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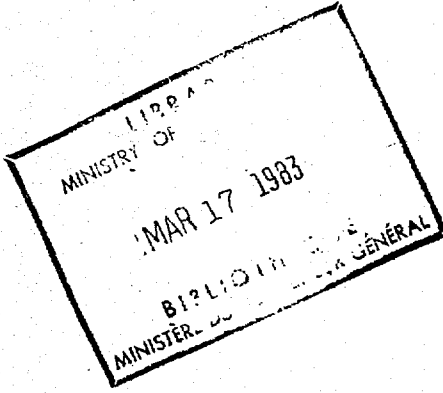
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PRESENTATION TO THE SOLICITOR GENERAL
ON
CRIMINAL JUSTICE IN CANADA /

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Committee Members:

- Mr. J.W. Braithwaite
- C/Supt. J. Gorman
- Mr. E.W. Harrison
- Mr. B.C. Hofley
- Mr. A.J. MacLeod
- Mr. D.R. McComb
- Mr. F. Miller

OBJECTIVES

1. To identify major needs within the present aggregate of criminal justice organizations
2. To propose alternative remedies to respond to those needs
3. To indicate broad advantages and disadvantages and possible immediate actions for each alternative

STEPS

The briefing consists of the following steps:

1. Describe present aggregate of criminal justice
2. Identify significant gaps
3. Identify societal trends which impact provision of criminal justice services
4. Analyze needs arising from gaps and trends
5. Indicate range of alternatives
6. Advantages and disadvantages
7. Immediate action possibilities for each alternative

GAPS

As the result of these characteristics, the following gaps become apparent:

1. Within the present departmental expenditures, there is a relative lack of resources committed to the prevention of crime
2. The lack of coordination within the present aggregate, i.e.,
 - while common information is required throughout the aggregate, there is little information sharing
 - lack of sharing of resources and facilities, i.e., lack of common staff development programmes
3. The lack of coordination with other federal government departments providing common services to clients, i.e.,
 - National Health and Welfare
 - Manpower and Immigration
 - Indian Affairs and Northern Development
 - Unemployment Insurance Commission
 - Secretary of State
4. The lack of clear definition of the role of the Department of the Solicitor General in relation to the entire aggregate
 - within Department
 - vis-a-vis other federal departments

5. Lack of federal-provincial cooperation, consultation and collaboration
6. Lack of long range forecasting and planning for aggregate
7. Lack of measurable objectives and criteria for effectiveness of components and of entire aggregate
8. Lack of coordination and support of common research facilities and programmes

SOCIETAL TRENDS

1. Increasing demand of Canadian public for efficient, effective government and voluntary programmes

2. Increasing demand for financial assistance of all governments, particularly the Department of the Solicitor General, by universities, research organizations, after-care agencies, voluntary self-help groups and young offenders, i.e.,
 - the demands upon the resources within Consultation and Research of the Department of the Solicitor General have gone from an actual expenditure in 1968-69 of approx. \$73,000 to a current demand in (1972-73) of \$1,142,000

In making this comparison it should be noted that the demand beyond the actual expenditure of 1968-69 was not great.

3. Increasing concern of Canadian public in problems related to youth, i.e.,
 - drugs - abuse and education measures - and reaction to the Young Offenders Bill

4. Increased involvement of citizenry in police and corrections programmes, i.e.,
 - the recent emergence of self-help groups, voluntary probation and parole projects, and demands of ethnic groups to participate in rehabilitation of their people - Indian and Métis in Western Canada and Negroes in Halifax

- police participation is the resulting action from the Lake Couchiching Conference on the "Role of Police in our Changing Society"

5. Developing support for a criminal justice aggregate which concerns itself primarily with determining the innocence or the guilt of the accused and subsequently applying a pre-determined, prescribed sanction for his proven offence
6. Increasing recognition of the civil and human rights of offenders, i.e.,
 - changes instituted in Canadian Penitentiary Service in relation to institutional and community programmes
7. Increasing acceptance by general public and professionals that community-based correctional programmes and facilities can be more effective, rehabilitative approaches than separation from community, i.e.,
 - voluntary interest and support for residential services such as half-way houses in after-care
8. The greater willingness of law enforcement, courts, corrections and after-care personnel to identify and work towards common objectives, i.e.,
 - participation in systems reviews in New Brunswick, Prince Edward Island, Saskatchewan and the Northwest Territories
 - collaboration of parole, police, and court personnel in day parole measures
 - police-community programmes initiated by police forces themselves

9. The movement of provincial social welfare agencies into the transfer of correctional services, .i.e,

- in Alberta (juveniles) and Manitoba (juvenile and adult) to further a common philosophy of treatment and rehabilitation identified as a part of social development policies and programmes

10. The movement of some federal departments into areas which directly impact corrections, i.e.,

- federal fiscal programmes (CAP) influencing provincial governments to place programmes within a social welfare administration in order to maximize federal financial support

NEEDS

1. Comprehensive and integrative planning action among all components within a criminal justice aggregate, that is, the development of a common philosophy and purpose, comprehensive legislation and adequate funds
2. Within the present departmental mandate, the need for long range departmental planning including the determination of future goals and resources required
3. Closer coordination with other federal departments providing common services to inmates and ex-offenders
4. Increased cooperation and collaboration with provincial governments
5. Major preventive projects designed to reduce intake into the criminal justice aggregate
6. Measurable objectives including indicators of effectiveness for present departmental programmes
7. Increased coordination and support to criminological research and development

Note: These needs have been identified in one or more of a series of Canadian reports on criminal justice, including the following:

1. Archambault Report - 1938
2. Fateux - 1956

3. Correctional Planning Committee - 1960
4. Report of the Department of Justice
Committee on Juvenile Delinquency - 1965
5. Ouimet Report - 1969

Following from the Ouimet Report were four
area reviews:

1. New Brunswick - 1969
2. Prince Edward Island - 1971
3. Northwest Territories - 1971
4. Saskatchewan - 1971

SOLICITOR GENERAL OF CANADA
SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart A

Chart A is presented to further elaborate on the position of the committee

Conceptualization of the Cabinet-form of Govt, with Cabinet as the central decision-making and policy formulation body for the Fed. Govt.

Cabinet responds to pressures such as Can. Public, Lobby groups, Parliament, Societal values - & also to its own plans & priorities.

Cabinet responds by assigning ---- to the S/G responsibilities & the necessary resources to meet those respons-

the S/G, in turn, translates these respons- into objectives and goals for the Agencies and re-allocates the departmental resources b/w the Agencies in order to achieve respective objectives & goals. In turn, the Agencies take some form of action. The action is followed by a form of assessment which in turn is fed-back to the Agencies & to S/G.

In addition to this VERTICAL structure, the S/G must

feed to Cabinet info. regarding future goals & resources needed. To determine these future goals the S/G will require info - which comes in part from an assessment of the ongoing programs as well as from other sources.

↑ The Secretariat (supporting services) should concentrate on this area & be in a position to collect & order info which will assist the S/G in determining future goals & the resources required.

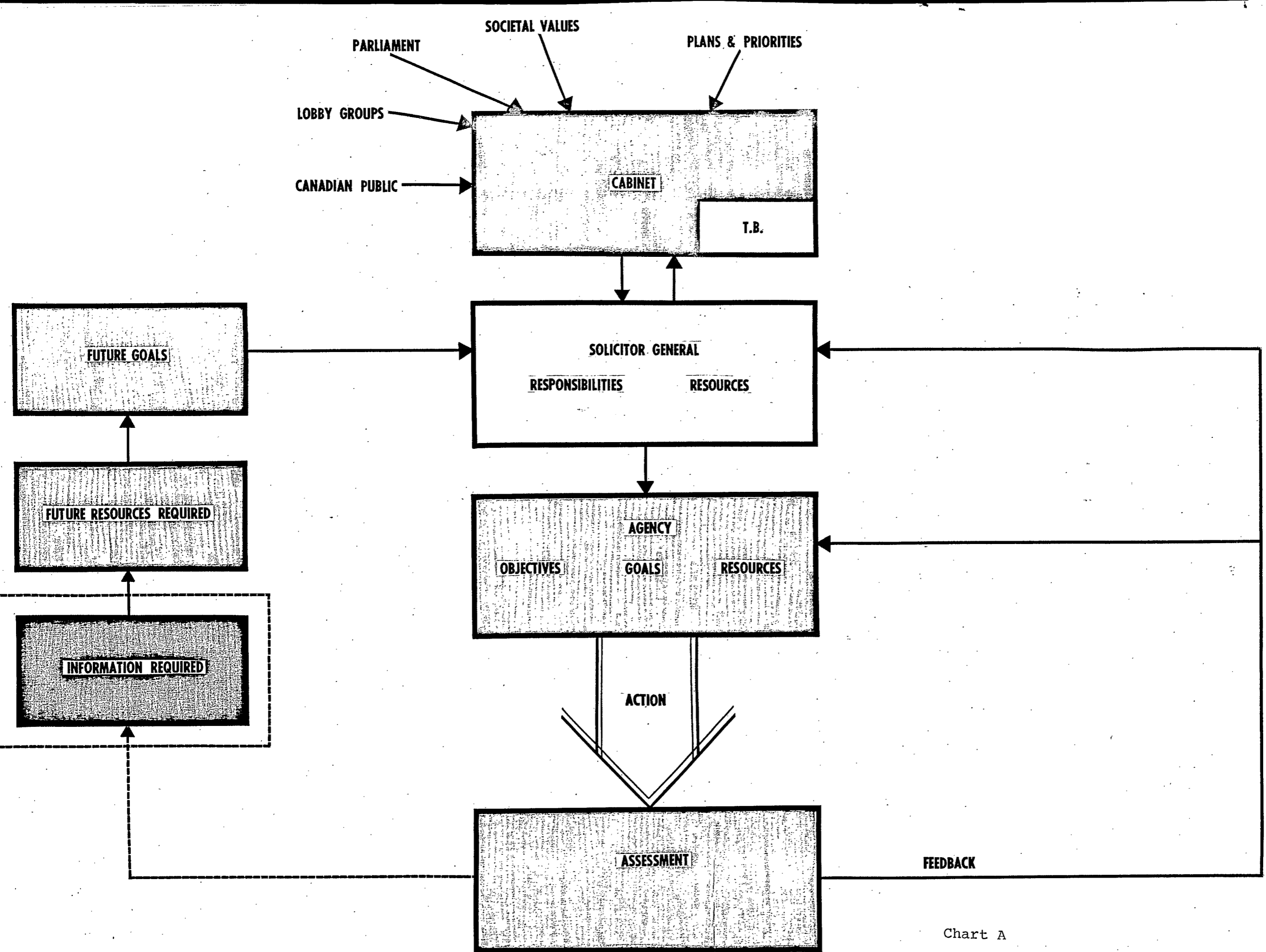


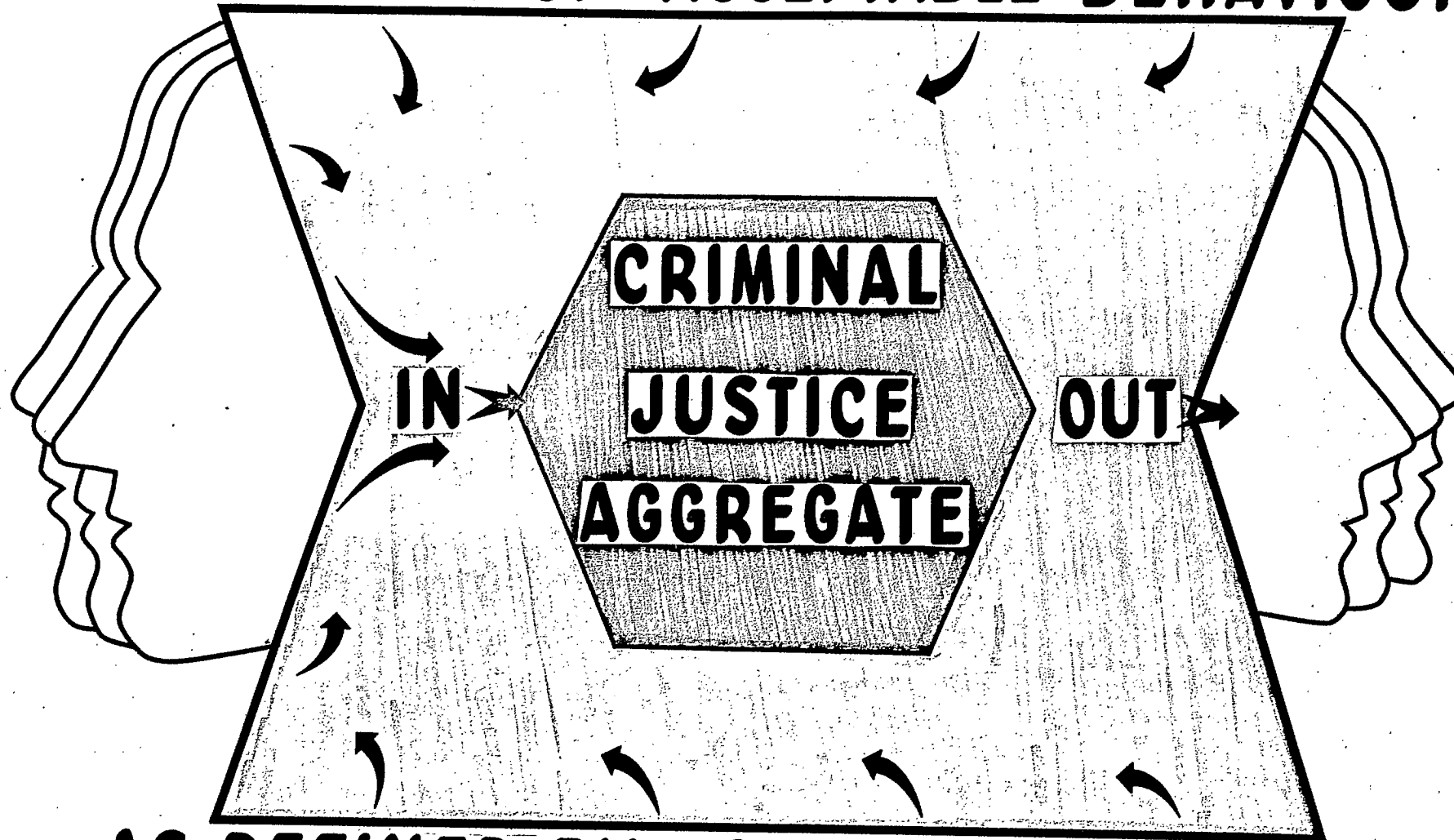
Chart A

THE CANADIAN PUBLIC

VALUES

STANDARDS

BOUNDARY OF ACCEPTABLE BEHAVIOUR



AS DEFINED BY BODY OF CANADIAN LAW

NORMS

RIGHTS & DUTIES

SOLICITOR GENERAL OF CANADA
SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart B

Description of present aggregate

- The Canadian public, with its values, standards, norms, rights and duties
- Boundary of acceptable behaviour
- Observed violation of boundary leads to criminal justice aggregate

AN OVERVIEW OF THE CRIMINAL JUSTICE AGGREGATE IN CANADA

POLICE PROSECUTION COURTS CORRECTIONS AFTER CARE

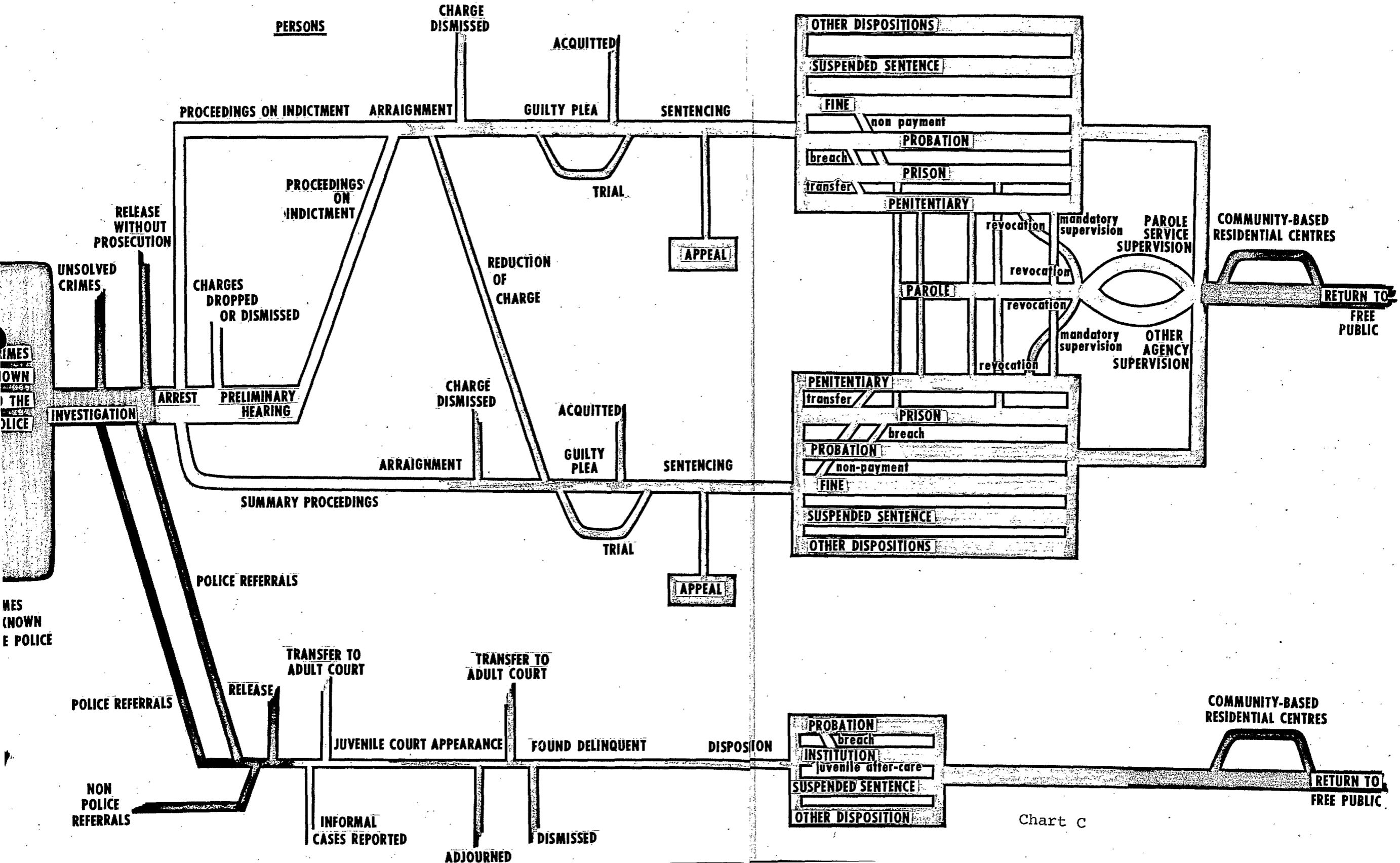


Chart c

SOLICITOR GENERAL OF CANADA
SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart C

- three major streams, i.e.,
 - indictable offences
 - summary convictions
 - special programmes

- major components of aggregate, i.e.,
 - police
 - prosecution
 - courts
 - corrections
 - after-care

COURT DISPOSITIONS :

INDICTABLE OFFENCES

1968

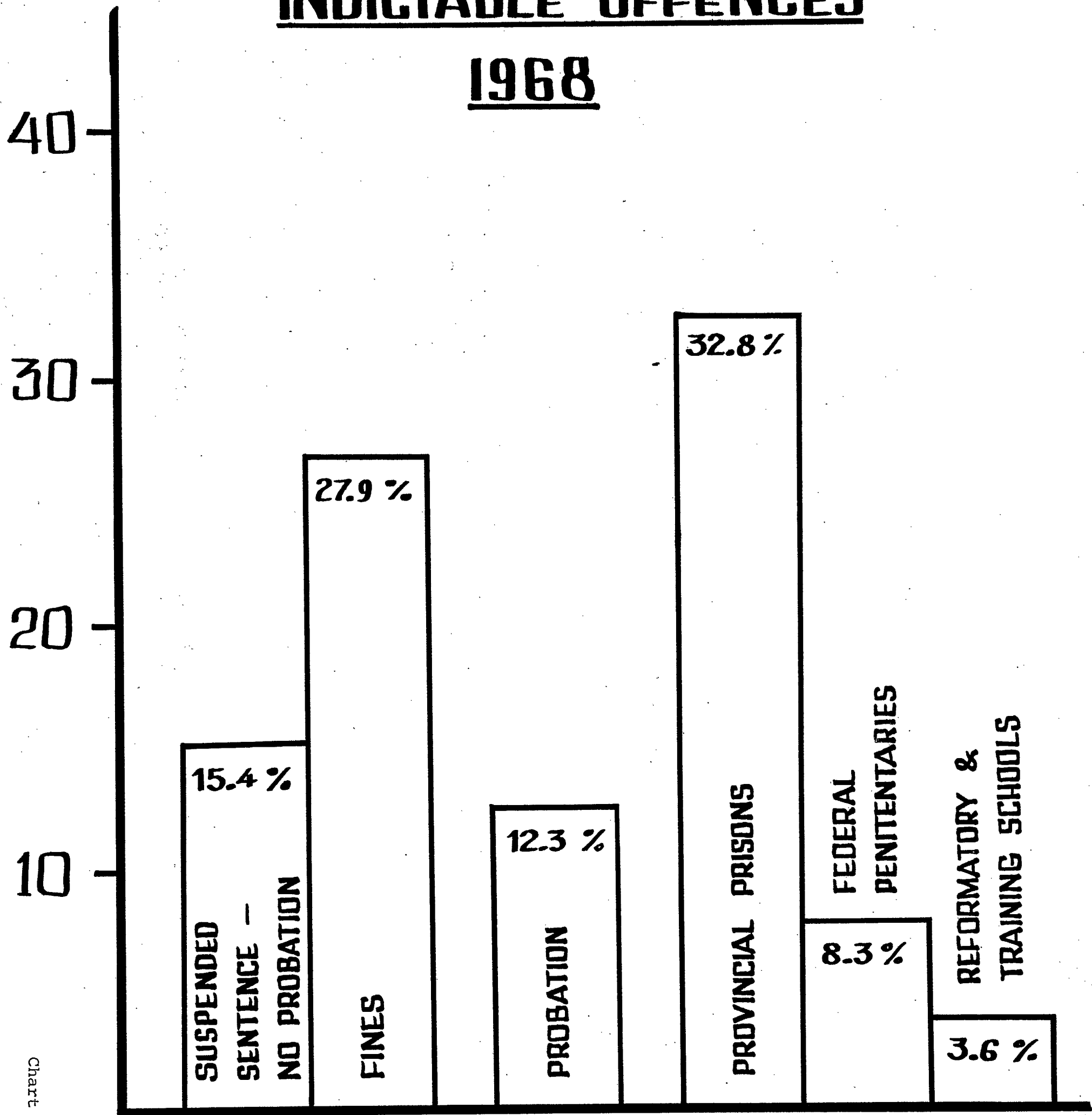


Chart D

SOURCE :

D.B.S. STATISTICS OF CRIMINAL
AND OTHER OFFENCES

SOLICITOR GENERAL OF CANADA
SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart D

- shows relative court dispositions of indictable offences - 1968
- 3.5 persons incarcerated for each person placed on probation
- Department of the Solicitor General receives 8% of all persons found guilty for indictable offences

RECEIVED
 1968
 DEPARTMENT OF JUSTICE
 OTC

1968

DEPARTMENT OF JUSTICE

LEGAL DEPARTMENT

RESPONSIBILITIES IN THE CRIMINAL JUSTICE AGGREGATE

ARE WIDELY FRAGMENTED

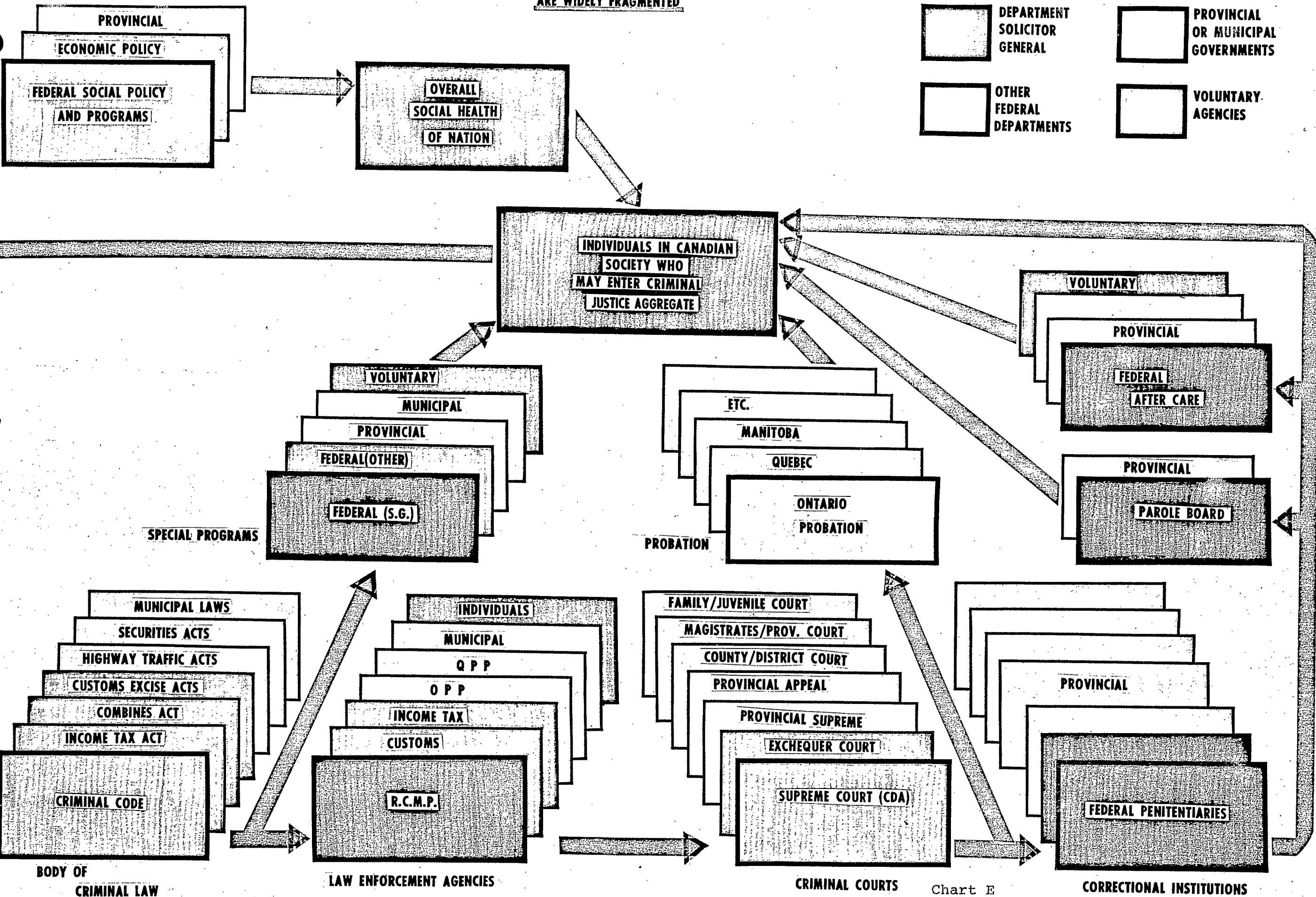


Chart E

11.7
SOLICITOR GENERAL OF CANADA

SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart E

- shows fragmented responsibilities of criminal justice aggregate
- shows number of different provincial, federal, and voluntary agencies involved in aggregate
- shows lack of comprehensive legislation
- shows relatively small role played by the present Department of the Solicitor General
- shows the complexity of the aggregate

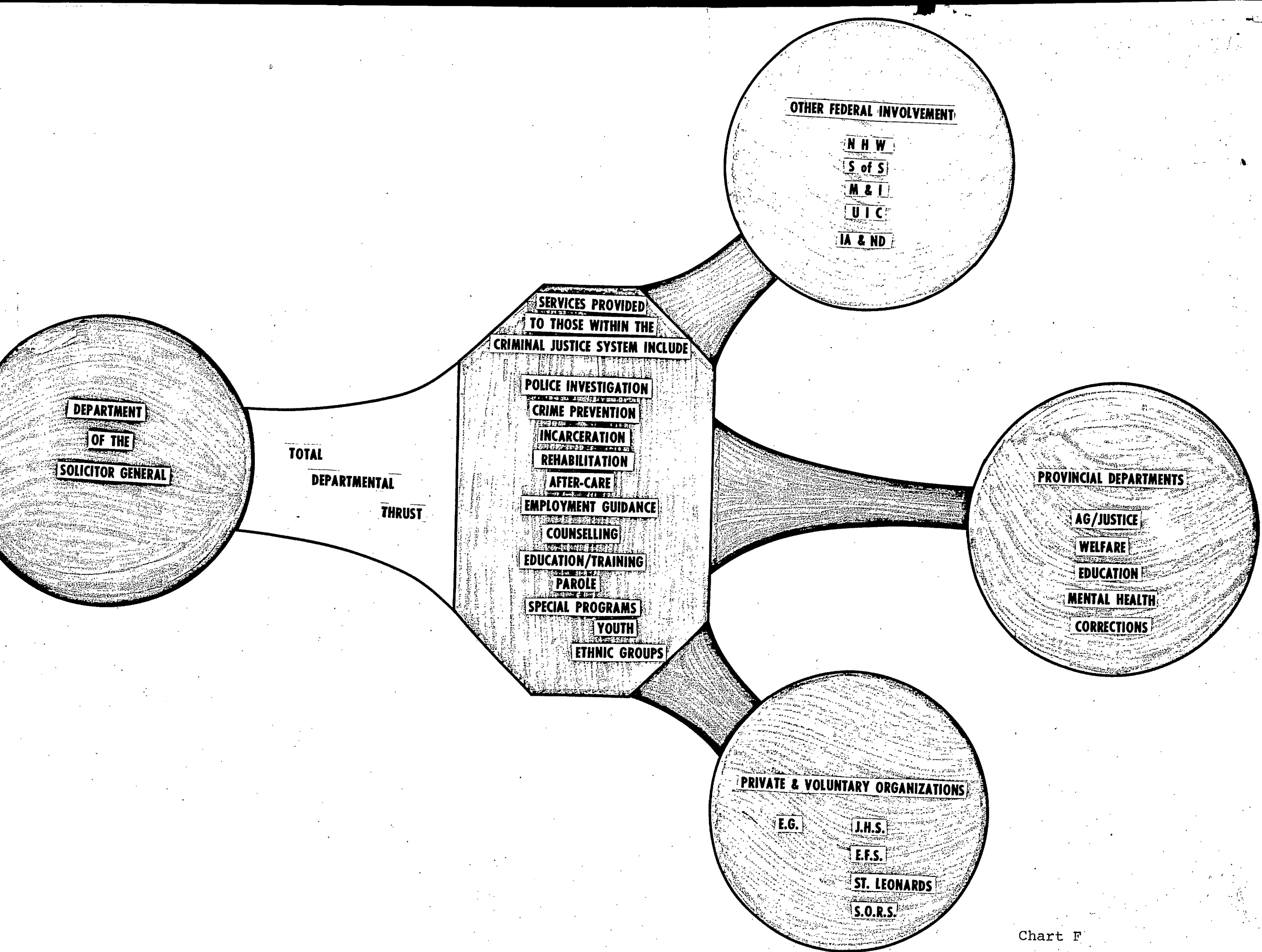


Chart F

SOLICITOR GENERAL OF CANADA

SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart F

- shows the thrust and impact of numerous federal departments, provincial agencies, and voluntary organizations on common services provided within the criminal justice aggregate

ALTERNATIVES

- A. Transfer corrections and police responsibilities to other federal departments or levels of government *"going out of business"*
- B. Continue present pattern of activities *"maintaining the status quo"*
- C. Maintain present departmental mandate - place increased emphasis on leadership role through: forecasting, planning, coordinating, evaluation and provision of resources *"expand federal leadership role"*
- D. Initiate a total systemic approach to social defence in Canada *"putting about a social defence approach"*

ALTERNATIVE A

Transfer of Corrections and Police Responsibilities
to other Federal Departments or Levels of Government

Advantages - Alternative A

1. Partial reduction of complexity
2. Gives greater responsibilities to provinces *- for direct services*

Disadvantages - Alternative A

1. Contribute to regional disparities
2. Small provinces may not be able to accept responsibilities
3. Create further inconsistencies in correctional treatment programmes
4. Constitutional problems

Immediate Action - Alternative A

1. Initiate discussions with Dept. of Justice re: transfer of R.C.M.P. and Security Planning and Research Group to that Department

2. Initiate discussions with Provincial Governments re: federal correctional services (C.P.S. & N.P.S.) including facilities, financial and human resources to the provinces

3. Initiate discussions with Department of National Health and Welfare re:
 - a) subsidy/incentive programmes similar to National Health and Welfare model e.g. Welfare Grants and C.A.P. to assist provinces in provision of correctional services

 - b) continuation of correctional consultative, planning and research activities

ALTERNATIVE B

Continue Present Pattern

Advantages - Alternative B

1. More simplistic to administer
2. Less complex in terms of planning and operations

Disadvantages - Alternative B

1. Reactive to problems in system without necessary forecasting, planning and coordination
2. Limited capacity to respond to identified needs *-use chart.*
3. No objective evaluation of alternative courses of action
4. Economically costly
5. Limited range of activity confines impact of reform measures
6. Person in authority does not have sufficient information within a reasonable time span to assess the impact of decisions on other parts of the aggregate *described in morning*
7. Resources not allocated in accordance with recognizable and accepted priorities

8. The organizational relationships vis-a-vis Headquarters to agencies, and within the Headquarters itself, have seriously limited the degree to which the Department can define and attain its goals

9. More aggressive federal departments will continue to erode the present department

Immediate Action - Alternative B

1. Continue present pattern of activities

ALTERNATIVE C

Maintain Present Departmental Mandate - Place Increased
Emphasis on Leadership Role Through: Forecasting,
Planning, Coordinating, Evaluation and Provision of Resources

Advantages - Alternative C

1. This alternative provides increased ability to cause events rather than reacting to events, thereby giving a greater degree of influence and control
2. Provides an opportunity for increased collaboration of agency representatives and the Headquarters staff, in meeting the responsibilities assigned to the Solicitor General.
3. Provides an acceptable role for the Departmental Headquarters to perform in concert with the Departmental agencies and other levels of government, voluntary agencies, universities, consumers who may be affected by departmental policies
4. Enhance effectiveness of organization by reducing competing and sometimes conflicting philosophies, programmes, and methods, i.e.,
 - police - law breakers off street
 - parole - law breakers to street

Disadvantages - Alternative C

1. Partial answer to complexity of needs and fragmentation of present aggregate
2. Must continue to accept the existing inconsistencies within the criminal justice aggregate, i.e.,
 - sentencing

Immediate Action - Alternative C

Short Range Impact

by this we mean immediate pay back to our initiatives.

1. Initiate closer cooperation and consultation with provinces
 - a) Solicitor General establish field visits with provincial ministers responsible for corrections and law enforcement
 - b) Implement the following projects
 - i) National Task Force on Parole
 - ii) National Task Force on Residential Services
 - iii) Series of conferences on "The Role of Police in our Changing Society"
 - iv) Canadian Committee on Manpower & Training in Social Defence Agencies
 - v) National Task Force on Role of Offenders and Ex-offenders as a Correctional Manpower Resource
 - vi) Nova Scotia Corrections Study
 - vii) Determination of interest in correctional reviews by other provinces
 - viii) *National Information Centre for Volunteers in Criminal Justice Agencies (W.P.G.)*
 - ix) *Survey of Youth Services Programs in Canada (a previous concept)*
2. Develop incentive measures to foster community-based programmes - *reference to Y.O.B.I.*
3. Clarify role of Headquarters and its relation to the agencies
4. Initiate closer coordination with other federal departments - *copy of Canadian Youth Report*
5. Develop objective measurement criteria for existing departmental programmes - systems analysis

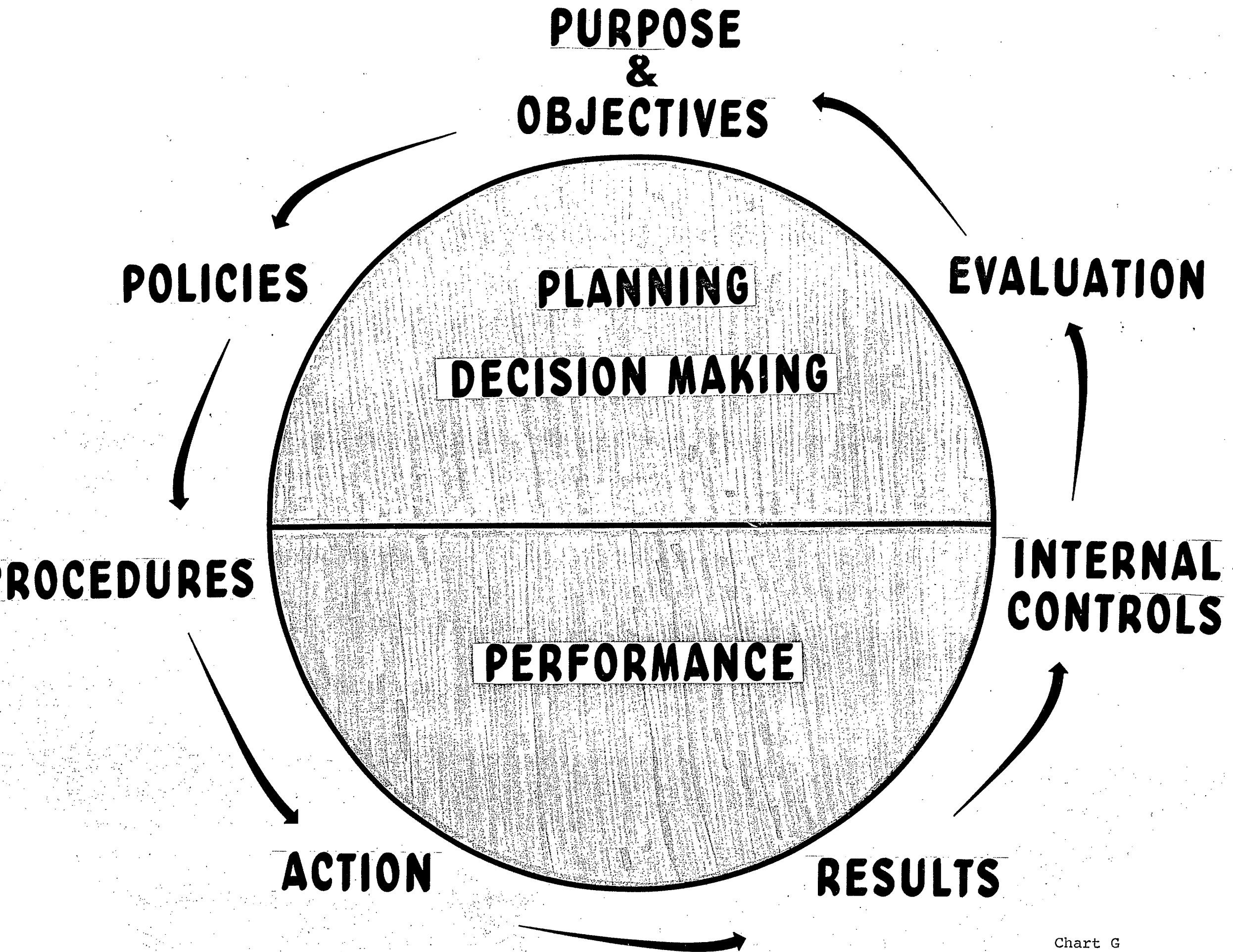


Chart G

.23
25

SOLICITOR GENERAL OF CANADA

SOLLICITEUR GÉNÉRAL DU CANADA

MEMORANDUM

Chart G

- distinction between forecasting, planning and decision-making separate from doing or performance
- cyclical nature of objectives and policy procedures, action, results, internal controls and evaluation

- 6. Authorize appropriate staff positions *- basic plans are submitted in regard to consultation & research.*
- 7. Merge National Parole Board and Canadian Penitentiary Service
- 8. Greater utilization of outside-government expertise

Long Range Impact

- 1. Form planning committees
 - a) representatives of agencies and headquarters
 - b) representatives of criminal justice community
 to advise Solicitor General on future goals, resources and policies required
- 2. Create a departmental planning/forecasting section
 - systems design
- 3. Conduct a series of conferences on the future of Canadian corrections:
 - national
 - regional
 - think-tank
- 4. Develop long term plans - five to twenty years
- 5. Develop major preventive approaches to reduce intake into criminal justice aggregate

ALTERNATIVE D

Initiate a Total Systemic Approach to Social Defence
in Canada

Advantages - Alternative D

- 1. Responds to all needs tabled in this presentation including the reduction of fragmentation by providing a logical systemic approach to the whole
- 2. Rejects simplistic, one-dimensional approach
- 3. Takes into account, external environmental influences

Disadvantages - Alternative D

- 1. Major task requiring considerable time, expertise and resources
- 2. Creates many constitutional and legal problems

Immediate Action - Alternative D

1. Solicitor General presents Cabinet with a proposal to form a:

Canadian Council on Social Defence (C.C.S.D.)

- representative of

- Federal and provincial departments
- Voluntary agencies *C.C. & C.A.*
- Universities
- Concerned citizen groups including ex-offender groups

- suggested tasks C.C.S.D. to include

- i) to study and propose possible social defence policies for Canada including:
 - common philosophy
 - purpose
 - objectives
 - measurement criteria
- ii) to suggest appropriate organizational structures leading from i) above
- iii) to identify the major components of the social defence system, their relationship one to another and to the system as a whole
- iv) to suggest areas of commonality within system, eg, communication and information sharing, staff development and training, planning and research
- v) to explore the relationship of the social defence system to other Canadian social systems, i.e., social development, education, medical services, mental health *leamer*

vi) to develop a framework for allocating human, monetary and physical resources to components of system

vii) to develop comprehensive legislation reflecting a social defence model

- relationship of C.C.S.D. to provincial and federal governments shall be advisory, directing its recommendations to provincial bodies and to the Solicitor General or Cabinet

- style of management of C.C.S.D. should reflect a highly participative, collaborative model including a strong emphasis on consultation of groups and individuals to be affected by policies or actions

2. Many action proposals in Alternative C can be adjusted to the broader approach advocated in this alternative (See the chart on the following page)

Alternative C

Alternative D

Actions

<u>Short-range</u>	
1. provincial cooperation and consultation ✓	obtained through C.C.S.D.
2. incentives ✓	C.C.S.D. responsibility
3. role of headquarters to agencies ✓	same for Alternative D
4. coordination - federal Depts.	obtained through C.C.S.D.
5. measurement criteria	same for Alternative D
6. staff positions	same
7. merge C.P.S. & N.P.B.	same
8. outside government expertise	same
<u>Long-range</u>	
1 - 5	expand - coordinate with C.C.S.D.

CONSULTATION - A MEANS TO FEDERAL-PROVINCIAL COOPERATION

Proposed Mandate for the Department of the Solicitor General

We should seek a mandate in the very broadest framework in keeping with trends in planning now taking place throughout the departments of the Federal Government. The mandate for this Department should be directed toward crime prevention which involves the police, the courts, and corrections. A most appropriate framework for this mandate is the concept of social defence.

Areas of Specialization

In this sector, broad programs or missions for both Consultation and Research, and other Departmental Headquarters' units should be geared toward:

a) Coordination prior to the criminal justice system - this point of intervention primarily relates to the youth population and devices should be examined and tested under the auspices of this Department to reduce the flow of offenders into the court and correctional system. The Youth Service Bureau, as attached, is one such measure. A concerted program by this Department would have the greatest impact on reducing the present wastage of financial resources and human lives in the present antiquated penal system.

b) Police-Community Relations - there does not exist in this country, a major plan for providing resources to law enforcement agencies for training, innovative programs and research. The degree to which every law enforcement officer is trained in preventative measures will have the greatest single impact on the prevention of social unrest and, from a positive viewpoint, will enhance the image of police departments and the very difficult role performed by them in the local community. Canadian law enforcement agencies, despite these deficiencies, have a good record and this Department should incorporate police resources within a social defence framework. It would be a sad mistake to separate police and allow them to continue apart from the courts and corrections, a practice that has been too frequent in the past. Police-community relations involves specific measures of police departments in how they work with the public and is a very distinct program from a public relations "Madison Avenue" approach.

c) Court Disposition and Sentencing - Perhaps this will be one of the major areas for examination concerning the criminal

law of the Law Reform Commission organized by the Department of Justice. Traditionally, all forms of rehabilitation have been hampered by the antiquated measures controlled by courts, particularly in regard to sentencing. Lawyers of varying responsibility in criminal law have now begun to admit that very few judges are well versed in the sentencing process. Community neighbourhood legal services are more and more pointing out that sentencing takes a second seat to the role of prosecution and defence and the function of the court process. Although this may be the primary area for the Department of Justice, this Department should have a major role in contributing to revisions in this area and in collaborating in regard to any federal resources to be made available for experimentation and revisions on the functions of the criminal courts.

d) Alternatives to Incarceration - In support of recent announcements by the Solicitor General, the Headquarters establishment in its consultation review and developing relationships with the Provinces, should place heavy emphasis on alternative measures to prison. These include: day parole, temporary absence, week-end lock-ups, utilization of residential services in probation and parole, and experimental programs involving the fields of industry, employment, education and welfare, which include the offender as part of the general population in the rehabilitation program. In order to facilitate sweeping changes, incentive measures to utilize more probation and community programs will be required in order that provincial jurisdictions may be assisted to develop program resources which are lacking in all areas of Canada at the present time.

Federal-Provincial Relations Through Consultation

The current provincial reviews have provided each Province requesting the consultation with a specific plan of development. These reports should be regarded as Phase I of a continuing process. Once an agreement is entered into to develop a review, this Department should see continuing relationships as one of the best means of enhancing involvement in the field of criminal justice, while maintaining open lines of communication between the federal and provincial authorities. This program will also provide measures leading to regional programs and, from the long-term view, an opportunity to determine federal-provincial roles in criminal justice.

In the years ahead, it is not too premature to speculate that the Federal Government's role should be in an indirect involvement, emphasizing leadership and stimulus roles in regard to consultation, planning, action programming, training and research.



D. R. McComb

November 1st, 19

CONSULTATION CENTRE

Consultation Process

Background

Consultation is a widely used term to describe a process of "asking advice", or "of conferring", or "of taking counsel together". In business and industry as well as government the "consultant" has been recognized as an "expert resource" to be brought in for assessment and analysis of an organization's effectiveness in regard to structure, management process, and overall results in accomplishing objectives.

In the Department of the Solicitor General, the original intent to describe the "action" program division of the Correctional Planning Branch was to distinguish the Correctional Consultation Centre's services from direct service. This was particularly applicable to federal-provincial relations, particularly in regard to youth services which originally comprised the limited range of Centre activity. Related to this factor also was the need to broaden correctional resources beyond the confinement of Juvenile Delinquent's Act maximum age range of eighteen years as established by certain provinces. Both strategies have assisted the Department to adapt to many opportunities beyond the original mandate while earning a leadership role that is acceptable to major agencies of the Department, (Royal Canadian Mounted Police, Canadian Penitentiary Service, and the National Parole Board), the other federal government departments interfacing the criminal justice system, and the other elements in the criminal justice field, namely, the provinces, voluntary agencies, and universities.

One of the current significant aspects to this adaptation is the articulation of need for systems methods applied to the current fragmentation of what might be broadly described as the criminal justice aggregate (see Departmental Planning Committee's presentation to the Solicitor General, March, 1972). With the emerging concept of criminal justice centering upon the need for joint objectives of the protection of society and the rehabilitation, or re-education, of offenders, Centre activities have constantly broadened beyond the original service intent. This is demonstrated by; the reviews of provincial correctional systems, initiated in 1969 in New Brunswick, the series of conferences of the police role in crime prevention, and by regional consultations focussing upon the development of education in criminology in British Columbia.

Principles and Procedures

1. Requests for assistance must be initiated outside the Centre. This applies to the Departmental Agencies and the other elements of the criminal justice aggregate. Knowledge of consultation grows through experience in the field and not through extensive promotion.
2. In responding to requests for consultation assistance, Centre staff become engaged directly in the planning of a potential project. This may comprise correspondence, field trips, and/or observation. Many others may be requested for assistance in assessing the relevance of a submission and the competence or readiness of the organization in carrying out an innovative idea. In a provincial or correctional review, a consultative design will emerge through joint federal-provincial planning.
3. The participation and support of policy makers, e.g., Solicitor General and Provincial Ministers, through correspondence or direct discussion is sought and maintained throughout a consultation.
4. Major leadership for projects is sought both within the Department and throughout the Canadian criminal justice community. This allows for flexibility in approach and ensures a small core of full-time personnel to outside resource people. In practice this has also meant the discovery of Canadian leadership potential in every Canadian region.
5. Leadership from within an agency, department of government or region, has a direct input to the consultative review. This might be described as an inside-outside combination which distinguishes attempts to maintain objectivity through traditional approaches that separate personnel from the living organism, e.g., task force or commission. This concept is based upon the principle that capable and creative leadership is generally engaged within a system; however, this leadership may be blocked, ignored or simply inadequately deployed within the system.
6. The review process is focussed upon a range of organizational functions requiring study with particular emphasis given to communication problems. Consultants are, therefore, selected for their skills and sensitivity in regard to human relations (barriers in communication, decision making, resistance to change, delegation, etc.) as well as ability to initiate data gathering and, the creation of a sense of team work. The building of a group process is as important as the task objective.

7. The use of a range of multi-discipline expertise both within and outside the Department is considered essential for the consultation process. This applies to local, provincial, regional, or national programs.
8. Feedback to decision makers may begin at the outset of a project. The commitment of a well defined support community will ensure accessibility of key personnel by informal or formal means to ensure awareness of process, problems, and action alternatives. The opportunity to make decisions and remove relatively small problems may contribute to increased readiness to tackle larger issues later. Implementation is built into the process by the planning design, the process of review, and the creation of support community through the people involved. The need for accurate information to give credence to problems encountered and to give factual support for recommended action is also an essential component: e.g., Saskatchewan Corrections Study stress on community corrections in relation to cost and the provincial inmates' population potentiality for probation.
9. Public education and participation through varied methods is an essential component to the process and becomes, in the implementation phase, an important determination of future action.
10. The use of additional expertise both within and outside the Department may be utilized according to special requirements resulting in the process of consultation. This may include research, financial, personnel or systems analysis.
11. Both short and long term priorities are set down for future directions giving people in the organization a sense of commitment and purpose. A blueprint or report becomes the basis for action, much of which may be implemented on policy decided by an organization prior to a public release of the report.
12. The consultative team may be reconvened at several intervals following the review process and the submission of the final report. Time intervals such as 18 months, 3 years, and 5 years following the review may assist the organization to regard change as a continuous process.

Summary

The consultation process essentially emphasizes the need to change attitudes through communication measures. To be carried out effectively, consultation must be repeated over a

reasonable period of time to remove communication blocks and to create a sense of trust between the consulting team and the system undergoing the consultation. To "unfreeze" the system existing good practices are reinforced and weaknesses are confronted in a sensitive climate. The plan resulting may give a sense of direction, create an expanded sense of delegation in the management process, and bring forward solutions that will foster practical alternatives from both an economic and social development viewpoint.

The duplication of cost in criminal justice and the fragmentation in services has led to a largely inefficient form of criminal justice. The need to expand communication within the law enforcement, criminal courts, and corrections fields, to bring about a sense of criminal justice unity is receiving growing recognition. A consultative service is a method of sensitizing the federal government to regional differences, and a pragmatic approach to bring about a sense of "cooperative federalism" in crime prevention.

D. R. McComb, Chief,
Correctional Consultation Centre
March 20, 1973

CORRECTIONAL CONSULTATION CENTRE OBJECTIVES

The objective of the Correctional Consultation Centre is to provide information, consultation, training and innovative programming resources to the Departmental Agencies, the Provinces, voluntary agencies and universities in the development of broadly-based crime prevention activities. The major purpose of this activity is to bring about greater coordination within the criminal justice system, and how it may effectively interface with the fields of social development, education, mental health and urban affairs.

In order to develop this objective the following goals have been established:

- to develop liaison with provincial and urban areas in regard to the planning and development of criminal justice services and specific programs designed to prevent the occurrence of crime: e.g., the consideration and development of the Youth Service Bureau concept to coordinate crime prevention activities, and the delinquency prevention project in a school setting with the University of Montreal;
- to further training and educational planning to facilitate staff development opportunities for federal, provincial and voluntary agencies engaged in the social defence system, e.g., education in criminology in British Columbia (involving University of British Columbia, Simon Fraser University, and a coordinated field team of federal, provincial and civic representatives);
- to develop major regional and national task forces, involving all components of the criminal justice system in reviews of specific areas requiring developmental planning and the collaborative efforts with the Provinces and private agencies: e.g., Residential Task Force, and the Police Function in our Changing Society, with special emphasis on police-community relations;
- to sponsor conferences and training events that bring together practitioners and researchers in common areas of criminology and correctional development; e.g., voluntary probation and parole workshops, the application of the principle of reciprocity outlined in the Ouimet Report and as developed in the Atlantic Region following the New Brunswick Corrections Study, and being examined in Prince Edward Island, Saskatchewan, and the Northwest Territories.

- to develop experimental programming based on local and regional priorities, programs to test new concepts in crime prevention or the rehabilitation of the offender: e.g., Work Training Project in Saskatchewan, Volunteer Probation programs in Ottawa and Winnipeg;
- to disseminate information on trends in regard to crime prevention and rehabilitation services throughout Canada, to facilitate a greater understanding of Canadian social defence community: e.g., distribution of innovative programming and training programs focussing on the development of citizen participation in corrections.

Goals Assumptions:

- that all the Provinces, civic governments, voluntary agencies, citizen groups and universities will continue to develop and implement positive change measures in crime prevention and rehabilitation through consultative models as stated in the above six goals;
- that federal resources will be more effectively utilized in coordination with local, regional, and provincial priorities in bringing about a more effective total approach in measures of crime prevention and the treatment of offenders.

Finances Required in 1973-74:

1. With Province of Nova Scotia - Consultative Study of Provincial Corrections System. The preparatory work has been completed. The selection of a Chairman of the Study Committee has to be made. \$10,000
2. Native Indian-Métis Project - Joint Department of Indian Affairs and Solicitor General and Provinces' Project. Total estimated cost in the order of \$153,000. Solicitor General participation: \$30,000
3. Joint Volunteer project, involving Universities of Ottawa and Laval and Provincial Courts in Quebec City, Ottawa and Hull.

Under T.B. 691852 the University of Ottawa conducted a volunteer student project with the Provincial Court in Ottawa. This project started in 1970-71 terminated 31 March, 1972. It is considered that this type of project needs to be expanded to continue to provide a more knowledgeable base for volunteers in court operations. A research element has been included in the new project to evaluate the volunteer solution, training, and results. \$60,000.

The objective -

4. As a result of consultative, correctional studies completed with the Provinces of Prince Edward Island and Saskatchewan, and with the Northwest Territories, and subsequent discussions, requests from any one or all to support certain projects are expected. These projects will likely involve at least one of the Departmental Agencies. Costs may be in the order of:

- a. Prince Edward Island - A start to a three year project to create a probation/parole office and staff in the Province. Project to be conducted by N.P.S. officers. Possible costs, including salaries of N.P.S. officers \$80,000 per year. For 1973-74 \$80,000
- b. Saskatchewan - A request to participate in the creation of a Master Planning Council to bring about the creation of a secretariat coordinating police, judiciary, and corrections into a comprehensive system. Each, a three year project with a cost in 1972-73 of 70,000
- c. Northwest Territories - A request to support a probation demonstration project in one of the Regions. N.P.S. will be involved in an advisory capacity. 20,000

Total cost for 1973-74 of the above programs is: \$230,000.

CORRECTIONAL CONSULTATION CENTRE

Additional Funds Required in 1973-74

and Region 1

Program I

A National Survey to consult with the Provinces and major urban centres concerning youth in conflict with the law. This survey would sponsor a number of programs to indicate the number of young people entering the criminal justice system who might otherwise be diverted to alternate social institutions. The purpose would be to assess the degree to which local coordinated effort is bringing about consistency in impacting the youth crime problem. This area was originally recommended by the Department of Justice Committee on Juvenile Delinquency and is a major strategy requiring attention. The project will build upon a survey initiated by students.

\$150,000.

Program II

Development of training resources - in criminal justice, including voluntary action and development of criminology in community colleges and universities. Undertaken in concert with law enforcement, criminal courts and corrections personnel, to include a survey of manpower resources and an assessment of social defence training facilities throughout Canada.

200,000.

Program III

To continue reviews of federal, provincial and voluntary corrections systems. This program extends the current projects undertaken with four Provinces and would enter into extensive planning with the Provinces in connection with social defence development.

100,000.

Program IV

Alternatives to Incarceration:

(a) Implementation of recommendations to result from the Residential Task Force. It is expected that a number of programs including workshops and innovative activities will be required to assist in the implementation of the Task Force findings.

50,000.

(b) Ex-Offenders - The use of indigenous self-help leadership - to indicate various styles of leadership emerging from ex-offender organizations. This will include both public education and rehabilitation.

150,000.

(c) To support the efforts of self-help organizations in the development of a National Committee of Ex-Inmates to bring about a further coordination of the Department's liaison to disadvantaged groups, e.g. ex-offenders with other federal government programs for indigenous groups in regard to poverty, unemployment, etc.

\$ 50,000

\$700,000

law of

CORRECTIONAL CONSULTATION CENTRE

OPPORTUNITIES FOR CRIME PREVENTION
(O.F.C.P.)

July 31, 1972.

D. R. McComb,
Chief, Correctional
Consultation Centre.

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CORRECTIONAL CONSULTATION CENTRE
OPPORTUNITIES FOR CRIME PREVENTION
(O.F.C.P.)

Perspective - Consultation within a Crime Prevention Framework

The Correctional Consultation Centre (hereafter referred to as the Consultation Centre) has been described as "the external listening post in policy development and the formulation of the research programme and requires working with other federal departments, agencies of provincial and municipal governments, private agencies, universities, and industry¹.

The purpose of this paper is to outline how the consultation function may be developed on a national and regional basis taking into account experience over the past four years when the Consultation Centre was established as the Youth Services Centre. The need to broaden the range of the Centre's activities to a crime prevention perspective rather than a limited framework of corrections will again constitute a major theme of this presentation². Together with an expanded information, planning and research role in the Departmental Headquarters, the Consultation Centre has the potential to contribute to more effective policy and operational decision making within the Department.

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- 1) Building Effective Working Relationships in the Department of the Solicitor General, the Canada Consulting Group, December, 1971.
- 2) -A Review of the Report of the Canadian Committee on Corrections, Toward Unity: Criminal Justice and Corrections, pp. 283-284, September, 1970. An emphasis on a federal leadership role through planning and external involvement. A regional emphasis is suggested.
 - Organizing Consultation, Information, Programme demonstration, and Training Resources within the Department of the Solicitor General, December, 1970. An outline of how consultation programmes may be organized and resources required together with techniques of operation are included.
 - Programming and Staff Requirements, February, 1971, the resources and programmes in youth, police, community corrections, self-help, and manpower development are briefly described.
 - Consultation - A Means to Federal-Provincial Cooperation, November, 1971.

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Response received from the Consultation Centre's services to the field indicates a growing acceptance of a federal government leadership role based upon collaboration where an increasing communication emphasis is taking place throughout the social defence field. Current demands for service include progressions into new areas from early programmes. An example of this are beginning inquiries of consultative studies of urban centres as a follow up to former reviews of provincial correctional systems. This potential trend will require the expertise of law enforcement, legal, and corrections sector of the Department, together with personnel having a knowledge of crime patterns in the general community. This trend also demands a Departmental awareness of recently established federal youth programmes such as the Opportunities for Youth Programme of the Department of the Secretary of State. Also Local Initiatives Programme of the Department of Manpower and Immigration should be studied to determine its impact on criminal justice services.

Four major programme missions are indicated from the Consultation Centre's operation. These missions could form the basis of a Departmental thrust in social defence and are, as follows:

1. The prevention of delinquency and the development intervention procedures prior to youth's entrance into the criminal justice aggregate.
2. The expansion of police community relations activities reflecting innovation in regard to the police role.
3. The expansion of community corrections.
4. The development of manpower planning for diversifying the utilization of human resources in social defence.

These broad missions require the application of priorities and the involvement of Departmental and outside personnel in the formulation of objectives and the implementation of programmes.

Why the above missions are important for the Department of the Solicitor General.

1. The Departmental agencies service trends are somewhat dependent upon evolving patterns in social development, education, mental health and related fields. Because activity change in these fields have a major influence on determining deviant or criminal patterns, there is a need to link the criminal justice aggregate (police, court, and corrections) to broad prevention programmes.

The strategic role of law enforcement in crime prevention is also a basis for departmental activity.

An expanded departmental role in the preventive sector which includes youth would emphasize information, consultation, innovative programming, manpower development and training, and evaluative programmes carried out by provincial, local government, voluntary agency, and university personnel. From the last national report which identified juvenile delinquency as a national problem³, renewed departmental participation would consider issues emerging in the 1970's such as:

- a) changing social values and their impact on youth behaviour and crime;
- b) service coordination or its lack in regard to the flow of youth into the criminal justice aggregate;
- c) the participation of youth in crime prevention measures;
- d) system modification to reduce youth alienation;
- e) gaps in services contributing to the use of the criminal justice aggregate as a dumping ground.

Because the role of federal government activity in the youth area is a sensitive area particularly in regard to federal-provincial relations departmental programmes and resources would be channelled through provincial and local organizations. The Department would become a national "clearing house" on trends and serve as a national coordinator and "animator" of crime prevention activities. Interdepartmental committees at the federal government level would be required including representation from the Department of National Health and Welfare, Secretary of State, Justice, Manpower and Immigration, Indian Affairs and Northern Development, and Urban Affairs.

2. The development of police community relations and training measures stressing human relations by Canadian law enforcement agencies represents one of the more positive developments within the criminal justice aggregate. The neglect of major resources at the national level is most unfortunate when there is an indication of Canadian law enforcement's readiness to examine the police role, to develop

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3) Juvenile Delinquency in Canada. A Report to the Department of Justice, Ottawa, 1967.

new training programmes, and to apply research methodology. A major departmental mission in the law enforcement sector would have a maximum return from an economic viewpoint, provide a basis for a crime prevention emphasis, and link the Department to broader social issues in Canadian society. What other federal government department or agency has a mandate in this area?

3. Community corrections programmes are now being expanded by both federal and provincial governments. Apart from consultative studies, there have been limited communication where federal-provincial planning has led to the extension of reciprocal agreements in corrections as advocated by the Canadian Committee on Corrections in 1969. The application of a federal government leadership role was stressed in the Report with emphasis on functions, of planning, information, consultation, innovative programming, training, and research. Although the resources in these areas have been extremely limited, the response to the Department's role has been positive by the other elements of the criminal justice aggregate (provincial governments, municipality voluntary agencies, universities, and community organizations).

To bring about a greater thrust in this area, there is a need to clarify the role of the departmental Headquarters and the Canadian Penitentiary Service and National Parole Board. With the establishment of integrative management procedures and the necessary resources, the Department could be in a position to give effective leadership to the development of corrections services on a national basis. The existing national leadership vacuum is a situation where the Department could move to influence the total corrections field and this could provide ample opportunity for departmental personnel, both within the Headquarters and the Agencies whatever their experience or educational background. The bases for this mission are several consultative studies carried out at the request of the provinces in New Brunswick, Prince Edward Island, Nova Scotia and Saskatchewan.

4. Manpower planning in social defence includes the participation of citizen volunteers, self-help or ex-offenders, student training, paraprofessional, and professional training. An overview or survey of the national manpower situation in corrections has been advocated for several years by the Canadian Criminology and Corrections Association. The development of criminology in Canadian universities is now producing professionals having greater specializations and knowledge of the crime problem even though a multi-discipline emphasis is maintained in the curriculum. The importance of

developing new patterns of service delivery through team staff programmes including groups of volunteers, aides, students, and full time staff challenge more traditional patterns of treatment through a casework, agent-centered approach. The participation of law enforcement, court, and corrections personnel in criminal justice seminars is another trend. The potential for extended participation of the Department is endless and resources made available to public and voluntary organizations in manpower development and training would influence innovative potential, staff competence and morale, and receptivity to rapid change within the criminal justice aggregate.

Response to the Consultation Centre's role, both within and outside the Department, has been positive⁴. Certain programmes have led to extensive planning and collaboration with other federal government departments and provincial governments and may serve to model methods of responding to social problems having an interest to several fields⁵. One national study carried out by the Department of the Secretary of State recommended the extension of consultative services⁶. This recommendation was endorsed by the Interdepartmental Committee appointed by Cabinet to study the government's response and possible implementation.

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- 4) Participation of Agency personnel in Centre projects has involved roles such as liaison, participant, advisory, and evaluator. Demands upon the Consultation Centre (from the provinces, civic governments, voluntary agencies and universities) in the current fiscal year are nearly five times the available resources.
 - 5) Current examples would include a proposed sociological based programme to test a model of intervention to reduce the flow of native people into the criminal justice system in Manitoba. The proposed programme has involved several federal and provincial departments and the suggested approach could be a model for the other regions in Canada. Reference Native Clan Organization Submission, April, 1972 and study by the Interdepartmental Committee on Indians and the Law. Other examples include relations with the Department of Manpower on ex-offender training and self-help programmes. The presentation to the Solicitor General by the Departmental Planning Group indicates interdepartmental communication and structure limits the Department of the Solicitor General's response to the field re projects.
 - 6) ITS YOUR TURN, The Report of the Committee of Youth to the Secretary of State, 5 July, 1971.

RECOMMENDATION

methodology. The range of activity and support from the field should be consolidated within a social defence or crime prevention framework. Based upon the four major missions and field response, it is recommended that, the Department consolidate its potential opportunities, both internal and external, into a comprehensive programme under the suggested title of "Opportunities for Crime Prevention (O.F.C.P.)."

Recognizing that the Correctional Consultation Centre has a role within such a proposal, a revised statement of objectives and goals is set out below.

Objectives and Goals⁷

The objective of the Consultation Centre is to provide information, consultation, training, and innovative programming resources to the Departmental Agencies, the Provinces, civic governments, voluntary agencies and universities in the development of broadly based crime prevention activities. The following goals have been established:

1. To effect consultative procedures with provincial, urban, and rural areas in regard to the planning and development of criminal justice services and specific programmes designed to prevent crime.
2. To sponsor conferences and training events leading to an exchange of information on social defence policy and programme and the development of planning and research.
3. To establish regional and national task forces in response to needs identified within the social defence field.
4. To integrate information, consultation, training, and experimental programme services in order to stimulate cooperative programming and planning among law enforcement, court, and correctional personnel.

To carry out the objective and goals of the Consultation Centre, an expansion of programme and staff resources is essential.

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7) Statement of Objectives, May, 1972.

Programme and Staff Development

The "animation" and "listening post" functions of the Consultation Centre may best be achieved by opening regional desks in the five major regions in Canada. An earlier paper has described staffing requirements and corresponding national programmes⁸. Two of these programmes are now in operation, the residential task force and the series of police conferences, and are within the community corrections and police community relations missions respectively. Other existing programmes within the Centre come within the youth prevention and manpower development missions.

The decentralization of the consultative role must be undertaken with a sensitivity to local, provincial, and regional differences. Service development through these regional desks should remain flexible in order that programme priorities reflect the input of a wide section of federal, provincial, voluntary, university, and citizen groups brought together through advisory and management procedures. The interest of these offices would incorporate planning, information, consultation, programme innovation, training, and research programmes. Finance to secure staff under contract for predetermined objectives by the regional committees and for programmes also by the regional group would be required. National coordination of the regional activities would be achieved by the director of Consultation reporting to a national committee of departmental and outside personnel. The use of rotating memberships on committees would be required to enable continuous adaptation of the Centre to rapid social change both nationally and regionally.

There are several advantages of a consultative approach available to the Department of the Solicitor General. These are:

1. The location of Agency offices throughout Canada (Canadian Penitentiary Service, National Parole Board and Royal Canadian Mounted Police).
2. Federal government personnel are engaged in direct service in criminal justice;
3. Programmes have established an acceptance of the Department's consultative role by the field.
4. The omission of major aid for social defence will provide the opportunity to develop resources that are not standardized through matching grant programmes resented by the provinces.

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8) Programme and Staff Development for the Correctional Consultation Centre, Budget B Submission, 1971-1972.

The development of regional consultation may alleviate the current problem of over centralized control and allow for greater communication and awareness of unique problems within the regions. Undertaken in a low key manner, the Department will be able to become more fully involved in the varied regions without encroaching upon local and provincial jurisdiction. A leadership role to stimulate programme development will emerge while avoiding barriers to federal-provincial cooperation that currently limit the coordination of social defence resources. Staff employed in the regions would carry out the present duties established by the Chief of Consultation in their respective assigned region.

The need for additional full-time officers in Ottawa to meet the pressures of current work demand as well as developing certain under-developed roles is required. For example, the use of an information staff officer to edit progress and final reports for technical and general dissemination to the field, to prepare a digest on social defence or crime prevention in a newsletter or bulletin form, and to deal effectively with general inquiries to the Centre is necessary so that information as a foundation to consultation, training, action programming and research may be achieved. The total unit should be placed under the leadership of a Director of Consultation. The need for central direction and coordination for both research and consultation has been advocated by a review of the Departmental Headquarters⁹. This required direction can best be achieved, in the writer's view by having planning, consultation, and research being coordinated through an Assistant Deputy Minister as equal components of a total division or branch.

RECOMMENDATIONS

1. Name the unit the Consultation Centre.
2. Coordinate the staffing plan with planning and research reporting to an Assistant Deputy Minister.
3. Locate regional consultants in close proximity to the offices of the Departmental Agencies.
4. Allocate the necessary financial resources to the Centre for programme, staff, and evaluation.
5. Establish an advisory structure comprising Departmental and outside personnel on a continuous basis to maintain flexibility and adaptation of Centre activity to social change and to ensure regional priorities and national coordination.

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9) Building Effective Working Relationships in the Department of the Solicitor General, the Canada Consulting Group, December, 1971.

6. Employ personnel that retains an appropriate balance of a staff core operation to a wide cross section of community expertise in consultative process.

See Chart, page 9a

Implementation

1. Establish a Departmental team to study the recommendations and scope contained within this brief and other related materials, the results of which to be submitted to the Deputy Solicitor General.
2. Examine in detail by this proposed committee the relevance of the Law Enforcement Assistance Administration's organization and operation within the Department of Justice in the United States. This has particular significance in regard to systems approaches to the crime problem and federal-provincial relations in crime prevention.
3. Sponsor a "think-tank" utilizing all relevant material concerning consultative process. Personnel to be selected from the Department, the provinces, civic governments, private agencies, universities, and other federal government departments having knowledge and expertise in consultative method. A series of "think-tanks" might be required.
4. Report the recommendations of the "think-tank" to the Deputy Solicitor General for consideration and action.

SUMMARY

The Department of the Solicitor General has not yet been able to mobilize a total departmental thrust toward a crime prevention emphasis. The basic elements of a varied expertise in law enforcement, criminal law, and the varied behavioural science disciplines in corrections are contained within the present departmental resources.

GENERAL OVERVIEW:

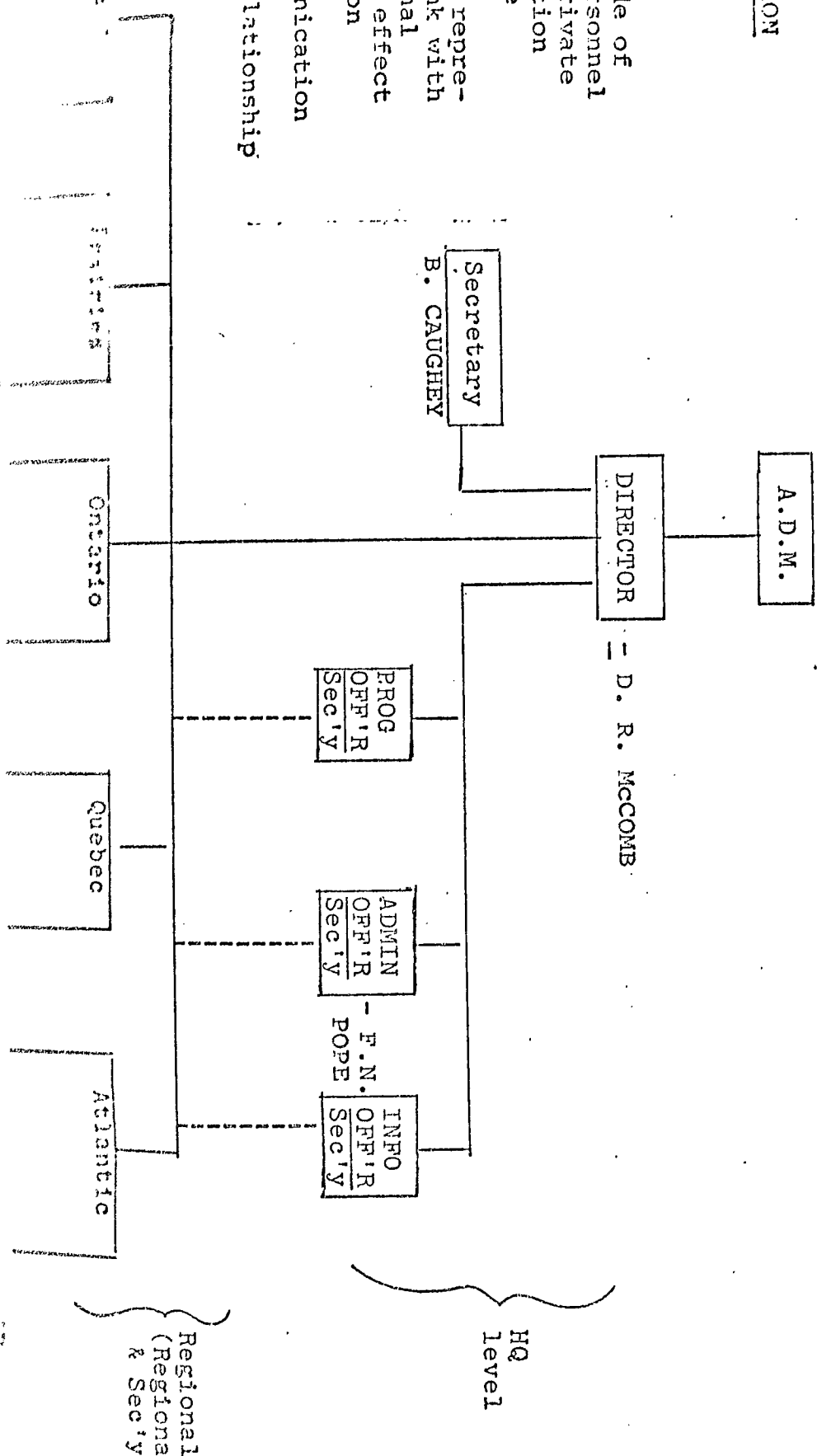
AND ORGANIZATION

REGIONAL CENTRE

Use to be made of
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e aggregate to effect
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flow of communication
functional relationship



This paper advocates measures to continue existing programmes that will bring together the current fragmented criminal justice aggregate into a crime prevention programme. It further has been demonstrated in the operation of the Consultation Centre that an acceptance of an integrated approach within the Department may be effectively coordinated with the other elements of the crime prevention field. The ramifications for federal-provincial relations through a model of continuous dialogue and planning leading to the sharing of mutual objectives of community protection, crime control, and the rehabilitation of the offender will be created by the Department attempting to engage the other elements of the criminal justice aggregate in a planning process. Although underdeveloped in the criminal justice field this is an accepted role of the federal government in responding to national needs.

Canada has not yet polarized on law and order issues although areas of controversy and critical responses to certain community corrections measures have begun to increase recently. Without meaning to ignore the many attempts to develop progressive crime prevention measures, it cannot be denied that the vast majority of existing fragmented correctional programmes which still rely upon an institutional emphasis do not deter or rehabilitate the offender.

Who has the responsibility to deal with the criminal justice industry in terms of both economic and social development? Obviously, no single governmental department, agency, or discipline has the overall responsibility. However, that part of the crime prevention community that endeavours to bring the varied forces together into a comprehensive systemic approach will contribute to the emergence of potential solutions to the problems of crime. One option is for the Department of the Solicitor General to move into the existing national leadership vacuum. If this challenge and need for unity is accepted, then opportunities for Departmental personnel to become involved in various aspects of the programme are extensive.

The movement of departmental resources to a crime prevention priority is essential for improving the Department's existing image throughout federal, provincial, voluntary or community settings. Resources available to other federal government departments that have a direct impact upon the criminal justice aggregate, e.g. Canada Assistance Plan, are presently denied to the Department of the Solicitor General. Without major financial resources or access to interdepartmental procedures for other aid programmes of the federal

government, the Department of the Solicitor General both within the Headquarters and Agencies cannot assert effective overall measures in the reduction of crime, the protection of community, or in the extension of improved programmes in the rehabilitation of the offender. The formulation of a broad programme of "Opportunities for Crime Prevention" is proposed as an alternative to the present restrictions and limitations of the Department that will continue to limit its future role unless alternative courses of action are taken.

CONSULTATION CENTRE

PROGRAMMES

1973-74; 1974-75

Attached is a programme projections, (Appendix A) for the Consultation Centre to assist in the determination of staffing and financial resources (Appendix B) for the fiscal year 1973-74; 1974-75.

PROGRAMME MISSIONS

It should be understood that programme activities in the consultation area stem, in the main, from requests generated by the Ministry Agencies, the Provinces and Territories, municipal governments, universities and private agencies. In essence, the trend of programmes, over the past three years, has been within the broad missions of consultation, which are:

- a. The prevention of delinquency and the development intervention procedures prior to youth's entrance into the criminal justice aggregate.
- b. The expansion of police community relations activities reflecting innovation in regard to the police role.
- c. The expansion of community corrections.
- d. The development of manpower planning for diversifying the utilization of human resources in social defence.

CONSULTATION OBJECTIVES

The objective of the Consultation Centre is to provide information, consultation, training, and innovative programming resources to the Departmental Agencies, the Provinces, civic governments, voluntary agencies and universities in the development of broadly based crime prevention activities. The following goals have been established:

1. To effect consultative procedures with provincial, urban, and rural areas in regard to the planning and development of criminal justice services and specific programmes designed to prevent crime.
2. To sponsor conferences and training events leading to an exchange of information on social defence policy and programme and the development of planning and research.
3. To establish regional and national task forces in response to needs identified within the social defence field.
4. To integrate information, consultation, training, and experimental programme services in order to stimulate co-operative programming and planning among law enforcement, court, and correctional personnel.

RELATIONSHIP TO MINISTRY AGENCIES

Departmental agencies (R.C.M. Police, Canadian Penitentiary Service and National Parole Board) are considered an essential part of the programme and, in fact successful results may only be accomplished with their full co-operation and participation. There are already examples of departmental agency personnel assuming a number of roles in relation to projects. These include staffing a programme, assisting in project submissions, acting in a liaison capacity during a project, assisting in the evaluation of programmes, and providing a critical appraisal of the importance and staff competence of specific projects. Under the revised role of the Departmental Secretariat, these roles can be consolidated and defined in discussions with Agency representatives to further total departmental objectives. The possibility of Agency personnel assuming new roles such as the Chairman of a national or regional project could also be considered.

Consultation Centre

Programme Forecast 1973-74; 1974-75

Federal-Provincial Consultations

\$ 200,000.00

Prince Edward Island

Implementation of federal-provincial probation and parole programmes. A three year programme.

Saskatchewan

Implementation of Master Planning Council in Criminal Justice and Community Corrections Programmes. A three year programme.

New Brunswick

The development of a criminal justice model city programme in St. John, New Brunswick with special reference to youth services. A two year programme.

Newfoundland

Implementation of community corrections and reciprocal agreements resulting from consultation to be completed by March 15, 1973.

Nova Scotia

Planning and design completed. Correspondence between Solicitor General and Attorney General of Nova Scotia has resulted in agreement in principle to undertake a corrections study.

British Columbia

The Ministry is providing consultants to the Provincial Task Force on Corrections. Programmes expected to develop from this study.

Manitoba

Considerable communication re federal-provincial programmes with native offenders and provincial organization of corrections indicates receptivity to planning of change in Manitoba system.

Federal-Provincial Conferences

A basis to co-operative programming between federal-provincial services has resulted from completed projects, leading to implementation of several projects that transcend traditional corrections and existing structures. Conference resources are required to examine various local, regional, and national programmes involving the provinces in total. This would include the further interest of the remaining provinces in consultative reviews (Alberta, Ontario, Quebec, and the Yukon).

National Programmes

\$ 200,000.00

1. Implementation of Task Force on Residential Centres in Corrections

The implementation of the major recommendations in the Task force report pertaining to; forums on programme exchange, training projects, local planning and funding models, innovative projects in community corrections, and regional and national conferences involving federal, provincial, and voluntary organizations engaged in residential services.

2. Preventive Police Programming

The implementation of programmes resulting from recommendations arising from the series of conferences on the Role of Police, emphasizing the preventive role. Projects will include demonstration projects and training programmes as well as a continuation of consultation to maintain the dialogue achieved in the series of conferences.

A number of projects from St. John's, Newfoundland, Vancouver, British Columbia, and London, Ontario have already been submitted.

3. Staff Development Survey

Survey A - A survey of correctional manpower requirements in federal, provincial and voluntary agencies.

Survey B - A survey of social defence training resources in the universities and community colleges.

A co-operative programme to be undertaken with the Canadian Criminology and Corrections Association, the Provinces, universities and community colleges.

4. The Offender and Ex-Offender as a Correctional Manpower Resource

(A committee of departmental agencies is being formed)

A consultation with federal, provincial, voluntary and self-help groups in the correctional field, leading to recommendations to formulate policy on the employment of offenders and ex-offenders in the correctional and criminal justice process.

5. Consultation on Crime Prevention Services Concerning Youth

A consultation on preventive programmes existing in Canada, to reduce the flow of youth into the criminal justice aggregate, by co-ordinating police, education, welfare, correctional, and industrial organizations in the development of crime prevention measures, as a hub of juvenile crime prevention programmes. Also to survey Canadian trends since the Report of the Department of Justice on Juvenile Delinquency specifically in regard to youth crime patterns, systems modification to youth crime, and gaps in community services for youth in regard to crime prevention. A student survey has been completed and a plan of action is being determined. Projects in Montreal may be utilized as a basis for national strategy.

6. Consultation on Juvenile Corrections

A programme survey to determine the present level of juvenile corrections services serving as a basis to the adult correctional system. Consultation to include a review of probation, training schools, parole, and after-care and of federal-provincial resources, in relation to incentive measures in relation to rehabilitation priorities, and the development of federal legislation based upon continuous consultation with the Provinces. (Young Offenders Bill)

7. Development of an Information Services in Criminal Justice

A follow up to the Conference on National Information Services required in criminal justice. Application of decentralized models to disseminate information on criminal justice trends in Canada. Federal, Provincial, voluntary and university resources to be combined for experimenting in regional locations. A conference will be held in February, 1973 to consider the formation of a National Information Centre.

8. National Consultation on Probation

Several Provinces have expressed a need for a national consultation on probation in which even though it is a provincial jurisdiction, they expect federal leadership. Also, several reviews of provincial corrections have indicated an under-development in quantity and quality in the probation services. Related programmes, such as residential and employment services, can be more effectively linked to probation services through national consultations. It is proposed that a means of facilitating an upgrading in probation could be developed by involving provincial probation personnel on a national basis which would also give the federal government a leadership role and an appreciation of the problems confronting provincial probation. The Report of the Canadian Committee on Corrections will be of assistance in this area.

Regional Consultation and Demonstration Projects

\$100,000.00

1. Services in Conjunction with Native Peoples

A broad based programme to foster the involvement of native organizations and individuals in criminal justice. The application of co-ordinated models on a regional basis involving federal, provincial, civic and voluntary services with native organizations primarily in the Western provinces.

Manitoba - Native Clan Organization
British Columbia - British Columbia Union of Chiefs
Saskatchewan Métis Federation
Native Organization of Counselling in Alberta

2. Urban Studies

Resulting from the trend to carry out consultations with provincial authorities, a natural sequence will be the move toward consultations in urban areas. The crime problem is essentially envisaged as an urban phenomenon and a number of cities have indicated an interest in doing a review of their crime prevention services. Projects in St. John's, New Brunswick and Victoria, British Columbia are now in process of review.

3. Voluntary Agencies

Private agencies have long recognized the value of a consultative method for fostering development, and programme review. It is therefore expected that voluntary agencies in the criminal justice field will express interest in utilizing this method. At the present time, a submission has been received from the Elizabeth Fry Society of British Columbia and discussions in regard to this area are now commencing with the John Howard Society of Ontario.

Regional

4. Regional Conferences on Criminal Justice

To be undertaken in conjunction with regional organizations and bringing together various expertise and community personnel in criminal justice to examine current issues and future requirements.

5. Voluntary Services in Criminal Justice

Specific programmes involving a wide cross-section of the Canadian public in law enforcement, probation, institutions, parole and after care. An extension of varied projects taken out in Ottawa and Winnipeg including the new submission received from a joint programme to be carried out in Ottawa and Quebec City. This project is an evolvement of the programme developed through the Ottawa Volunteer Court Project.

Consultation Centre
Staff & Financial Resources
1973-74; 1974-75

STAFF

	<u>Positions</u>	<u>Man- Years</u>	<u>Adm. & For. Ser.</u>	<u>Adm. Supp.</u>
<u>1973-74</u>				
a. Programme Officer and Secretary (Action being taken now in 1972-73)	2	2	1	1
b. Regional Programme Officers in Moncton, Montreal and Regina	6	3	3	3
<u>1974-75</u>				
Regional Programme Officers in Toronto and Vancouver	4	3	2	2

FINANCIAL

Federal-Provincial Consultation and Projects	\$200,000.00
National Programmes and Projects	200,000.00
Regional Consultation and Demonstration Projects	<u>100,000.00</u>
Total	\$500,000.00

