persons Loan	(Institutional Earnings
Fund	(Service Club Loan
(Welfare Agencies	(Church and Church oriented
	agencies

Can we add financial help from relatives? "Sponsors" such as Service Clubs? Other resources and special ways of using them?

(c) Social

(Recreation Agencies	(Beverage Rooms
(Churches	(Pool Rooms
(Sports Organizations	
(Discussion Groups	
(Service Clubs	

How do we get parolees to use such resources? Perhaps sponsors or volunteers can be used?

(d) Employment and Education

(Canada Manpower	(Universities and Colleges
(Private Employment Agencies	(Large Companies
(Unions	(Government Civil Service
(Vocational Training	

(e) Special Needs

(Forensic Clinic	(Sheltered Workshops
(Marital Counselling	(Medical Dental needs
(Private or Public	
Psychiatric Services	
- Individual Group Therapy	
(Agencies dealing with special	
needs, e.g., Drug Addicts,	
Alcoholics, etc.	
(Legal Aid	

NOTE: If Regional Representatives felt the above outline was valuable, perhaps a copy could be given to each P.S.O. as a "guide" - or become part of a supervision manual.

### 3. Gaps in these Services

Four main topics were discussed here: Indians, psychiatry, training of personnel, and finances.

- (a) It was agreed that we would need better understanding of Indians in general. We need more study of their needs in order to develop adequate methods and techniques in the treatment of Indian parolees.
- (b) With respect to psychiatric services, it was generally recognized that we do, at present, have a financing resource within our Service. However, it was felt that in some areas, because of the difficulty in obtaining this service due mostly to the shortage of spcyhiatrists, it would be worthwhile to investigate the possibility of retaining the availability of such a service with the use of a retaining fee which should be a budget item to be administered by each office.
- (c) In the area of training personnel for corrections, it was noted that some junior colleges are presently developing this resource. In addition, it is felt that each of us in his own area should make specific pressures upon Schools of Social Work to develop special programs in corrections. The use of scholarships and bursaries should be extended.
- (d) There would be gaps to close finally in the general area of our own finances, with particular reference to the complexity and limits of the "Loan Fund". Also to be explored is the necessity of obtaining budget provisions for Public Relations: luncheons, meetings, etc.

### 4. Working with Others

In relation to supervision, we would all like to eliminate dependence on others but this would not be realistic, especially in non-Metropolitan areas. For various reasons, we will always have to use other supervisors to some degree, but how to do it without arousing conflicts or risking the possibility of our clients becoming pawns in the hands of agencies? Perhaps we can do it in the same way, or with the same methods that we use with our clients.

Some might object to the term but one Workshop member suggested "manipulation" and after heated discussion, we agreed with the term "skilled manipulation - with positive goals". Group meetings and confrontations were suggested as techniques to better assess each other and to avoid misunderstandings about where each stands. It is recommended that no criticism of one agency ever be made to another agency and at the same time being positive and not apologetic about ourselves.

Group meetings and confrontations between the Service and private agencies could avoid problems and misunderstandings. The general concensus was that we could, however, better achieve our purposes in the use of other agencies through co-ordination of our efforts on a regional or provincial basis rather than a national basis. It was agreed that problems are usually local, and cannot be resolved by sweeping recommendations.

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Workshop #3 Members:

Gilles Bedard - Ottawa  
Marcel Caron - Quebec  
John Nugent - Sudbury  
Dave Rempel - Winnipeg  
Grant Spiro - Calgary  
Justy Sullivan - Moncton  
Kyle Stevenson - Vancouver - Chairman.



Regional Representatives' Conference

May 12-17, 1968.

Friday, May 17 - 12:00

SUMMATION

- Mr. F.P. Miller,  
Executive Director.
  
- Mr. J.H. Leroux,  
Conference Chairman.

Mr. Leroux advised that Mr. Reeves, our Information Officer, was preparing a list of books and material which would be helpful for the field staff to have in their own offices. He asked that their comments and views of any material which they feel would be beneficial to the staff be sent to him.

He also advised that a copy of the papers which had been given by Messrs. Braithwaite, Brown and England would be sent to them, together with a copy of the conference notes as soon as they are prepared.

Mr. Leroux complimented all those who had attended on their very active participation in the discussions. He expressed his personal thanks to those who had so willingly undertaken to prepare papers on special topics and to leaders of the workshops. The quality of all of the papers and reports was of a very high order.

Mr. Miller announced that he had received a telephone message from Mr. Street, informing him that Mr. Street would not be able to be present at the closing of the conference, but that he wanted to thank the representatives, on behalf of the Board Members and himself, for their interest and participation in this conference.

Mr. Miller said that he was well pleased with the conference which he felt had been very successful.

He expressed his own personal thanks to Messrs. Braithwaite, Brown and Smith for their contribution. He also stated that he felt the field offices could take a great deal of satisfaction from their role in the conference and thanked them for helping to make this conference such a success.

Mr. Miller concluded by wishing everyone a safe journey home and continued success in their endeavours.

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